

**White, Lauren**

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**From:** Mike Ablett <[REDACTED]>  
**Sent:** 23 July 2021 18:45  
**To:** Consultation  
**Subject:** Fwd: Stubbington strategic gap

Please lodge my objection to this development

Mike Ablett

----- Forwarded message -----



Dear Sir/Madam

Please pass this email into the department dealing with the planning for infill on the strategic gap in stubbington.

I strongly object both on the lack of confidence in southern water to effectively deal with the waste and the lack of infrastructure including schools, also the impact on traffic.

There will also be a loss of identity for stubbington village

Please confirm acceptance of this objection.

Kind regards

Mike Ablett

--

Kind regards Mike

Mike Ablett



**Respondent details:**

Title:	mrs
First Name:	Sandra
Last Name:	Abrams
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: Statement of consultation**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

The autumn consultation has been overturned by the government. Housing allocations have been increased by the government against the agreed quotas which was based legally on research of needs. A revised housing quota has therefore been imposed after the electorate had given their consent.

**What modification(s) is necessary to make the Revised Pub...**

Withdrawal

**How would the modification(s) you propose make the Revise...**

How did a u-turn by government make the revised plan legal?

**Your suggested revised wording of any policy or text:**

Fareham BC should remind Government that local residents and councillors made a decision based on local knowledge of housing need.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



**Respondent details:**

Title:	Mrs
First Name:	Sandra
Last Name:	Allen
Job Title: (where relevant)	Retired
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Too much noise will be created from buildings and disrupt the countryside and the wildlife that lives there.

**What modification(s) is necessary to make the Revised Pub...**

No more houses

**How would the modification(s) you propose make the Revise...**

No more houses

**Your suggested revised wording of any policy or text:**

No more houses

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Beacause we don't have the infrastructure and we will soon be gridlocked

**2) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

We do NOT have the infrastructure in place, the doctors, school etc. What about air pollution. I was previously advised that this was dangerously high, has this now been resolved???. How can you build more houses with all the air pollution from vehicles???

**What modification(s) is necessary to make the Revised Pub...**

No more houses

**How would the modification(s) you propose make the Revise...**

No more houses

**Your suggested revised wording of any policy or text:**

No more houses

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Because we shall soon be in a gridlock position. Wildlife is going to be severally affected. The density of this is just not credible. The number of houses that are required per year are just not believable. How can we, and indeed any councillor planners trust these figures when all of the donations (£891,000 in 2021 alone) are made to the Conservative government from property developers!! And they received £69.1 million between 2010 and 2020. These developments should now be ceased forthwith

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**Respondent details:**

Title:	Mrs
First Name:	PAMELA
Last Name:	ANDREWS
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

An application to build on this land was only refused the end of last year with assurances given that no more building would take place in Stubbington and the strategic gap would be retained. Nothing is the same as natural countryside and this little area next to the old church of Saint Edmunds is the last bit of old Stubbington and should be retained. Our village is being nibbled on all sides with the ugly scar across the field in Peak Lane and building work all along Titchfield and the road to Gosport making way for progress our lives are not the same so please leave us with our gap of open country to enjoy the seasons to let the wildlife thrive where we can at least know we are still a village away from the sprawl of being joined for ever with Fareham. The council made a pledge to retain our village when they were voted in so please keep your promise and keep the building wolves from our door, it is heartbreaking and stressful to lose the place we call home under concrete.

**What modification(s) is necessary to make the Revised Pub...**

The Strategic Gap has always been a promise made to keep Stubbington a village and not part of Fareham, formal playing fields and house building on the gap is not part of the assurance we were pledged when the council was voted in and it would be nice to see a promise kept and nibbling at the corners of the gap and trying to fill every inch wasn't part of the plan.

**How would the modification(s) you propose make the Revise...**

The modified plan for Oakcroft Lane is no better than the plan that was refused the end of last year, ANY building on the lane would destroy it and all the arguments for refusal are the same, nothing has changed except the persistence of the builder who won't take NO for an answer.

**Your suggested revised wording of any policy or text:**

NO building on Oakcroft Lane

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



**Respondent details:**

Title:	Mr
First Name:	Michael
Last Name:	Archer
Job Title: (where relevant)	Maritime Consultant
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Whilst the proposed development might be in line with the government plan for housing the concept of building smaller development scattered over the borough is a better idea and this will spread the burden of infrastructure. The proposed plan for housing south of Longfield Avenue encroaches on the greenfield strategic gap between Fareham and Stubbington. The plan also indicates at present a small gap between the edge of the proposed site and the new relief road which you will no doubt argue is the strategic gap. What is to say that during the development, or at a later date there will not be an extension to the site to use up all the space down to the relief road and then use this road as a means of entry on to the development? therefore removing the strategic gap and placing excessive burden on already overloaded infrastructure, and swallowing up the natural habitat of the ponds at Newlands farm. A reduced development would be a far better idea with further smaller areas used for the remaining housing, this would also preserve the green space between Fareham and Stubbington.

**What modification(s) is necessary to make the Revised Pub...**

A more balanced approach to development and enhancing traffic infrastructure that is already bursting at the seams. There are Two bottlenecks to movement from the Gosport peninsula which are only going to get worse.

**How would the modification(s) you propose make the Revise...**

Spreading the burden across a greater area.

**Your suggested revised wording of any policy or text:**

No

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## **Additional details in relation to objection to revised local plan**

### **Air quality**

The strategic gap between Fareham and Stubbington helps to maintain a reasonable level of clean air and the air quality in both Stubbington and Fareham. With the large development on this site, then this would likely result in poor air quality and loss of the Clean air that the current construction of the Stubbington by-pass is looking to achieve.

In fact, the technical work related to Clean Air Zone (CAZ) designation in Fareham identifies the by-pass as having an important role in bringing the CAZ into legal compliance. Achieving compliance is the subject of a binding Secretary of State instruction. If development next to the bypass were to have a detrimental impact on the efficient flow of traffic along the bypass, then this could potentially have severe economic and environmental consequences. There is no question that the development would have an effect on the by-pass and therefore the air quality. In fact, HCC have an objection to the emerging Local Plan policy for development in this area due to the negative impact on the operation and function of the Stubbington bypass.

Also, there is no consideration given to the effects of extra traffic; Carbon monoxide, Nitrogen Oxides, Sulphur Oxides and particulates, from the additional traffic that will be generated by building on the Strategic Gaps and the effect that this will have on the whole of Fareham and surrounding areas.

### **Safety**

Personal Injury Accident (PIA) data obtained from Hampshire Constabulary shows that there have been a total of 27 incidents both north and south of the site, which is considered high. With the addition of 2,000 to 3,000 plus cars and other vehicles accessing the proposed site, the accident rate, which is already high, will most likely become unacceptable.

### **Wildlife habitat and hedgerows.**

There is a diminishing number of hedgerows in the country because of changes in farming methods and increased building on Green Belt. It is therefore vital to maintain the hedgerows we have left for wildlife. Consideration of, The Hedgerows Regulations 1997, is also needed and consideration that it would be a significant loss and reduction in the area for wildlife habitats. Although the ponds would not directly be affected by the development, there is no doubt that these habitats would be indirectly affected and could become a rubbish tip, since housing would be close by.

### **Pollution**

The development would also increase the nitrate pollution in the area and into the Solent, which would breach habitats' regulations.

## **Detail from the Government website in relation to planning and the affect of developing on strategic gaps**

### **Councillors**

8. Local people should take the lead in shaping their neighbourhoods and elected councillors have a key leadership role in this process. The role of councillors in district, county or single tier councils will vary depending on whether they sit on the planning committee (which makes decisions on planning applications) or not. However, all councillors have a role to play in representing the views and aspirations of residents in plan-making and when planning applications affecting their ward are being considered.

9. Changes in the Localism Act 2011 clarified the ability of councillors to be able to discuss matters which may relate to a planning application prior to voting on that application at committee, as long as they can show that they are going to make their judgement on the application with an open mind, listening to all the evidence and not having pre-determined their decision.

10. See further information on [probity in planning](#).

The Local Plan and revised Local Plan has not abided by the rules outlined by the Government as this goes against representing the views and aspirations of residents

### **Local Plans**

27. Local Plans are the key documents through which local planning authorities can set out a vision and framework for the future development of the area, engaging with their communities in doing so. Local Plans address needs and opportunities in relation to housing, the local economy, community facilities and infrastructure. They should safeguard the environment, enable adaptation to climate change and help secure high quality accessible design. The Local Plan provides a degree of certainty for communities, businesses and investors, and a framework for guiding decisions on individual planning applications.

28. Producing the Local Plan should be a shared endeavour – led by the local planning authority but in collaboration with local communities, developers, landowners and other interested parties.

32. Local planning authorities' responsibility to meet the housing needs of their areas should be seen in the context of the other policies set out in National Planning Policy Framework. This means that the requirement to meet housing needs must be balanced against other important considerations, such as protecting the Green Belt or addressing climate change and flooding.

Engaging with their communities in in deployment of local plans. A number of developments been rejected in the development stage and when planning permission had been sought. It was even detailed by Councillors that developments like the ones to the land south of Longfield and on other strategic gaps would not ever be developed and would look to make these areas protected area in order to maintain strategic gaps and environmental factors and maintaining a Clean Air Zone (CAZ) required by HCC. The revised Local Plan is looking to develop on these strategic gaps without any great level of public consultation.

Housing needs must be balanced against other important considerations, such as protecting the Green Belt or addressing climate change and flooding. There is also an issue with rising phosphate levels into the Solent, Air quality, traffic, Wildlife habitat and hedgerows to name a few. The revised Local Plan to develop on the strategic gaps does not comply with these factors and little consultation has been made in making the changes to the revised Plan.

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

## **PERSONAL DETAILS**

### **Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

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In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr.

First Name:

Gordon

Last Name:

Ash

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input checked="" type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Alternative sites and expansion of the Welbourne proposal which can manage air quality, traffic flow and nitrates

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

By finding alternative sites and developing the Welbourne proposal, the air quality, traffic flow and nitrates level can be maintained at current levels, or improved levels as advised by HCC.

B4c Your suggested revised wording of any policy or text:

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B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

# FAREHAM Local Plan 2037

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Gordon

Last Name:

Ash

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Organisation: (where relevant)

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Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
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	Yes	No
Legally compliant	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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B4c Your suggested revised wording of any policy or text:

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B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

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Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

**Respondent details:**

Title:	Mr
First Name:	Peter
Last Name:	Backllog
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

This proposal has been refused by FBC before, on a number of grounds- in particular : 1. It is in the "old" strategic gap.2. A promise was made during the Stubbington by pass proposals that if passed, the land on each side would not be in-filled. 3. Due to the unwarranted delay in Welborne (the Motorway junction, costs of which should have been forecast and budgeted for) this large development would not be needed.4. As mentioned in my objections before, I am surprised if Highways approve this development, which could (assuming 2 cars only per household, but maybe more) mean an additional 2500 to 3700 cars using an already crowded infrastructure. In spite of the improvements being made, many of the new residents will want to go to Portsmouth or Southampton to work, and at peak times the two main motorway junctions are overcrowded, as is the route to them as I know, having carried out traffic surveys at the junction of Hollam Drive with Ranvilles Lane and with the A27. It could completely overshadow and negate the Stubbington by-pass improvements. I do not believe that sufficient General Practitioners will be found to take on the additional people. Already, local surgeries are very short of Doctors.4. The nearby Oxleys copse area to the west of Peak lane is used heavily by local walkers and dog owners already.5. Of all the proposals for housing in the plan, this is the most objectionable by far, and a huge number of existing taxpayers strongly object to it. .6. There are too many objections to put in this short input, such as the increase in air pollution due to cars and central heating - this is already a problem in Fareham. 7. I realise that the Council is under Government pressure on housing and regret that. Mainly due to the unwarranted Welborne delay they are looking to make up lost ground, but surely Councillors should take their voters and residents views into account and resist such pressure, or the whole strategic gap will be filled in, in time? 7. This is a test of the Council's judgement and resolve, and Officers need to be guided by local opinion rather than Government diktats

**What modification(s) is necessary to make the Revised Pub...**

Refuse the development South of Longfield Avenue and accelerate the Welborne plan.

**How would the modification(s) you propose make the Revise...**

Large developments should be NORTH of the M27

**Your suggested revised wording of any policy or text:**

N/A

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I do not believe that sufficient account is taken of local views

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**Respondent details:**

Title:	Minister
First Name:	Alan
Last Name:	Baker
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: HA1**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

this plan makes no provision for disabled housing or houses that are adapted for use by disabled persons which is required under Government requirements for provision for disabled persons in new developments.

**What modification(s) is necessary to make the Revised Pub...**

at least 5% of new houses should have provision for use by disabled persons, or the necessary adaptations

**How would the modification(s) you propose make the Revise...**

it would then be compliant

**Your suggested revised wording of any policy or text:**

insert a paragraph declaring the provision of disabled housing is an integral part of the development.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Dr
First Name:	Fiona
Last Name:	Barlow
Job Title: (where relevant)	psychotherapist
Organisation: (where relevant)	fiona barlow
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA52- Land West Dore Avenue, Portchester**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

HA 52 -This small green space, left as a wild space for indigenous wild flowers and plants, is the habitat for many wide life species including slow worms (a protected species) hedgehogs (an endangered species) as well as a feeding ground for bees (also endangered) and many species of birds. I am also concerned about the permission for 24 additional mobile homes in Northfield Park on land that is allocated green field space. Mobile homes do not protect the green space as roads and hard standings have to be constructed destroying more of the natural habitat of our wild life. Access to the mobile home park is along Upper Cornaway Lane, which is the also the only access for the crematorium. This small road is constantly used by hearses and mourners attending funerals at the Crematorium and there are occasions when residents have to drive in one side of the car park and out the other to get past the waiting funeral corteges. With the increase mobile homes comes increased traffic and as Northfield Park is a retirement community there will be increased traffic from care providers, ambulance attendance, delivery vehicles (especially as many people now shop on-line) as well as general residential traffic. The plans mean we are losing green areas in our community, more important than ever for mental health and psychological well being of those now working from home and the elderly residents of the Eleanors Wood and Northfield Park.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

---

**From:** Mick Beale <[REDACTED]>  
**Sent:** 26 July 2021 13:11  
**To:** Consultation  
**Subject:** Consultation

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

All of these plans are over concreting never to return land. The housing allocation should be 70% AFFORDABLE HOUSING and not the derisory figures being stated. By affordable housing the £27000 average wage in Fareham and surrounds should be the benchmark.

--

Sent from myMail for Android

**Respondent details:**

Title:	mr
First Name:	Graham
Last Name:	Bell
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: HP11**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

My name is Graham Bell and i live adjacent to the land proposed for three additional Gypsy pitches ,namely 91 Burrige road . 1 my first point is that the requirement is not relevant as the current occupants Mr and Mrs Barney have put in several planning applications for permanent residential housing on the proposed site for one or more permanent houses thus concluding that there is not a specific requirement for Gypsy sites but a requirement for permanent housing . 2 The land and the plot do not comply with any of the points noted as being suitable for a Gypsy plot eg HP11 point a,b,c,d,e,and f 3 The situation is a result of a desire for planning approval from the council for permanent housing and not a gypsy pitch requirement which legally negates the qualification for the need as it can be accommodated within H1 or HP4 4 the local plan itself i do believe is not positively prepared or effective as this proposal does nit provide an agreeable solution for the local residents and the current occupiers who are the people that are impacted by the plan . It does exacerbate the conflict between the local council and the inspectorate who seem to be at odds previously and now on an issue that is of their own creation . this in my opinion is not a satisfactory service provided by state bodies to its citizens

**What modification(s) is necessary to make the Revised Pub...**

consult with the current occupiers , residents local authority and inspectorate to allow a solution that would be amenable to all

**How would the modification(s) you propose make the Revise...**

remove the proposed Gypsy site proposal as there is not a requirement , the requirement is for permanent housing and the traveller policy is being abused

**Your suggested revised wording of any policy or text:**

The need for gypsy plots in the Burrige area is not substantiated . future needs if arise can be accommodated in a more suitable location that is more sustainable and can accomodate more than 3 further pitches . Varios sites available to local council

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

i feel it necessary as the fundamental need for the gypsy sites is not required and it is permanent housing that is required and feel that the local authority and inspectorate are ignoring this point that i can make representation on

---

## White, Lauren

---

**From:** Planning Policy  
**Subject:** RE: Fareham Plan

**From:** michael berridge   
**Date:** Monday, July 5, 2021, 5:07:22 PM  
**To:** <[customerservicecentre@fareham.gov.uk](mailto:customerservicecentre@fareham.gov.uk)>  
**Subject:** Fareham Plan

Sir,

I sent this letter to my MP who covers Stubbington Lee and Gosport. I find your consultation comments form for the new Fareham Plan confusing and long winded, and does not seem to allow for general comments to be made. I do agree with her reply in trying to maintain the strategic gap as it is at present, without further housing within that area which is mostly in her constituency.

As I said in the letter, the concreting over of this land will impact on the Gosport penninsular as much, if not more than it will on Fareham. I don't know if you can appeal to the housing minister on the housing numbers he is asking for? If so then I think it should be done due to the geographical position and difficulties of getting on and off the penninsula. Apart from the A32 (which is jammed up everyday) the only roads, including the new ones, are little more than country lanes and create problems morning and evenings already, without adding at least 1500 homes to the area.

Yours faithfully

Mr M. Berridge

10



**Respondent details:**

Title:	mr
First Name:	Richard
Last Name:	Berridge
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Building on this land will negate the Stubbington by-pass as it will become a access road and Gosport traffic will continue to use Stubbington route. Infrastructure, hospitals, roads, etc already overloaded will not cope and there seems to be no indication of improvements. Nitrate levels in the Solent are above acceptable limits. Environmental pollution around Fareham , particularly the town centre, is at dangerous levels and more traffic from the new buildings will make it worse. This will include the extra traffic from Gosport population increase and from the new businesses on Daedalus Solent Airport.

The plan for Fareham development published a year or two ago stated the Fareham/Stubbington strategic gap would be maintained and I agreed with that and based my council vote for Conservative on that. Now to change it without another vote/referendum I cannot believe is legal. My objection to development is that the local infrastructure is already overloaded and in my opinion cannot be stretched any more. The Stubbington by-pass was meant to relieve the daily traffic nightmare in Stubbington and not to be a service road for a massive building/housing operation. With the further development of Daedalus even more traffic, including heavy commercial, as well as employee traffic things will get progressively worse especially if the by-pass is servicing several hundred new houses. Newgate east has been an improvement but has moved the queues closer to Fareham. More housing, and thus cars, will have a major impact on traffic trying to access the Newgate lane shops and businesses. Gosport traffic will be severely affected and rather than using A32, Rowner Road and Broom Way to exit Gosport they will continue to use Lee on the Solent seafront and Stubbington Lane again. I am nor sure how other services will cope, Hospitals, water, sewage, etc. especially with all the other building in south Hampshire.

**What modification(s) is necessary to make the Revised Pub...**

Do not build more house south of Fareham.

Don't know, not a lawyer.

**How would the modification(s) you propose make the Revise...**

No idea.

Don't know, not a lawyer

**Your suggested revised wording of any policy or text:**

Remove references to large scale building between Fareham and Stubbington.

---

Don't know, not a lawyer

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Ms
First Name:	Annie
Last Name:	Bevis
Job Title: (where relevant)	N/A
Organisation: (where relevant)	N/A
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: HA1**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

1) The plan/information given is not compatible with the number of houses expected to be built within the time frame. According to the plan, the building should have started last year. But last year we were advised that toxic chemicals had been found in the Solent and neighbouring lands putting a stop to any building plans. The study was started 20 years ago, you say. 2) There is no social housing sites on offer, as far as Henry Cort Drive estate is concerned there aren't very many bus routes accessing the employment spaces, in fact since COVID-19, there have been less buses available en route from Fareham towards Southampton.

**What modification(s) is necessary to make the Revised Pub...**

Start building fast or the Council will be breaking the law. Ensure that the builders stay on the job, especially as far as the modifications to Junction 10 are concerned.

**How would the modification(s) you propose make the Revise...**

Social housing has to be offered for the public consultation. Also a £300,000 house is not really considered as affordable by a lot of buyers, let alone a higher purchase price! More industrial zones have to be built nearer more popular areas.

**Your suggested revised wording of any policy or text:**

Change: unmet need is accommodated where it is practical to do so to will be met.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Because in a democracy, it is important for the public's voices to be heard. You are offering us a consultation, we have the right to be heard.



402 JULY 1  
2021

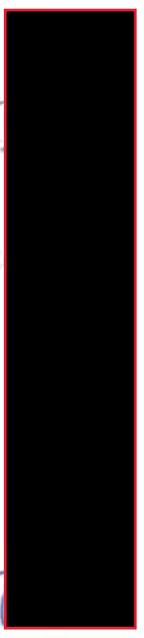
MRS. J. Bigington

Dear Mr Drake

I am writing to voice my opposition to the proposal to demolish the 8 existing flats at Redoubt. Cost and replace them with 20 Houses. While I understand the need for more housing surely we have to have some green space left for the wild life and for children to play on. The area of green adjoining Longfield Avenue is used everyday by boys & sometimes girls playing football and other sports and I for one enjoy watching them. I am 73 years young and live

2

alone. I also spend many hours at night when I cannot sleep watching the vast array of wildlife we get. There are DEERS, FOXES, BADGERS, owls, woodpeckers and many more varieties of birds. Apart from all of this the lack of parking on this estate is already at breaking point without more housing making it worse. I hope my objections will be noted and not just thrown in the nearest bin because I feel very strongly about this. Yours Sincerely.





The policies map Go to B1c

A new housing allocation site Go to B1d

The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

N/A

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1-North and South of Greenaway Lane

Housing Allocation Policy: HA39 – Land at 51Greenaway Lane, Warsash

B1c Which part of the Policies Map ?

N/A

B1d Which new housing allocation site? E.g. HA55-Land south of Longfield Avenue

HA39 Land at 51 Greenaway Lane

B1e Which new or revised evidence base document ? E.g. Viability Assessment

N/A

B2 Do you think the Revised Publication Local Plan is:

	yes	no
Legally compliant	Yes	
Sound		No
Complies with the duty to co-operate	See below	

B3 Please provide details you have to support your answers above

Legally compliant: There is no reason to believe the Plan has not met the legal requirements for plan making as set out by planning laws.

Complies with the duty to co-operate: The onus is on Fareham Borough Council to demonstrate that the Plan complies with the duty to co-operate. It will have to provide evidence that it has engaged and worked effectively with neighbouring authorities and statutory bodies.

Sound: The land owner, Mr Brian Edwards, considers that Policy HA39 as currently written, is unsound, for the following reasons:-

The Policy should allow for development in excess of 2 storeys.

The land to the south to which the site adjoins is not subject to this limitation. The Local Plan notation should be amended to facilitate the possibility of 2.5 storey development.

Objection is raised to the criterion e):-

**e) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.**

The site is beneath the threshold for making financial contributions to off site facilities.

Off-site improvements to existing sports facilities are not justified. Any improvements should be funded by contributions from the Council's Community Infrastructure Levy.

The Council needs to amend the plan to show the "red" line as shown on the promoted site (copy attached).

NB: There is no objection to criterion a) - c) as set out below:-

"Proposals should meet the following site-specific requirements:

- a) The quantity of housing proposed shall be broadly consistent with the indicative site capacity; and
- b) Development will need to demonstrate in terms of built form, access and layout how it sits and links with the Policy HA1; and
- c) Primary vehicular access is likely to be through the development area south of Greenaway Lane but other alternative access points will be considered;"

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Objection to d) Building heights should be a maximum of 2 storeys

d) It should be modified to allow for the possibility of 2.5 storey development.

The site is beneath the threshold for making financial contributions to off site facilities. Criterion e) of the Policy should be deleted.

Off-site improvements to existing sports facilities are not justified. Any improvements should be funded by contributions from the Council's Community Infrastructure Levy.



B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Building heights should be limited to a maximum of 2.5 storeys

Delete reference to financial contributions as the site is smaller than the threshold for making contributions.

B4c Your suggested revised wording of any policy or text:

Building heights should be limited to a maximum of 2.5 storeys

Delete reference to financial contributions as the site is smaller than the threshold for making contributions.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

**The Council needs to amend the plan to show the “red” line as shown on the promoted site (copy attached).**

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session	No
No, I don't want to take part in a hearing session	No

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

N/A

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

### Amended Plan



Location Plan 1:1250

# FAREHAM Local Plan 2037

## Introduction

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The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

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A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

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In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Dr

First Name:

Vittorio

Last Name:

Boccolini

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

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B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

The area is not fit to have any new constructions

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

No new buildings

B4c Your suggested revised wording of any policy or text:

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B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

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**FAREHAM**  
BOROUGH COUNCIL

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	Yes	No
Legally compliant	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

The area is not fit to have any new construction due to the already busy road network

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

No new buildings

B4c Your suggested revised wording of any policy or text:

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BOROUGH COUNCIL

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The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Dr

First Name:

Vittorio

Last Name:

Boccolini

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Schools: The plan does not have a solution for the 153 additional student. It relies only on the surplus that local school have and does not take into account any increase of school capacity. There is therefore a risk which is not mitigated in any way.

Traffic: the additional 620 homes will bring an additional 1000 cars in the already crowded town center. There is no assessment for parking, traffic relief and pollution mitigation

Pollution: the new homes will bring additional pollution due to the heating systems and there is no assesment on how this will impact the area and the population

GPs: as per school, the increment of people does not have an increment of services

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Find a concrete and real solution for all the above mentioned points

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Find a concrete and real solution for all the above mentioned points

Make sure that there will be no additional pollution from the housing increment

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

**Respondent details:**

Title:	Mr
First Name:	John
Last Name:	Bolwell
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: TIN2**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The objective truth is that regardless of attempts to reduce traffic load on the roads infrastructure all housing development will add to traffic congestion. Any new housing south of the M27 will force additional traffic through the already saturated Fareham Tesco roundabout or Segensworth as it seeks to access the M27 - the idea of adding demand to the Tesco roundabout is fundamentally unsound. The Stubbington bypass - a good idea in theory - is being constructed as a single carriageway, meaning that it will very quickly fill to capacity. This cannot be a sound policy. Sound policy would have made it a dual carriage way. Traffic congestion already makes living in Fareham a misery; were it not for the costs involved we would be moving away. Running any traffic infrastructure at or close to its theoretical capacity is of its nature unsound. There is no better example of this than Heathrow airport, now operating at 99% of theoretical capacity: it's as busy as Paris but with only half the runway capacity, meaning that the smallest operational issue leads to misery for everybody. The only sound policy is to force all new housing north of the M27.

**What modification(s) is necessary to make the Revised Pub...**

Only build new housing north of the M27

**How would the modification(s) you propose make the Revise...**

It would stop further congestion through Fareham and Segensworth

**Your suggested revised wording of any policy or text:**

There will be no new housing developments south of the M27.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

To Ms Gayle Wootton  
Head of Planning Strategy  
& Economic Development  
A.B.C  
Civic Offices  
Foreham  
PO16 7AZ

5th July 2021

Re: Local Plan Consultation.

To Ms Gayle Wootton,

Thank-you for your

letter dated 18th June 2021

I would like to speak on  
the above to the Planning Inspector  
please, when the time comes.

I would appreciate you sending  
me a copy of Planning and  
Compulsory Purchase Act 2004 section 20(6)  
as I do not have a computer.  
Yours sincerely,

**Respondent details:**

Title:	Mr
First Name:	Peter
Last Name:	Boyle
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: BL1- Broad Location for Housing Growth**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I have read the publication and cannot work out how they claim 655 more homes in Fareham Town Centre, it just isn't feasible looking at the map details, There are no details about the future of the Multistory car park or Ferneham hall. Also ,Welbourne, the take up of development seems rather slow and seeing that only 3,610 houses will be built by 2037, and complete build not completed till 2044, 21 years to complete, almost laughable. The other thing about all of these houses being built is that none will be "Affordable", we already see that the average earnings in the area are £29,000 and the average house is £290,00+, NOBODY on an average wage is going to afford a mortgage, so will be forced to rent, these rentals are fast becoming out of most peoples reach. Also it has become the norm for properties locally to be bought by outsiders ,only to see them up "For Rent" a month or so later. Building all of these houses is not the answer to the problem, and not until somebody grabs the Bull by the horns and devises a different way of curing the problem.. So a plan to build 7,675 houses but only 105 "Affordable" homes doesn't seem to me a very well thought out plan.

**What modification(s) is necessary to make the Revised Pub...**

I'm not saying that it is illegal, but things seem to be rushed through without much real thought about Infrastructure, or needs for local ammenities.

**How would the modification(s) you propose make the Revise...**

Not my job.

**Your suggested revised wording of any policy or text:**

The text needs to outline ,more honestly , what needs to occur to carry out the proposed plan.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Dr
First Name:	Simon
Last Name:	Bray
Job Title: (where relevant)	Company director
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: Statement of consultation**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

My comment is not strictly relevant on all points, but in short I feel that the central Govt. massaging of years (ie 2014 vs 2018) against which to assess housing need is really a cynical approach toward using the building industry to re-boot the economy thus placing more pressure on habitats and further missing biodiversity targets (the most risible effort in Europe – against which it was measured). On a personal level, I have no faith at all in the consultation process, having fought a development at the lower end of Swanwick Lane and despite Council and locals efforts, the planning inspectorate allowed it to proceed. And in more relevance to my opinion of consultation with local Govt., two wasted large meetings to discuss traffic calming in Swanwick Lane involving all residents – of which no “effective” calming structures ever went ahead, despite support and the sending out of design / planning documents. This amounted to a falsehood, so, do I trust the consultation process? Not at all.

**What modification(s) is necessary to make the Revised Pub...**

Revert to realistic figures, don't massage

**How would the modification(s) you propose make the Revise...**

It would reflect real need

**Your suggested revised wording of any policy or text:**

Start again

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

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**From:** [REDACTED]  
**Sent:** 29 July 2021 21:26  
**To:** Consultation  
**Subject:** Have your say. Local plan consultation.

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

### PERSONAL DETAILS

Is an agent Appointed: NO

Name: Mrs Anne Brierley

29/7/2021

My Representation

B1. New housing allocation

B1d. HA56- Land West of Downend Road.

I have already forwarded my views on completing the comments forms on the local Plan that finished on 18th December 2020 and I am not finding this time round any easier. There is so much paperwork to try to access. This time around our Fareham Today arrived on the last day of June with a few residents phoning on its whereabouts and it arriving that afternoon. So many papers to try to read, but although confusing it is better to try to put something in, in my own way than to put nothing at all.

At the same time as the local plan in 2020 the developers resubmitted plans ref. P/20/0912/OA , HA4 Land East of Downend Road, which was subsequently refused again.

In April 2021 we were informed that a second appeal would be taking place for Land East of Downend Road and were able to comment on that yet again. An appeal start date is now set for Aug 3rd 2021. The new Revised Local Plan comments will be closed before we know the out come to that appeal.

Added to all this was Welborne infrastructure at junction 10, M27 funding. With so much paper work flying around it is not surprising that any one would be totally confused. (Including myself)

So much time required to read and understand what is actually being said, and then remembering what you have read and where. I've all but given up. All very well if you work in this type of business and have been dealing or have had experience in an office and know your way round a computer, lap top or tablet but I bet im not the only one who has difficulty. So much time and effort needed to keep going. It becomes so frustrating and stressfull and the Covid situation hasn't helped.

In my comments on the last plan, I wrote about how long it would be before we would be defending Land WEST of Downend Road, well we now know, as HA56 allocation has now been put forward. It's so stressful to learn the extent that this has clearly been known and on the table for consideration, hidden in plain sight. We have all been preoccupied with HA4, Land East of Downend Road and still some residents are unaware of the Land WEST of Downend Road having been put forward.

Previously I asked some questions about this site and was told that it was no longer being progressed. Well here we are and housing numbers have now been increased. It's now obvious that this work had continued going forward regardless of the numbers.

We also can assume that it's the same developers as HA4 because in the Housing and need supply document page 149 at a) it reads, " The quantity of housing proposed shall be broadly consistent with the indicative site capacity with delivery phased to follow the development at Downend Road East. "

At b) it actually reads, "in particular the site's landscape setting on Portsdown Hill." So it is acknowledge that this site is Portsdown Hill.

The Surveys.

I have found the surveys & questionnaires leading.

Who does decide on the size of the Strategic Gaps ?

Like wise if it is decided that Portsdown Hill has special landscape qualities , which should be enjoyed and preserved for the benifit of all, who then decides that the southern slopes of Portsdown Hill are not included in this.

The remaining few green gaps on the southern side of the hill are all but gone.

Most of what is seen looking North of the hill comes under Winchester & Southwick Estates not Fareham. Cross boarder views could possibly be required for development in its own council area. So could be developed. Would we have a say in that ?

After viewing the online Fareham Bourgh Council Meeting on 10th June concerning the new revised plan and new allocations (days after the event as I never knew you could watch online on youtube). I was surprised not see any debate, vote or show of hands taken on the local plan or its components although there were some comments made. I expected to see something more as its of such importance to people.

In the Fareham Today issue June 2019 page 13 it speaks of the two main growth areas :

Land between Fareham & Stubbington

Land WEST of Portchester.

It shows the proposed Subbington bypass and Newgate Lane improvements, Stubbington with a year to go to complete and Newgate Lane completed.

My understanding is, both were built to reduce traffic numbers on other routes into the area and to unimped the route to the New Solent Airport and Business Areas. Both have land each side.

In a marked box under Land WEST of Portchester it has the question:

" If the transport constraints could be resolved, do you think this area could support good growth ?"

Is it any wonder then that developments on the outer edges of Fareham /Portchester have been put into this revised Local Plan. By transport, are they meaning the bus rapid transport which is still tocome some when in the future or are they referring to reducing the traffic. The problem is that the whole of the Fareham area suffers from congestion but there is no way we can accomadate a bypass or similar at Downend because there is no room and what roads we have are small country lanes.

In this area we have junction 11 M27 which in normal times (pre Covid) and still now on some days, backs up from the motorway slip road and onwards into Gosport A32.

Like wise we also have Downend Road and it's narrow bottle neck bridge ( part of the subject of the HA4 appeals, Land East of Downend Road. ) latest Ref: App/A1720/W/21/3272188 and the A27. With 350 homes being planned on that farm land.

I ask myself why would anyone then put forward Land WEST of Downend Road, known as HA56, with the idea of a link road running across it. The link from the A27 motorway slip road which runs down to the Delme roundabout, or onwards over the flyover into Gosport, on the western side, and to the West linking with Downend Road on the eastern side. With a housing development of another 550 homes each side of it. Thus adding all it's traffic movements and that which it will attract from highways either side, making yet another rat run.

Areas near new bypasses are discouraged from any new developments and none with access onto them. I understand that Hampshire County Council didnt want any access on to these yet has agreed to the works along with Highways England on the motor way slip road at Fareham. This doesn't seem to make sense.

Forward to the latest addition of the Fareham Today, Summer 2021, page 9 . Edge of town living.  
It's written,

"The COUNCIL considers the next best alternative to be building on the edge of existing settlements across a small number of clusters.

Although this type of new development will never be popular (unless you are one of the many seeking a new home). Larger sites typically bring with them community benefits such as schools, shops & sports pitches." Yes, and they take more years to build. Was the comment in brackets really necessary.

For the RESIDENTS living within the proximity of one of the larger sites, what it will bring is years of on going upheaval, misery, noise, dust, dirt, pollution, traffic congestion from so called road improvements, further reduction in air quality, loss of green space, loss of wild life and devastation to its habitats and the detrimental effect to the quality of life, health and well being of the existing residents.

The local plan is up to the year 2037 and in this local area will go far beyond this date as other sites are being lined up.

As an example see: SHELAA site REF 3130 Land East of Downend Road & North of Winnham Farm Page 200 for 100 homes. It is NOT in this plan at present but its still in the SHELAA.

This site wanted to come through HA4 site, link with The Thicket cycle / pedestrian routes over Cams Bridge. It reads, however there are capacity issues at the junction with the A27.

At THIS TIME it's NOT possible to establish suitability. Site available Yes., achievable NO, Suitable NO. If land east of Downend road is granted planning permission, I would bet that this will be back for consideration.

### My Representation

B1. Which part of the Revised Publication Local Plan is this representation about ?

An added housing allocation site.

B1b. Which Policity ?

HA56 Land West of Downend Road

Strategic Housing and Employment Land Availability Assessment ( SHELAA ) 2021

Correction needed Page 8 4.7

Sites promoted to the Council through the "call for sites" process. Should read, (see paragraph 4.8 not 3.8 for more information)

Site details.

Land WEST of Downend Road.

I'D 3009 page 52

I think they may need to look again at the Surrounding Land use. It needs updating.

Housing yield (estimate) 550 This could go up. Looking at the key on the map (small houses that are drawn on the housing yield map.)

HA56

This site is in the countryside.

IS on Portsdown Hill.

It is outside of Urban development and is not well joined to any existing homes or residential developments.

Is best grade farmland. Grade 2

The railway cutting to the south of the site provides a large gap across it's tree lined banks and to other housing, being The Causeway. Not well joined.

Within the site are very old hedgerows of Hawthorne etc lining the old Paradise Lane and the the old Military Road. Paradise Lane is an extremely old lane that ran from Cams Hill Road (the old main road) to the top of the Portsdown Hill and beyond.

The southern end of this lane is now a private road, only a single shingle track. The possible plan is to make this a main walking route into Fareham. A sign placed at each end of the lane reads, private, pedestrians only.

What will it's residents think if trails of people start walking past their front doors each day.

This site is a very popular area for dog walking, exercising and to just enjoy a walk and notice the flowers and wild life which there is plenty. It has views across to Portsmouth , Isle of Wight and Fawley. Current residents will lose this as they walk the public right of way. ( Allan Kings Way) Probably blocking all veiws to only see roof tops . It will be a travesty.

All that is listed below has been reported as major concern by the residents before, concerning the HA4 site. (Appeal still to be heard)

The surrounding roads already suffer from extreme congestion and rat running.  
The M27 motorway slip road can back up along the motorway it's self.  
The slip road/dual carriageway down to the Delme roundabout and beyond tails back.  
The flyover it's self over the Delme gets heavily congested ONWARDS on the A32 into Gosport.  
The A27 from Portchester through to the Delme roundabout also gets congested.

All roads each side of Downend Road are used as rat runs to avoid traffic lights at Downend Road/A27 junction. or to avoid the motorway traffic by crossing Portsdown Hill.

Now add to that possibly two more sets of traffic lights. One set each side of Downend bridge. (With a single road carriage way)

The other on the west side out of the development stopping traffic on the slip road to the A27 motorway so traffic can turn north.

Any highways surveys which were done during or just before Covid 2020 should be discounted as traffic numbers were greatly reduced and at times non existent. So unreliable.

How has Highways England gone from recommending no extra developments or traffic near junction 11 M27 towards the Delme roundabout now saying the opposite in such a short space of time. Must of undertaken assessments during 2020. It's ridiculous.

There are no bus stops within the guide lines of walking distances. Recommended 400m  
If you take an average being from the centre of the site, nothing is within a walking distance  
Residents will be reliant on cars. Although they will probably walk or cycle for leisure.  
EVERYTHING that applied to HA4 will apply to this site.

#### Duty to Cooperate

Portsmouth can't meet its need in finding space for housing numbers.  
Fareham decides it will take 900 homes from Portsmouth in unmet need.  
Total number of homes required to be built at HA4 & HA56 = 900  
Who decides the numbers to be taken as unmet need. Is there a formula set in stone or is it voluntary.  
900 homes taken from Portsmouth equates to all the land being built on at Downend Road.  
What a disgrace. Portsmouth have built plenty of student accommodation. Perhaps they should of thought twice and given this over to its residents as housing allocation.  
Worse is we could still have to take more.

If all the building allocations go forward in the Local Plan then Fareham as we know and love will be unrecognisable and changed forever, and not for better.

Housing & Employment from the town centre and towards Portchester. Not including South of A27.  
6000 homes Welborne (prime farm land and country side that was supposed to spare us from losing more green space)

#### Junction 10 M27 improvements

900 in the Fareham town centre area.  
900 Downend area Farm land, green space  
12 Dore Ave. Green space  
22 Land WEST of Northfield Portchester. green space

4.750m<sup>2</sup> Near junction 11 M27 Wallington Employment space  
2,000m<sup>2</sup> Near junction 11 Standard Way Wallington. Employment space.  
We will also have to contend with all the infrastructure road improvements.

All I can see is utter chaos ahead.

What sort of Legacy are we leaving for our children and grandchildren in the future.

What would I like to see happen to HA56

I would like to see it rewilded with a nature reserve.

It won't happen, but we can dream.

A NOTE. In 2020 there ran a survey for wild life on HA56 site. Mats, Doormouse boxes, bottles placed for insects etc. Who did this survey ? Was it the developer because this site was wrecked by machinery cutting hedges and verges and by removal of mats. I thought it must of been abandoned until I noticed red /white tape marking Doormouse boxes in the hedgerows. I do hope the developers are not going to rely on this survey as proof of evidence. It should be discounted and done again.

This may not be written in the form required but please forward this in its entirety to the inspector.

Please keep me informed .

Thank you.

Anne Brierley.

## White, Lauren

---

**From:** [REDACTED]  
**Sent:** 22 July 2021 11:00  
**To:** Consultation  
**Subject:** Fareham Future Planning

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

Dear Team,

I appreciated receiving the Fareham Today brochure on local planning.

I found it a bit confusing about the section marked for North of Military Road, Wallington, which is the area I am concerned about, as complaints have been made about building in and around Military Road. I would like a clearer picture of your intentions.

Also, Welborne will take much longer to be developed than originally thought, will produce a lot of housing. Fine. However you are proposing further housing developments in small swathes around the town. (The one behind The Red Lion Hotel is very good. And is to be applauded)

If you are proposing to develop these smaller sites, cannot the numbers of houses at Welborne be reduced accordingly.

I appreciate this is a government proposal, probably from people who have never visited Fareham, but they never seem to be available for discussion, just leaving it to the local management to resolve all the issues. Future development is also a worry as we now have a declining population nationally.

I have just visited southern Scotland, where there seems to be ample space for development, and with a population forecast of only 1.3% child birth, they need people and housing more than we do.

I am scared that Fareham has a certain semi rural character that will be killed by so much future development.

Portsmouth is a prime example of congested housing, we don't want another mess like that, Do we?

A good point has been made by Liverpool losing its world heritage badge because of thoughtless development Blind ambition, which could have been avoided.

Regards

Ron Bryan

**Respondent details:**

Title:	c/o Agent
First Name:	c/o Agent
Last Name:	c/o Agent
Organisation: (where relevant)	Buckland Development Ltd.

**Agent details:**

Title:	Mr
First Name:	Joseph
Last Name:	Carr
Job Title: (where relevant)	Associate
Organisation: (where relevant)	DAVID LOCK ASSOCIATES
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: 1.14**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

We are pleased to respond to the above consultation on behalf of our clients, Buckland Development Ltd (Buckland). As you are aware, Buckland are the promoters and master developers of Welborne. The Outline Planning Application for Welborne was submitted in March 2017 and is expected to be determined this later this year, with reserved matters applications and construction to follow in the coming years. It is in this context we write to respond to the above consultation. Welborne, as the single largest site in the Borough, is of strategic importance to Fareham and the wider area as a whole. Buckland are committed to delivering Welborne and the aspirations of the Welborne Plan. Therefore, we support the Council's position to not revisit the detailed policies of the Welborne Plan, as the plan remains suitable. We also continue to support the trajectories shown in this local plan for Welborne, as these match Buckland's aspirations.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**White, Lauren**

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**From:** [REDACTED]  
**Sent:** 29 July 2021 00:12  
**To:** Consultation  
**Subject:** Fareham Local Plan  
**Attachments:** LAST CHANCE fareham plan 2021 response draft 1.docx

Hello,

After speaking to Katerine Trott yesterday 27th July 2021 I am emailing my response to the plan. I have put all my comments on one document which I have attached and tried to include references.

I have included my concerns about how inaccessible the process has been. I would have liked to have been more detailed and more considered but just did not have the time to do so. There was no room to comment on the plan as a whole because this would not have met the criteria.

Regards

Mrs Anne-Marie Burdfield

[REDACTED]

29<sup>th</sup> July 2021  
Mrs Anne-Marie Burdfield



Here are my responses to The Local Plan.

#### **Fareham Borough Council Local Plan.**

- Firstly I find that the consultation is not user friendly for the following reasons:  
The fact that one is supposed to download a form for each point that one wants to comment on.
- When scrolling through the document it takes time for the page to load as one moves back and forth around the document to find various points and cross refer. In the end I found it very difficult to find all the points I wanted and therefore my numbering may not be accurate. VERY FRUSTRATING!
- It is extremely time consuming to read through all the points, get used to the planning terminology and then make a coherent comment. I know what I want to say but apparently if I do not follow the strict criteria set out by the government planning officer my comments would not be consider.
- Many people will just not have the time to go through such a process and therefore this will limit response and will not fully reflect opinions and concerns. It is a waste of time and money to ask residents to go through the charade of asking them to comment on the Local Plan if, in order to do so one must go through a complex, time consuming, bureaucratic process. This is another way in which residents views are stifled.. This in itself does not fit with the criteria **Reg 19 Statement of consultation.**

(In recent years locals in Warsash for example have provided community-generated evidence to FBC regarding The Local Plan particularly around HAI but this evidence has not been listened to/considered fairly and seems to carry less weight than that provided by the developers consultants.)

I would ask the Planning officer to consider if the tests of compliance have been truly met.

1. Is the Plan Legally Compliant: Does it meet the legal requirements for plan-making, as set out by planning laws?
2. Is the Plan Sound: Has it been positively prepared? Is it justified, effective, and consistent with national policy?
3. Does the Plan Comply with the Duty to Co-operate: Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies in the creation of the Plan?

While I have looked at the plan as a whole, I do not have the time to comment on every aspect therefore I have commented mainly on the **HAI** developments

#### **Housing Need and Supply P52-57 HAI Housing Allocation Policy:**

SHELAA Reference: 3126

(incorporating 1263, 1337, 2849, 3005, 3019,  
3046, 3056, 3122, 3162, 3164, 3189, 3191)

Name: North and South of Greenaway Lane

Location: Warsash

Indicative Yield: 824 dwellings

I am concerned that the cumulative effect of these 824 has not been properly considered. There has been so much building in Warsash and the Western Wards over the past decades. The area encompassing HAI is the last substantial area of land in Warsash that has not been built on. The impact of these 824 houses (not including other developments in Warsash) will have a significant impact on local infrastructure, roads, transport, doctors, schools, air quality, wildlife.

Additionally Those sites identified as suitable for development but have not yet obtained planning permission are excluded from the total numbers given for HA1 which is misleading and therefore makes the plan unsound.

### **Housing Allocations HAI**

There is no joined up "Masterplan" for HA1 (with all developers working in complete isolation of one another). This makes me wonder how sound the environmental impact assessments were and whether another environmental impact assessment must be conducted showing the cumulative effect of HA1 in its entirety. This is **contrary to Design Policy D3 para 11.44 which states "Coordination of development within and adjacent to existing settlements and as part of area wide development strategies and masterplans is vital to ensure that developments are sustainable, appropriately planned and designed"**. This is very misleading for the public who are trying to establish the impact of this plan on their community.

### **Habitats Directive and Biodiversity**

**Para 9.51 Whereas the LPA is aspiring to Nitrate Neutrality, Strategic Policy NE1 requires designated sites be protected and ENHANCED. Page 247 Para 9.54 indicates that proposals for development should provide a net REDUCTION in eutrophication for designated sites in an unfavourable condition, restoring the condition to favourable . However, Para 9.50 (Policy NE4) confirms permissions will be granted when the integrity of designated sites be maintained but the word IMPROVED has been removed. Policy D4 claims the council will "seek to improve water quality" which contradicts Policy NE4.** The LPA's approach therefore contravenes both the Habitats Directive and the Publication Plan in respect of these policies. It is unclear how any development could be contemplated in the Fareham Borough without negatively impacting the SAC and RAMSAR sites and therefore based on proximity alone, this would invalidate the deliverability of these developments.

Additionally, I am concerned that landowners are playing a highly strategic game using nitrate neutrality criteria from Natural England to help push through their plans. For example putting a couple of horses on their land so that they could show the land had been used for grazing and that would give evidence of nitrate impact from the horses. This evidence then being used to show that housing would have a lower nitrate impact. It seems that it is possible for developers to use agricultural purpose in a disingenuous manner, something that I hope that planners will consider and look out for.

I also hope that when mitigation of nitrates (as well as rewilding projects) are planned, that due consideration be made into considering, that schemes such as the Hampshire and Isle of Wight Wildlife Trust (HIWWT) at Little Duxmore Farm, are long term projects with no quick fixes for wildlife or nitrate reduction. It is important for all involved to be realistic. For example, even on sandy soil on the coast I am told by a member of HIWWT staff, that it will probably take a few years to clear nitrates at Little Duxmore and not a few hours as some local commentators have mentioned.

**Strategic policy NE2: The Hampshire and Isle of Wight Wildlife Trust considers a wording change to Policy 'NE2: Biodiversity and Nature Conservation' to ensure that the delivery of 'net gains' in biodiversity is the minimum required achievement. New wording to be "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and deliver net gains in biodiversity,**

**where possible.**" Natural England strongly recommends that all developments achieve biodiversity net gain. To support this approach, we suggest that the policy wording or supporting text includes a requirement for all planning applications to be accompanied by a Biodiversity Mitigation and Enhancement Plan (BMEP) that has been approved by a Hampshire County Council (HCC) Ecologist. In line with the NPPF and in order to achieve net gain in biodiversity, the following change of wording is proposed by Natural England "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and provide net gains in biodiversity". The policy states 1 or more dwellings should provide 10% net gain for biodiversity.

**I am concerned that despite claims on plans for HAI developments,** much needed wildlife corridors that allow animals to travel between locations will be almost gone. While the developers will say that they have made provision to allow strips of land to allow small mammals and reptiles to move from place to place, this will not be sufficient for the local deer population at HA1. I live a short walk from Greenaway Lane and witness on deer on a daily basis who use the green spaces in the FBC plan Greenaway Lane zone, as a way to move between the Warsash Common, the Hamble shore and Holly Hill Woods. My concern is that the cumulative effect of the proposed 824 houses surrounding Greenaway Lane would lead to habitats and wildlife being impacted negatively, reducing the effectiveness of wildlife corridors. This could lead to a decline in genetic diversity over time, if animals cannot move to and from this and other sites. I am concerned that deer will not be able to travel safely from place to place to look for food.

**As wildlife corridors diminish for deer there could potentially be an increased risk of road traffic accidents involving them, as they try to cross roads when they cannot find safe spaces to move from habitat to habitat. Roads will become busier as the local human population increases. This could lead to both deer and human casualties.**

Habitat loss Proposals are bound to result in a high degree of disturbance on the HAI sites as well as loss of habitat. I am aware that some species e.g. slow worm may be moved to other locations but this may cause compete with existing populations. Additional buzzards, owls and kestrels that are regularly seen hunting in this area will see an impact on their food source.

CO2 and climate change The UK Government have committed to reducing CO2 due to the climate change crisis. It is important that the national and local government are honest about time scales for example: if new tree planting is planned to mitigate for those lost, it takes decades before we see the effect of carbon capture. I wonder about what provision will be planned to reduce the carbon footprint of the buildings planned? Proposals are bound to result in a high degree of disturbance on this and other local sites as well as loss of habitat. I am aware that some species e.g. slow worm may be moved to other locations but does this take account that this may compete with existing populations?

**Strategic policies NE1 and NE2.** Despite having protected designated sites in our waters which skirt the whole of Fareham Borough, Southern Water has very recently been fined a record £90m for deliberately dumping billions of litres of raw sewage into the sea. The offences were discovered as part of the Environment Agency's largest ever criminal investigation which found raw sewage had been diverted away from treatment works and into the environment. Until this activity is addressed the unfavourable status of the Solent will continue to deteriorate and these policies will be unachievable

## Test of Soundness

### Settlement Definition

**Policy HA1 (currently Greenfield sites), is proposed to be re-designated as an urban area (via the re-definition of Settlement Boundaries ref. WW17). In the Foreword to Publication Plan: Greenfield sites are less favoured locations for development. Para 2.10 states Fareham Borough will retain its identity, valued landscapes and settlement definition and will protect its natural, built and historic assets.** The proposed allocation of Policy HA1 contradicts these aspirations and those of Para 2.12 "Strategic Priorities" which strive to maximise development within the urban area and away from the wider countryside and to create places which encourage healthier lifestyles. The re-designation of the Policy HA1 to urban status and the movement of the Settlement Boundary to encompass it, is highly worrying and I wonder how ethical this is.

### Infrastructure

**Policy HP4 (Para 5.24) HA1 fails to meet criteria e) as the proposal would demonstrably have unacceptable environmental, amenity and traffic implications. Policy HA1: Page 53 refers to traffic routes and despite removing the recommendation to limit access to 6 dwellings on Greenaway Lane, the plan proposes for up to 140 dwellings to use this as access through a widening of the Lane. This will result in a considerable negative impact on the character of the lane and to the safety of its non-vehicular users. In general, Page 54 suggests 7 new accesses onto the already very busy Brook Lane and Lockwood Road, as well as one additional access at Brook Lane, via 4 entry points from Greenaway Lane. The position and proximity of these access points will be a recipe for serious gridlock and accident blackspots.**

**Para 10.14 refers to the Local Plan Strategic Transport Assessment at Para 14.16 reads; "In conclusion, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective."** This statement doesn't include the area HA1, of the local plan with 830 homes and isn't assessed within the The Local Plan Strategic Transport Assessment document.

Pedestrian/cyclist safety While individual developers at HA1 sites propose provision for footpaths and cycle ways, I am concerned about the safety of cyclists and pedestrians once leaving the development. There are no pathways on Greenaway Lane and the increase of traffic from this and the other proposed developments puts to question safety.

Transport – I have read that Fareham is one of the most car dependent towns in the UK. I live in the Western Wards area which from my experience is highly car dependent. (Close to me there are a number of 5 car households). Public transport has been cut over the years, which in turn forces people to use cars. How will emissions be significantly cut bearing the above in mind

## **Occupancy Rates**

**Para 5.41 The LPA argues for an average occupancy rate of 2.4 for a 4/5 bed dwelling in regards to Nitrate budget calculations.** It seems that the Local Plan is contradictory it is stated that the spectrum of occupancy for affordable homes will be in the range of 4-6. The claims in the Publication Plan are therefore not reflected in the council's own proposals and requirements, which is very confusing.

I have seen one of the local planning applications state that occupancy of planned 5 bedroomed 3 bathroom house on land adjacent to Greenaway Lane at HAI as having 2.4 occupancy which I found unbelievable. It seems obvious that the size of the house indicates a large family home with at least 4 people living there. This has implications when calculating nitrates, CO2 emissions etc.

## **Carbon Reduction**

**Para 8.60 Section 8 mentions the requirement of meeting CO2 emission reduction targets,** it is of great concern that there is scant consideration of the cumulative effect of the HAI developments, that the plan refers to individual developments power generation but does not give detail of what targets they should achieve above Building Regulations and therefore it the plan is sketchy. When climate change is such an enormous threat to our planet there is no room for being vague or leaving things up to individuals.

**Para 11.36 Developers are encouraged to design for natural ventilation and green infrastructure** but no standards are set. Just meeting building regulations will not see the country meet the Government promised carbon reductions. The council therefore should set standards to ensure developers are designing for sustainability much like the London boroughs that are using new standards of **SAP10 which although not yet within building regulations, should be adhered to.**

**All Planning Authorities in Hampshire as well as Hampshire County Council have recognised that there is a climate change emergency.** CPRE Hampshire believes it is therefore imperative that the local plans set ambitious targets and action plans with accountabilities for achievement in the reduction in carbon emissions that are measurable and reported on annually. Development must only be permitted where, after taking account of other relevant local plan policies, it maximises the potential for generating renewable energy and is designed to reduce energy consumption as much as possible. The location of development needs also to recognise the need to minimise emissions from transport. These requirements should be made clear to all applicants for planning approval."

## **Healthcare**

**Para 10.26 Infrastructure Delivery Plan calls for the expansion of health care provision ( critical prioritisation)** through GP locations in the Western Wards but neither HA1 Warsash practices has scope to expand so wouldn't cope with a growth list. The plan only proposes building alterations to Whiteley surgery and depends on the successful replacement of retiring GPs. This is not a Sound approach taking into consideration that HA1 alone will bring around an additional 830 dwellings.

29<sup>th</sup> July 2021  
Mrs Anne-Marie Burdfield



Below are further more general thoughts on the Fareham Local Plan:

I am neither a lawyer or a planner and do not understand all the rules and criteria that govern this plan however, I am a human being living in a world where climate change, pollution and habitat loss are having a serious impact on our planet. This is a climate crisis and we have to reduce emissions fast, we have to do a much better job of looking after our environment. Therefore I would ask that the Planning Inspector consider when looking at The Fareham Local Plan that:

All new homes should do much more than meet building regulations

That all new homes are built with energy saving in mind this ought to include solar panels, energy efficient heating, that is built as sustainably as possible

The UK Government have committed to reducing CO2 due to the climate change crisis. It is important that the national and local government are honest about time scales for example: if new tree planting is planned to mitigate for those lost, it takes decades before we see the effect of carbon capture. The plan should contain Specific information about CO2 emissions from the homes and how the carbon footprint of the buildings planned will be kept as low as possible?

**Para 11.36 Developers are encouraged to design for natural ventilation and green infrastructure CPRE Hampshire believes it is therefore imperative that the local plans set ambitious targets and action plans with accountabilities for achievement in the reduction in carbon emissions that are measurable and reported on annually. Development must only be permitted where, after taking account of other relevant local plan policies, it maximises the potential for generating renewable energy and is designed to reduce energy consumption as much as possible. The location of development needs also to recognise the need to minimise emissions from transport. These requirements should be made clear to all applicants for planning approval."**

The Fareham Local Plan has identified a number of areas to allocate development sites for housing. It is difficult for me to comment individually on all the developments so I have concentrated on the one that is local to me at **HAI, Warsash, North and South of Greenaway Lane for 824 homes**. In doing so I would ask the Planning Inspector to consider that the general spirit of my comments may be also appropriate when looking at other developments in the plan:

At HAI I do not feel that the plan really takes full consideration of the collective impact of all the plots. There have been a number of large scale developments in Warsash over the decades and this development fills up the last area of Warsash that had not been substantially built on. I do not believe that the Council have engaged and worked with the residents of Warsash effectively. Local people have tried to share their concerns through petitions, marches, meetings and letters to the Council but their voices have not been given a fair hearing. There is a housing shortage, houses need to be built but my concern is the impact of the density of housing in Warsash. I have already registered my concerns in a previous email about habitat loss, road safety, local infrastructure etc.

At HAI the Local Plan excludes from the total numbers given those sites which have been identified as suitable for development but have not yet obtained planning permission. This would seem to make the plan unsound.\

I would love planners, the planning Inspector, councillors, to walk around the area with residents to see for themselves the potential impact of the collective 824 homes. The Fareham Local Plan has identified sites to build on, and yet all the developers work in isolation, surely things should be more joined up.

### **Infrastructure I think the policies are HP4 and HAI**

Once again I would ask the Planning Inspector to look at the bigger picture, not just of Warsash but of all the Western Wards area and in fact the area covering Fareham Borough Council as a whole. Traffic is already dense, Fareham is one of the most car dependent towns in the UK.

Locally in the HAI area, there are no pavements on Greenaway Lane or the unmade road that crosses it and therefore the high density of homes planned will compromise the safety of residents. Along with the habitat loss created by the building at HAI the increased traffic will compromise the deer that cross that area, potentially resulting in accidents that could not only injure or kill the deer but also put residents at risk of injury or death.

Car emissions is another serious concern.

### **Occupancy Rates**

Para 5.41 The method in which occupancy rates are calculated seems flawed in the Publication Plan. The occupancy rate should reflect the size of the home. It seems obvious and reasonable to expect that a 1 bed home would be occupied by no more than 2 people whereas a 5 bedroom property be occupied by a family with 5 or 6 people for example. This is very relevant when calculating nitrate budgets. E.g if planning permission is granted for a small development of 5 bedrooomed homes it seems wrong to say the occupancy rate is 2.4. The argument is that this is an average figure but this does not seem right.

**Respondent details:**

Title:	Mr
First Name:	James
Last Name:	Wood
Job Title: (where relevant)	Chairman
Organisation: (where relevant)	Burrige and Swanwick Residents' Association
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: 5.89**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

BURRIDGE AND SWANWICK RESIDENTS' ASSOCIATION ( [REDACTED] ). Representation re: Fareham Local Plan 2037 – Revised With reference to our previous letter of 11.12.2020, we are making a further representation on a change in the plan which fails the test of soundness. Regarding the allocation of HA45 (77 Burrige Road) as a Site for 3 additional Gypsy and Traveller pitches we note that the wording 'No additional sites were promoted to the Council for gypsy and traveller pitches' has been added in paragraph 5.89 as an explanation for the selection of this site. This is not a sound reason for proposing this site because the site does not comply with Policy HP11 b) and c), nor will the access comply with National Policy for such sites as outlined in Paragraph 5.93 with regard to sustainability and access and 5.94 with regard to the impacts on the environment and neighbouring residential properties. James Wood Chairman, Burrige and Swanwick Residents' Association

**What modification(s) is necessary to make the Revised Pub...**

Insufficient consideration has been given to the provision of an alternative and suitably compliant site. The proposed site is not compliant in line with the comments made in both representation letters nor has a public consultation taken place regarding Fareham Borough Council's intentions and covering its suitability.

**How would the modification(s) you propose make the Revise...**

The modifications would allow for a legal public consultation regarding a new site thereby removing the representations made against the proposed site. Fareham Borough Council has not carried out a public consultation on the current plans for this proposed site which does not follow restrictions placed by Government Inspectors as a result of earlier planning applications.

**Your suggested revised wording of any policy or text:**

The revised wording will depend on the alternative site proposed.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

## Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Cambria Land Ltd

c/o Agent

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

Mr

First Name:

Matthew

Last Name:

Thomas

Job Title: (where relevant)

Principal Planner

Organisation: (where relevant)

Michael Sparks Associates

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                  Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

See cover letter

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

See cover letter

B4c Your suggested revised wording of any policy or text:

See cover letter

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

To provide greater articulation to our concerns about the soundness of the plan.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

30<sup>th</sup> July 2021

The Consultation Team  
Fareham Borough Council  
Civic Offices  
Civic Way  
Fareham  
PO16 7AZ

Via email to: [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk)

**MICHAEL  
SPARKS  
ASSOCIATES**

CHARTERED ARCHITECTS

Dear Sir/Madam,

### **FAREHAM PUBLICATION LOCAL PLAN CONSULTATION – JUNE 2021**

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This representation is made on behalf of Cambria Land Ltd who are part of a Joint Venture (JV) company with the landowners of the land adjacent to the Down Barn Farm and Spurlings Industrial Estates. Cambria Land Ltd are promoting the site through the Local Plan process.

This follows earlier submissions to Fareham Borough Council as part of previous consultations on the emerging Local Plan and to the call for sites process, with the most recent submission having been made in December 2020 by Michael Sparks Associates on behalf of the JV company (see Appendix A).

These previous consultation responses identified that there was a need for additional employment land to be allocated for development over the plan period to meet the Council's objectives, and the land at Down Barn Farm Industrial Estate (the Site) is available and suitable to accommodate a sustainable form of development to meet these needs.

Furthermore, development of this land can come forward in the early part of the plan period to provide for employment needs when other comparable sites are unsuitable for larger scale employment development or are unlikely to come forward until the later part of the plan period.

A number of occupiers continue to have an active interest in securing premises at the Down Barn Farm site. This is due to the lack of suitable, available employment land in the Fareham area. There is simply insufficient land coming forward of the type needed over the timescales required to adequately meet the needs of businesses looking to expand or invest into Fareham.

The earlier consultation responses also noted the following:

- The Council Evidence Base identifies a particular need for high quality employment land in close proximity to the strategic highway network;
- The proposed supply of high-quality employment land is heavily reliant on the Welborne Development progressing in a timely manner;
- The Welborne Development had not yet secured planning permission and there was significant uncertainty regarding the provision of infrastructure to support this development;
- The proposed development at Down Barn Farm would provide a source of high-quality employment land to support economic growth and accommodate occupier requirements over the early part of the plan period;

**MICHAEL SPARKS ASSOCIATES LLP**

Partners : Michael Sparks · Ashley Chambers · Paul Wahba · Neville Campbell · Sam Darwin · Lee Page · Rafael Vega · Rebecca Driscoll

MSA/31100/1/005

Michael Sparks Associates LLP is a limited liability partnership, registered in England and Wales (registered number OC407290)

We use the word "partner" to refer to a member of the LLP or an employee of equivalent standing.

- The Spurlings Industrial Estate is identified as an Existing Employment Area within the draft Plan, but the nearby land at Down Barn Farm, which is also in use for employment related operations (including offices and an unsafeguarded waste use) has not been given the same designation;
- The developed land at Down Barn Farm should also be identified as an Existing Employment Area to protect the existing employment use of this land and to optimise use of previously developed land through extensions or intensification where appropriate;
- Demand for employment premises for additional high quality employment land remains high, particularly for sites with excellent access to the strategic highway network.

### The Revised Development Framework

The revised Development Framework has not been amended to include the existing development at Down Barn Farm as an existing employment location or to include any further site allocations that are capable of accommodating high quality units to meet occupier requirements over the early part of the plan period. Indeed the draft Plan is still very much reliant on the Welborne site and the land at Daedalus. The draft Plan, however, has been amended to clarify that there is uncertainty over when the employment site allocations may come forward, as paragraph 6.12.2 states:

*The Borough is privileged to contain two strategic sites at Welborne and Daedalus that will provide high quality, attractive employment floorspace for years to come, but their size and delivery nature means that a significant amount of floorspace is likely to be delivered later in the Plan period or tied up in larger, more complex land contract arrangements.*

The purpose of allocating land is to provide certainty that there will be sufficient land available to meet the Council's objectives for securing economic growth. The Council admits that they are unable to provide this certainty.

The employment allocations identified as Solent 2 and Little Park Farm under Policy E4 also do little to provide confidence that a suitable supply of employment land has been identified. Whilst the Solent 2 site benefits from planning permission, this has not been brought forward for a number of years despite high levels of demand. The Little Park Farm site has a major access constraint, which means that it does not comprise a high-quality employment site and will not be attractive to the general employment market.

The following points are also noted:

- The Welborne development is still to secure planning permission, even though it has had a resolution to grant permission for a substantial period;
- The updated Phasing Plan for the Welborne proposal is already out of date. This notes that the first, small area of employment land will be available by 2025, at the earliest, with the remaining employment units taking until 2030 to come forward;
- There is still no defined programme, or funding package for the delivery of improvements to Junction 10 of the M27, which are required to support the Welborne development.

From the above, it is clear that the employment land supply identified within the draft local plan is neither flexible nor responsive and there is no certainty about delivery of the majority of the large employment allocations. The plan is therefore not sound and additional employment land supply should be identified to ensure the needs for businesses looking for suitable new premises in locations that have good access to the strategic highway network can be met. To do otherwise would mean that the Council's objectives

relating to economic growth and supporting the recovery from the Covid 19 pandemic will not be met and the Council will have failed to meet the requirements of the National Planning Policy Framework.

## Conclusion

The revised Development Framework has not been amended to address the issues identified in previous consultation responses. For consistency, and to secure the ongoing employment use of the existing development at Down Barn Farm, this land should also be designated as an Existing Employment Area.

Furthermore, to ensure that the area's objectives for economic growth can be supported across the plan period, additional land adjacent to the Down Barn Farm and Spurlings Industrial Estate sites should be allocated for development to meet the needs of business over the early part of the plan period, when other allocated land is unlikely to be available.

Amendments are therefore needed to policy E1 to provide additional allocations for the development of employment land, as well as policy E5 and the Policies Map to identify the established employment operations at Down Barn Farm as an Existing Employment Area.

Until these issues are addressed, it is therefore considered that the Draft Plan is **not sound** and should be amended to make sure that a flexible and responsive supply of employment land is provided over the plan period to meet the requirements of the National Planning Policy Framework.

Yours faithfully,



enc

APPENDIX A – MSA Representation Letter to Fareham Borough Council, December 2020

18 December 2020

**MICHAEL  
SPARKS  
ASSOCIATES**

CHARTERED ARCHITECTS

The Consultation Team  
Fareham Borough Council  
Civic Offices  
Civic Way  
Fareham  
PO16 7AZ



Dear Sir/Madam,

## **FAREHAM PUBLICATION LOCAL PLAN CONSULTATION**

---

This representation is made on behalf of Cambria Land Ltd who are part of a Joint Venture (JV) company with the landowners of the land adjacent to the Down Barn Farm and Spurlings Industrial Estates. Cambria Land Ltd are promoting the site through the Local Plan process.

This follows earlier submissions to Fareham Borough Council as part of previous consultations on the emerging Local Plan and to the call for sites process, with the most recent submission having been made in February 2020 by Michael Sparks Associates on behalf of the JV company.

The land at Down Barn Farm Industrial Estate (the Site) is available and suitable to meet the objectives of sustainable development from an economic, environmental and social perspective. The proposed development will increase the supply of modern employment units to meet demand from businesses that require premises in Fareham but are unable to find suitable sites to meet their needs.

### **The Previous Consultation Response**

The consultation response to the Revised Development Strategy and Additional Allocations that was submitted in February 2020 recommended that the land adjacent to the Down Barn Farm and Spurlings Industrial Estates is allocated for employment use and that the boundary of the proposed Area of Special Landscape Quality is realigned to exclude the proposed development site and its immediate surroundings. The reasons to support these amendments were as follows:

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MICHAEL SPARKS ASSOCIATES LLP

Partners : Michael Sparks · Ashley Chambers · Anthony White · Neville Campbell · Sam Darwin · Paul Wahba · Lee Page · Rebecca Driscoll

Michael Sparks Associates LLP is a limited liability partnership, registered in England and Wales (registered number OC407290)

We use the word "partner" to refer to a member of the LLP or an employee of equivalent standing.

- The emerging pipeline of high-quality employment land is heavily reliant on the Development at Welborne coming forward in a timely manner and concerns were identified about the programme for delivery of this development and the associated improvements works to Junction 10 the M27.
- The designation of the land around the Down Barn Farm and Spurlings Industrial Estates as an Area of Special Landscape Character was not justified as this part of the site was not considered to be particularly sensitive or of high importance. Specifically, it was noted in the preliminary landscape and Visual Impact Assessment that supported the previous representations that the site was within the visual influence of the M27 motorway and would not be visible from sensitive visual receptors to the east, so the development would not have an adverse impact upon the defining characteristics of the Portsdown Hill Landscape Character Area.
- The Council's Evidence Base identified that there was a need to provide high quality land in close proximity to the strategic highway network to meet demand from occupiers requiring high quality premises in good locations built to modern specification.
- Given the uncertainty about the delivery of the Welborne development, there was therefore a need to allocate additional land to ensure that Fareham can provide sufficient land for businesses already in the Borough that are looking to expand and for those wishing to move to Fareham, which would secure inward investment.
- The proposed development at Down Barn Farm would provide this source of employment land and it is ready for development to provide new employment premises over the short-term with few constraints that would preclude development of the site.
- The development would generate a number of benefits such as contributing to economic growth, increasing access to the countryside and securing enhancements to biodiversity.

The emerging Development Framework has not included the suggested changes and is still largely relying on the employment land that will come forward at the Welborne development to meet the need for well located, high quality land supply for the Borough over the next plan period. Furthermore, the Publication version of the Local Plan will not meet the target employment floorspace of 130,000 sq m that the Partnership for South Hampshire state should be provided by Fareham.

The previous representations were made on the basis of a site area of 13.3 Ha that could provide in the region of 29,000 sq m. Following discussions with the Council, and taking on this feedback the proposed development at the site has been reduced to extend to 3.6 Ha which would provide in the region of 10,540 sq m of floorspace. The revised site location plan identifying this new boundary is provided on drawing 31100 FE 30 that is included as an Annex to this letter.

The proposed development of this site can come forward quickly as there are no ownership constraints or substantial infrastructure requirements needed to bring the site forward. The scale of the development will effectively comprise an infill development between the existing employment areas and with an appropriate landscape scheme can be developed without any

significant impact upon the Portsdown Hill Landscape Character Area. It is anticipated that subject to securing planning permission, employment premises will be available at the site in 2022.

This letter provides an assessment of the soundness of the Publication Local Plan in terms of its effectiveness and, specifically, its ability to deliver the economic outcomes it sets out to achieve.

### **Welborne**

It is proposed that a significant proportion of new employment units for B2 and B8 development will be provided by the development of Welborne. In the Council's Evidence Base, it is noted that this development site will meet demand from occupiers that is not currently being satisfied by other sites within Fareham, largely as a result of the site's excellent location adjacent to the M27. It was noted in the evidence base document prepared by Lambert Smith Hampton that the delivery of this development was 'critical' to secure inward investment that would not otherwise occur. The development at Welborne therefore forms a significant part of the employment land supply for Fareham over the next plan period.

The Council have noted that they are confident that the Welborne development will proceed in accordance with their anticipated trajectory. However, planning permission still hasn't been granted for the development and the improvement works to Junction 10 of the M27, that are required to serve the new employment development still have no certainty on funding or delivery.

The trajectory for delivery of Welborne identified that the first phase of employment development would complete between 2019 and 2024. The employment land study that has been prepared as part of the Council's Evidence Base to support the emerging Local Plan, anticipated that the first employment units at Welborne would be available in 2025.

Within our previous representation, we identified concerns about the projected timescales for delivery of the Welborne development, identifying that this was unlikely to come forward as anticipated. We considered that the employment land would not come forward over the short term to provide the type of employment premises that were identified as being critical to the economic growth of the Borough as set out in the Council's own evidence base.

The further delays to the project over the course of 2020 indicate that the Council's trajectory for delivery of the development remain optimistic and there is a lack of certainty over the timescales associated with Welborne.

Given the uncertainty about the timescales associated with the delivery of this site and the fact that providing employment land of this nature is seen as critical to the Borough's economic growth, the Local Plan cannot be considered to be Sound unless other land with similar characteristics is allocated.

This revised proposal will therefore bridge the gap to provide a supply of modern premises in advance of units becoming available at Welborne. The development of the land adjacent to Down Barn Farm and Spurlings Industrial Estate will provide greater certainty on delivery and ensure that the Borough has a pipeline of new units coming forward to meet demand.

In addition, Down Barn Farm can provide a different type of commercial space, that is industrial and manufacturing, which would potentially be harmful to adjacent residential use, as is the case at Welborne.

### **Demand for employment premises**

Demand for new employment premises remains strong within Fareham, and there is still a lack of available land and premises to help meet this demand. A number of occupier requirements were identified within the previous pre-application submission and these businesses as well as other newly identified occupiers are seeking premises. Copies of correspondence from these occupiers, including South Coast Concrete, TJ Transport, Pro Mech, Mimtec and Seafront are enclosed with this letter.

The sub regional work on the provision of employment land prepared by the Partnership for South Hampshire (PfSH) in their Spatial Position Statement (GL Hearn, 2016) identified that the need for additional employment floorspace in Fareham up to 2036 ranged from 325,793 to 123,961 sq m, all of which are over and above the Council's proposed allocation of land to provide 104,000 sq m of floorspace. The adjusted figure from the PfSH Spatial Position Statement then recommended that sufficient land to provide for 130,000 sq m of floorspace should be allocated by Fareham, which is still above the amount that has been provided for in the Publication Plan.

Additional land should therefore be allocated to meet the demand for premises and the identified need as set out in the Evidence Base.

The Borough's own Covid-19 Economic Recovery Plan (September 2020) specifically seeks to retain and enhance employment opportunities. This proposed development would support this objective in the short term with local investment and the retention of existing local businesses.

### **Requirements of the National Planning Policy Framework**

For the emerging Local Plan to be considered a Sound policy document, it will need to have due regard to the National Planning Policy Framework (NPPF). Of particular relevance to the Down Barn Farm site are the following objectives of the NPPF (including our emphasis):

#### Paragraph 8

*Achieving sustainable development means that the planning system has three overarching objectives...*

- a) *an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity*
- c) *an environmental objective...including making effective use of land*

#### Paragraph 23

*Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period*

#### Paragraph 81

*Planning policies should:*

- d) *be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.*

#### Paragraph 82

*Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.*

#### Paragraph 117

*Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses*

### **Proposed Changes to the Publication Plan**

The following section identifies proposed changes that we consider are necessary to make the plan Sound.

#### Strategic Policy E1: Employment Land Provision

This strategic policy identifies that 104,000 sq m of new employment floorspace will be provided across the plan period. This is contrary to the amount of floorspace that is identified by the Partnership for South Hampshire, which recommends that 130,000 sq of floorspace should be provided for over the plan period.

Whilst other sites apart from Welborne are identified as potentially coming forward to meet the need for employment floorspace, some of these (such as those that form part of the Daedalus allocation) are not suitable for certain types of occupiers and are too far from the strategic highway network to be considered by potential occupiers.

The NPPF is clear in requiring Development Plans to provide enough land to meet identified needs and also to make sure that a flexible supply of employment land is available in the right

location. Given that the requirements for employment land identified by the Partnership for South Hampshire are not being met in the Publication Plan and that there is considered to be an undersupply of sufficient land coming forward that is well located to the strategic highway network, additional land should be allocated in the new Local Plan.

Specifically, to ensure that the new Local Plan is Sound and has been prepared in a positive manner in accordance with the NPPF, the land at Down Barn Farm should be allocated for development to provide a more flexible source of land for employment purposes.

The Council have acknowledged that there is a need to increase the supply of employment premises within Fareham and Policy E5 of the Publication Plan relates to the intensification of existing sites to help support economic growth. There are existing occupiers that cannot find premises within Fareham to meet their needs, which indicates that there are few units available in the Borough.

Existing employment sites will only be intensified if there are vacancies that will allow new or extended premises to be built. If occupancy levels at these locations are high then intensification through redevelopment is unlikely to happen. This supports the allocation of additional land so that additional premises can be built to meet the needs of business and to support economic growth.

#### Policy E5: Existing Employment Areas

Spurlings Industrial Estate and Down Barn Farm are existing, established employment sites, and they perform an important employment function and they should be afforded flexibility to help them grow, adapt and support economic growth in Fareham. This proposal will intensify and extend these existing employment areas to provide the type of employment premises required by the market, which will therefore meet the objective of this policy.

The Spurlings Industrial Estate is identified as an Existing Employment Area on the draft proposal map, however the Down Barn Farm site is not. Whilst the Down Barn Farm site is used for waste processing purposes, it is not safeguarded and the activity at the site is consistent with an employment use and the adjacent barn is in use as offices. The extent of the land in employment generating uses is indicated on the location plan that supports this representation. Therefore, the Down Barn Farm site should also be identified as an existing Employment Area on the proposals map.

#### **Conclusion**

To conclude, while demand for new employment premises in Fareham is strong, there is growing evidence to suggest that the supply of employment floorspace, including the Welborne development, is not being brought forward in accordance within timescales anticipated by the Publication Local Plan. As such, this brings into question the effectiveness of the Publication Local Plan to deliver on its aims of building a strong and responsive economy in Fareham.

Furthermore, as the Covid-19 pandemic continues to have an impact on businesses across the country and unemployment is on the rise, it is of increasing importance that the Borough maximises the potential of sites that are suitable for employment development, where impacts of the development can be appropriately mitigated. Consequently, it is considered that the extension of employment land at Down Barn Farm and Spurlings Industrial Estate should be encouraged, as it can provide much-needed floorspace in the Borough, supporting the creation of jobs and building a resilient economy in Fareham, which will in turn improve the soundness of the Borough's Local Plan.

Yours faithfully,



enc

## ANNEX 1 – Site Location and Proposed Layout Drawings



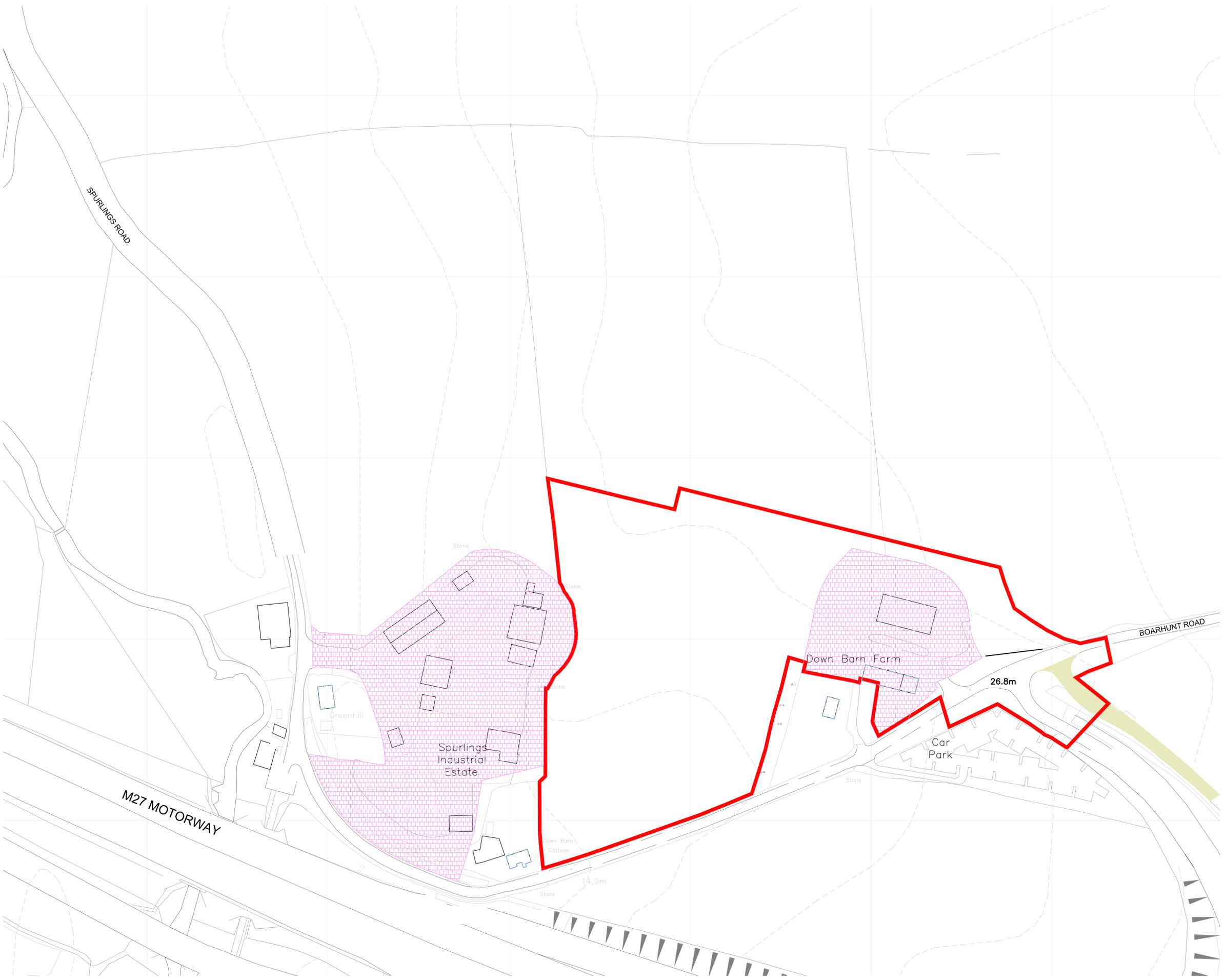
**NOTES:**

SUBJECT TO STATUTORY CONSENTS  
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SUBJECT TO LOCATION OF GAS MAIN

**LEGEND**

-  LISTED BUILDINGS
-  EXISTING EMPLOYMENT LAND
-  APPLICATION BOUNDARY



REV	DATE	NOTE	DRAW	CHK
..	..	..	..	..



CHARTERED ARCHITECTS  
 11 PLATO PLACE  
 STATIONS ROAD  
 LONDON SW6 4TU  
 TELEPHONE 020 7736 6162  
 FAX 020 7736 3896  
 www.mso-architects.co.uk

TITLE  
**SPURLING'S INDUSTRIAL ESTATE, FAREHAM**  
 DRAWING  
**SITE LOCATION PLAN**

CLIENT

DATE	SCALE	DRAWN
NOV 2020	1:1000@A1	PF
	STATUS	CHECKED
	FEASIBILITY	MT

DRAWING NUMBER  
**31100-FE-30**





**NOTES:**

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SUBJECT TO LOCATION OF GAS MAIN

**LEGEND**

- PROPOSED SOFT LANDSCAPING
- APPLICATION BOUNDARY
- PROPOSED HAUL ROAD
- APPROXIMATE LOCATION OF GAS MAIN

**AREA SCHEDULE**

GIA		
	sqm	sqft
<b>1</b>		
Unit	1,884	20,280
Offices	409	4,400
<b>Sub total</b>	<b>2,293</b>	<b>24,680</b>
<b>2</b>		
Unit	1,043	11,225
Offices	115	1,240
<b>Sub total</b>	<b>1,158</b>	<b>12,465</b>
<b>3</b>		
Unit	954	10,270
Offices	105	1,130
<b>Sub total</b>	<b>1,059</b>	<b>11,400</b>
<b>4</b>		
Unit	767	8,255
Offices	88	945
<b>Sub total</b>	<b>855</b>	<b>9,200</b>
<b>5</b>		
Unit	1,778	19,140
Offices	174	1,875
<b>Sub total</b>	<b>1,952</b>	<b>21,015</b>
<b>6</b>		
Unit	1,490	16,040
Offices	164	1,765
<b>Sub total</b>	<b>1,654</b>	<b>17,805</b>
<b>7</b>		
Unit	1,405	15,125
Offices	166	1,785
<b>Sub total</b>	<b>1,571</b>	<b>16,910</b>
<b>TOTAL</b>	<b>10,542</b>	<b>113,475</b>

	Ha	acres
<b>SITE AREA</b>	3.702	9.15



CHARTERED ARCHITECTS  
 11 PLATO PLACE  
 STATIONS ROAD  
 LONDON SW6 4TU  
 TELEPHONE 020 7736 6162  
 FAX 020 7736 3696  
 www.mso-architects.co.uk

TITLE  
**SPURLING'S INDUSTRIAL ESTATE, FAREHAM**  
 DRAWING  
**SITE LAYOUT PLAN**

CLIENT

DATE	SCALE	DRAWN
NOV 2020	1:1000@A1	PF
	STATUS	CHECKED
	FEASIBILITY	MS/GZ/MT

DRAWING NUMBER  
**31100-FE-31**



## ANNEX 2 – Occupier Letters

Graham Moyse,



26<sup>th</sup> November 2020

Dear Graham,

I am writing to confirm interest in the new development of industrial units at Down Barn Farm. We are an established local business with our premises located near Wickham Road, Fareham.

We are looking to expand our premises to a unit of approx. 12,000 sq ft in size, complete with staff parking and a small office. This will help to accommodate the extra 10-20 staff we are looking to employ.

The new premises will need to be situated near the m27 and our existing site at junction 10 in Fareham. We would be looking to move in within the next 1-2 years ideally.

Should you be successful in acquisition of planning permission, we believe the planned development at Down Barn Farm would accommodate our expansion requirements.

Yours sincerely



Mark Waring

Managing Director

Graham Moyse



23 November 2020

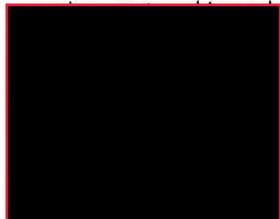
Dear Mr Moyse

**Ref: Proposed Industrial Development - Downbarn Farm and Land Fareham**

I understand that you will be seeking planning for a development on land adjacent to Downbarn Farm for industrial and warehousing use. As a well-established local company whose existing premises will be affected by its re-development as part of the Welborne plan, I would like to register our interest in securing new accommodation close by at Downbarn Farm.

We are a Fareham based marine wholesale and retail business with 20 employees wishing to stay within the borough and we would like to secure a long-term lease on a warehouse of approximately 20,000 ft with offices.

I understand that your proposed development, if successful at planning, would be able to accommodate this and we welcome details of occupational terms from you when convenient.



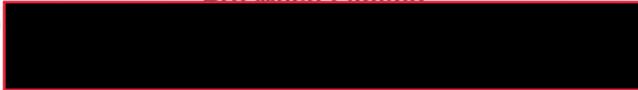
R Besse

**Managing Director**

**Seafont Marine Group Limited**



Pro Mech Limited



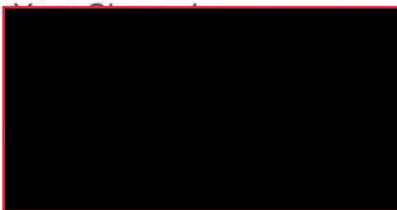
Dear Graham,

Further to our conversation regarding the expansion of our operations at Pro Mech, I would like to formally register our strong interest in the possibility of acquiring a larger site at Spurlings Industrial Estate. We are keen to stay at Spurlings as it is an ideal location for our operation as well as having a large locally based workforce.

We have now been based here for 18 years and currently employ 22 people. The current site occupies 0.8 acres with 6,600 sq ft of accommodation and 29,000 sq ft of hard standing, which you recently upgraded for us. We estimate our ideal operational requirement is an additional 21,000 sq ft of hard standing. We would happily expand at our existing location by taking on the site currently used by South Coast Concrete Pumping.

This existing hard standing would be ideal for us to store additional equipment and park more of our vehicles. If we could expand our business, we would look to employ an additional 10 – 15 new members of staff.

We would be very keen to understand further if this is a possibility.



**John Cooper**  
**Managing Director**  
**Pro Mech**

# South Coast Concrete Pumping Ltd

Unit 14 Spurlings Industrial Estate, Fareham, Hampshire, PO17 6AB.

United Kingdom



Mr G Moyse



Dear Graham

I am writing to confirm our conversations exploring an expansion of operations for South Coast Concrete Pumping at Spurlings Industrial Estate on Junction 11.

I am delighted to report that our current operation at Spurlings Industrial Estate is going from strength to strength and we are now in a position where we would like to expand our business. We are keen to stay at Spurlings Industrial Estate as it is an ideal location for our operation and as a local established business myself and my team are keen to stay in the area. We have now been based here for 25 years and currently employ 40 people and run 25 trucks from Spurlings Industrial Estate.

We currently occupy 0.5 acres with 3,600 sq ft of accommodation and 20,000 sq ft of hard standing. We need more space to expand our business to accommodate for 8 new trucks, including 8 new drivers, 2 new workshop staff and an apprentice. We estimate our ideal operational requirement is 1.4 acres with 7,100 sq ft of accommodation and 32,000 sq ft of hard standing. We would happily expand at our existing location, however there is not enough space for us to expand within Spurlings Industrial Estate. We feel our best option would be to move our operation to a field adjacent to Spurlings Industrial Estate.

We understand you are promoting an extension to Spurlings with Fareham Borough Council and would like to register our firm interest in remaining here in an expanded facility should the site come forward in the near future.

Yours sincerely





Mr G Moyse



Dear Graham,

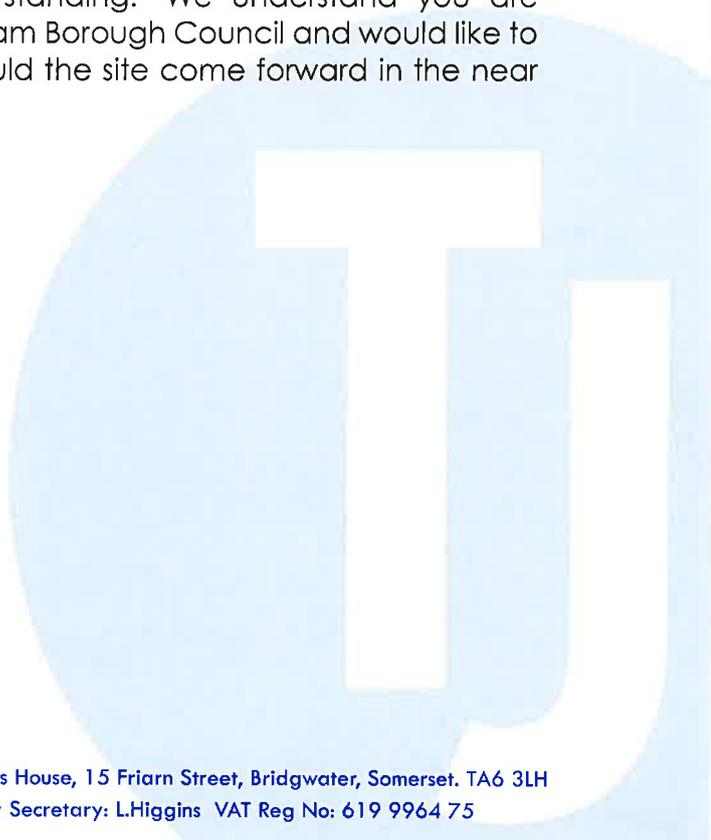
I am writing to confirm our conversations exploring a relocation of TJ Waste and Recycling from Charity Farm, Wickham Road, Fareham to an expanded Spurlings Industrial Park on Junction 11.

As you know our current operation at Charity Farm sits within the proposed new garden village of Welborne. The owner, Buckland Developments Limited, is progressing a planning application for a new settlement and has indicated that he will soon be serving us a notice to quit and we will no longer be able to operate from this site.

As a local business we are keen to stay in the area, having been based here for 15 years. Our ideal operational requirement is 4/5 acres with 7000 sq ft of accommodation and 85,000 sq ft of hard standing. We understand you are promoting an extension to Spurlings with Fareham Borough Council and would like to register our firm interest in relocating here should the site come forward in the near future.



John Gosling  
Managing Director



**Respondent details:**

Title:	Dr
First Name:	Duncan
Last Name:	Campbell
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policies map: New Housing Allocations**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Regarding the "Town Centre Living" I believe that there are alternatives which would provide a potentially more beneficial outcome.

**What modification(s) is necessary to make the Revised Pub...**

West Street is an uninviting stretch of charity shops, vape shops and nail bars. Most of the shops should be relocated to the Fareham Shopping Centre (and its vicinity). Eyesore buildings (e.g. Delme Court, Thackeray House, Portsdown House, Church View House, etc) Should be redeveloped into larger blocks of flats with self-contained parking. To the east of the centre, the stretch of West Street between Tiffins & Talis and Ask Italian is a further eyesore. It should be demolished and replaced with further blocks of flats above shops either side of a new piazza between West Street and Tesco. (The loss of Westquay car park can be compensated by providing a second level to part of Markey Quay car park. Additional blocks of flats could replace the retail buildings fronting Harper Way (overlooking the bus station and the site of Poundland) - a second storey to the Market Quay car park would also provide for additional space in those areas. The old cinema on Trinity Street is another eyesore in need of turning into a large block of flats with self-contained parking. Furthermore, the green space to the north of the Lysses Car Park appears to be suitable for housing development

**How would the modification(s) you propose make the Revise...**

Shops would be concentrated in the centre of Fareham, reducing the eyesore of vacant retail premises which also depresses the character of the area. The shop-lined piazza between West Street and Tesco would provide a higher capacity link between Tesco and Fareham Shopping Centre, encouraging shoppers in both directions. New blocks of flats over 3 storeys would provide for multiple housing units whilst at the same time counteracting the "sore thumb" visual effect of the one tall building, i.e the Fareham Bourough Council building. Providing more blocks of flats in the centre of Fareham would provide for a greater variety of housing stock whilst at the same time potentially stimulating the local retail economy, particularly if retailers concentrate more in the centre of Fareham rather than being spread along West Street.

**Your suggested revised wording of any policy or text:**

I have no particular suggested revised wording other than the proposals outlined above.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

My proposals for consideration for the town centre may be more clearly communicated in a dialogue rather than a few short paragraphs in this submission.

---

**White, Lauren**

---

**From:** Nick Carter <[REDACTED]>  
**Sent:** 22 June 2021 18:08  
**To:** Consultation  
**Subject:** Housing development south of Longfield Avenue

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

Dear Sir/Madam

Looking through Fareham Today local plan special I can see the proposal for 1250 houses to be built south of Longfield Avenue.

A few years ago when Welbourne was being approved Sean Woodward made a promise that if Welbourne went ahead, then the land south of Longfield Avenue would not be built on!

Has he gone back on his word or was he lying to Fareham residents all along??  
Needless to say I'm not very happy about this at all. The roads cannot cope at the moment with the traffic during rush hour. If these houses go ahead the Fareham town centre will be gridlocked more than it is already.

Regards

Nick Carter

Sent from my iPad

## White, Lauren

---

**From:** Christine Cavell <[REDACTED]>  
**Sent:** 08 July 2021 10:30  
**To:** Consultation  
**Subject:** Re: Proposed development Henry Cort Drive

Hi Kathrine

I doubt that I would be able to attend meetings as both my husband and I work full time and have a child to look after.

To my knowledge (and my neighbours) there was no prior consultation on this, this is the first we have heard of any plans to build on that site.

I wish to see the plan changed in so much as it is binned. It's a ridiculous proposal. There should not be any more properties built on the Highlands road area.

This impacts Hillson drive (which is already congested to the point where it is impossible to use it at times) and directly my road as we are the one opposite.

We bought our house 7 years ago and all we've seen is development. More and more houses, more and more traffic and pollution and it is wrong. It's bad for the community and the environment. Wellbourne will be operational in the next few years, we do not need more houses. On our road alone there are 3 empty properties. Concentrate on filling those first.

As I said in my original email, that is an open play area for the local children and houses the local community centre. It's already busy and in a time when children are told to go out and play more you take a play area away! Yes there is a field the other side but this is for the football teams to play on so on those weekends when families are free we cannot use them. Are all our open spaces to be taken by houses which are "affordable" (meaning only those on good wages can afford them anyway and don't benefit anyone but the house builders and the council)?

Plans like this should not go anywhere near the drawing board until the local impacted residents have all had their say and none of us have been! The first we see is in a local magazine (which normally I would recycle straight away). It's disgusting. This is just typical of our local council. Thinking more about money and targets than the people who live here.

---

[REDACTED]

Dear Ms Cavell

Thank you for submitting your comments for the Revised Publication Local Plan consultation. The Planning Strategy team will include your comments as part of the submission to the independent Planning Inspector who will examine whether the plan is sound. This examination process is "in public", you can attend the hearing sessions and put your points directly to the Inspector. This is your opportunity to tell us you want to do this. The Inspector will want to know why you are making the comment and whether you wish to see the plan changed in any way. By return of email please let us know whether you consider it necessary to participate in the examination process and why.

Remember that your comments on the Plan must refer to the changes that have been made since the last consultation and relate to the rules of:

- Soundness
- Legal compliance
- The duty to cooperate

Please [visit our website](#) for more information

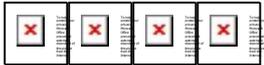
### **What happens next?**

The consultation closes on 30 July. Following collation of the feedback, we will be submitting the Local Plan to the Independent Planning Inspector for examination.

All of the consultation responses from this consultation will be forwarded, together with the Publication Plan and supporting evidence, to the Planning Inspector for consideration. The Council are not in control of the timings of the examination however it is estimated that it will take place over the winter/spring 2021/2022.

Kind regards

Katherine Trott  
Engagement Officer  
Fareham Borough Council  
01329824580



---

**From:** Christine Cavell <[REDACTED]>

**Sent:** 07 July 2021 15:31

**To:** Consultation <Consultation@fareham.gov.uk>

**Subject:** Proposed development Henry Cort Drive

Good afternoon

It has been brought to my attention that there is a plan to build 55 houses on Henry Cort Drive.

I really must protest, I live on Wynton Way and have done for several years. The traffic around my road, Fareham Park Road and Hillson Drive is bad enough as it is. We constantly contend with parents, teachers and coaches up and down those roads 5 days a week. When there are road works elsewhere it becomes worse.

The thought of 55 houses (all with a minimum of 2 cars per household) is just mind boggling. It's a small road, leading to a senior school.

On top of this there is the community centre which sees dozens of cars a day for various reasons.

All these things put a strain on the surrounding roads. Guess where people park when they visit the school for parents evening or events? That would be in the surrounding roads so then the actual residents cannot park!

Building another 55 houses (which won't come with space for 2 cars per house plus visitors) will mean We'll never be able to park outside our own home!

And what about the local children? Where do you propose they play if you build on top of their play park? My 5 year old daughter loves to go there, she has made so many local friends from going there and you want to take that away from her?

We've already had to deal with the fall out from building at the bottom end of Fareham Park Road and now we're expected to have another 55? Absolutely ridiculous.

Extra strain on the surrounding areas AND taking away green space from the community and children. when there is so much focus on childhood obesity you want to take away a play space!

I implore you to go to the site over the course of a normal week and see exactly what happens there. This cannot be allowed to go ahead and the local councillors agree with me.

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This email is confidential but may have to be disclosed under the Freedom of Information Act 2000, the Data Protection Act 2018 or the Environmental Information Regulations 2004. If you are not the person or organisation it was meant for, apologies. Please ignore it, delete it and notify us. Emails may be monitored.

**Respondent details:**

Title:	Mr
First Name:	Christopher
Last Name:	Chowns
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA52- Land West Dore Avenue, Portchester**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The strategic transport modelling is based on a 2017 assessment. In transport terms modelling more than a couple of years olds in considered out off dates. Given the shift to homeworking, which is likely to continue and become a permanent feature of peoples work lift balance, more workings could shift away from public transport season tickets and shift to driving into work a couple of days away. The resultant change in travel patterns arising from Covid need to be explore and the strategic model update to reflect the new reality. This may just mean undertaking additional or new stress tests to ensure the model is still relevant. Outcome of any stress tests could inform both employment and housing site allocations and the overall quantum of development and need for public realm mitigation. In addition, the pandemic has clearly accelerated a number of trends, in particular the shift to more home delivery and other on demand services. This is particularly relevant in respect to the mix of planned residential, retail and leisure development, its location and density e.g. it is unlikely the retail units/need in the Fareham centre will recover in the immediate future. The look and feel of the centre regeneration needs to change accordingly to encourage regeneration Significantly upping the quantum of housing to say 5 - 6 storey builds in the centre, perhaps with a landmark building could remove or reduce reliance on small green infill sites to meet social housing needs and safeguard locally important habitat, which is important to the wellbeing on local residents and retaining strong community identity.

**What modification(s) is necessary to make the Revised Pub...**

The strategic transport model needs to be updated to take account of new working and movements patterns. The quantum of development in the Fareham Centre development area needs to be revisited with an aim of increasing the number of dwelling proposed.

**How would the modification(s) you propose make the Revise...**

The above modification/updates would improve the reliability of the assumptions for site allocations

**Your suggested revised wording of any policy or text:**

The Council should develop a master plan for Fareham centre to inform site allocations within the area

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Ms.
First Name:	Suzette
Last Name:	Clark
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I think this site is absolutely wrong for development for the local community. The adjacent roads have serious parking problems and any development here will only add to the mayhem, especially in Wynton Way. It has been designated a road to use when driving to Henry Cort School on their web page, which makes life very very difficult for the residents. The road is narrow with parking on one side which is always full of cars owner by the residents. If this planning is allowed, the council MUST widen the road or put in dropped curbs for the residents to park off the road. It also very sad that the council is totally unconcerned that they are removing a community facility which will never be replaced.

**What modification(s) is necessary to make the Revised Pub...**

Not use this community site.

**How would the modification(s) you propose make the Revise...**

This site is not suitable for houses. The infrastructure is not there. Parking in the surrounding roads is totally insufficient and this will only add to the problems.

**Your suggested revised wording of any policy or text:**

Do not build on this site.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



**Respondent details:**

Title:	Mr
First Name:	Michael
Last Name:	CLAYFORTH-CARR
Job Title: (where relevant)	retired
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Policies map: Strategic Gap**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## **Please provide details you have to support your answers a...**

I do not believe that this plan and more particularly the consultation is legally compliant. The manner of the consultation is discriminatory and heavily loaded against enabling large numbers of the general public from properly understanding, analysing and submitting coherent comments that will have weight and influence on the Local Plan as proposed in June 2021. A local plan is by definition a plan that is both Large Scale and has Large Impact on the community and I would argue that the communities affected by this Local Plan have not had adequate notice and time to fully understand and digest the impact and more particularly most of us are not planning experts and lack the forensic knowledge of planning legislation and policies to be able to "surgically", precisely and concisely submit coherent views on the Local Plan; in particular the public and communities are not being asked for their views on the local plan they are being asked to comment on three "narrow" points and to effectively technically assess whether the council are legally compliant, have prepared a "sound plan" and have complied with their duty to cooperate with neighbouring authorities and other bodies. Furthermore the reference to the Statement of Community involvement (as adopted March 2017) is actually "not fit for purpose" in the context of the local plan. It may outline how the council might make information available to the public on specific developments but it is inadequate when it comes to such a significant and important matter as the local plan. Most of the public do not spend their time on line or physically scanning monitoring and overseeing the various planning activities and developments of Fareham Borough Council. So the first that I and others became aware of the significant additional revisions to a previous plan was when the Fareham Today brochure came through the letterbox on the 18 June and advised that we had until the 30th July to make comment on it and representations. I think this is completely unreasonable and whilst a 6 week consultation might appear to be in accordance with the rules I believe that a legal challenge will show that this is actually an unreasonable length of time to provide comment from the people who will be the most affected yet with the least ability to forensically examine and comment on the plan to the necessary technical/professional level especially when any representations are constrained to cover the three narrow points specified. These are my reasons for stating that you are in my view NOT legally compliant with this consultation. In terms of Soundness I have no doubt that the council believes it has adopted a "technically correct" approach to coming up with this overall plan and you are justifying building on "Greenfield" land (which I have an objection to on principle) by stating that you are maintaining a "Strategic Gap" and building on the edges of existing settlements; my particular concern by way of example is the 550 home development to the West of Downend road which will have a profound and dramatic effect on all residents whose houses are on roads that open onto the A27 or Downend Road. In my case I live in the Ridgeway and I already have experience of how developments affect the community I live in and I have formally submitted these concerns in response to planning applications proposed for Winham farm. This Local plan conveniently lacks any reference to the Winham farm proposal for 350 new homes all serviced by to and from Downend road; there are plans in place to supposedly mitigate the significant traffic pollution and safety issues from the Winham farm development and its impact on Downend Road, the A27 and the Delme arms roundabout and yet a 550 home development literally across the road and also on the north side of the railway line will miraculously result in ( and I quote from your brochure) independantly audited analysis showing "that current traffic levels and waiting times would actually reduce as a result of traffic being redistributed locally" ; I cannot comment on every other part of your plan but on this single matter alone I would argue that your plan is not sound. I cannot comment one way or the other about how you comply with your duty to co-operate but I would argue that is of less importance than the "spirit" of your legal compliance and the soundness of your proposals. I therefore respectfully confirm that in this representation I believe your consultation and plans are NOT Legally Compliant and your plans also FAIL the Soundness test. I will in closing say that I am not against new housing developments in principle as I respect the need to provide new homes for people and I am aware that legal challenges by developers have been successful in many cases because the council did not have a credible Local Plan in place so I fully understand the drivers to produce one and to mitigate the impact and cost of legal challenges but the problem is that there needs to be more challenge, more detail and more re-assurance to the affected communities at this Local Plan stage as it will be too late to address these once developers start making their planning applications.

## **What modification(s) is necessary to make the Revised Pub...**

I am not a legal expert and this is a prime example of the point I was making about this consultation being unfair and discriminatory so all I can reasonably say is that you need to allow people and communities more time to comment and remove the stipulation that we can only comment on the 3 points that you have deemed to be relevant, You also need to be clear transparent and honest about how exactly these proposed developments in the Local plan are affected by already running planning applications and show a willingness to really address the concerns of communities and residents adjacent to the development areas (in my case West of Downend Road) in particular relating to traffic as the traffic from these developments never follows the theoretical or ideal "solutions" and always results in more traffic driving at higher speeds taking short cuts through residential areas resulting in accidents of which there are many some fatal and with the risk to young children living in these communities and those walking to school through these areas....

## **How would the modification(s) you propose make the Revise...**

I don't know - I am not a legal expert

**Your suggested revised wording of any policy or text:**

there should be some reassurances given to locals and communities regarding how the planners will police and control traffic so that safety pollution congestion and the "quiet amenity" that these communities enjoy can be properly and not superficially addressed

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**White, Lauren**

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**From:** The Coal Authority-Planning <[REDACTED]>  
**Sent:** 21 June 2021 08:01  
**To:** Planning Policy  
**Subject:** FW: [External] Regulation 19 Local Plan Consultation (18th June – 30th July 2021)

Dear Planning Strategy team

Thank you for your email below regarding the Regulation 19 Local Plan Consultation.

The Coal Authority is a non-departmental public body sponsored by the Department of Business, Energy & Industrial Strategy. As a statutory consultee, the Coal Authority has a duty to respond to planning applications and development plans in order to protect the public and the environment in mining areas.

As you are aware, Fareham Borough Council lies outside the defined coalfield and therefore the Coal Authority has no specific comments to make on your Local Plans / SPDs etc.

In the spirit of ensuring efficiency of resources and proportionality, it will not be necessary for the Council to provide the Coal Authority with any future drafts or updates to the emerging Plans. This letter can be used as evidence for the legal and procedural consultation requirements at examination, if necessary.

Kind regards

Deb Roberts

 The Coal Authority

[REDACTED]

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**From:** Planning Policy <[PlanningPolicy@fareham.gov.uk](mailto:PlanningPolicy@fareham.gov.uk)>  
**Sent:** 18 June 2021 13:35  
**Subject:** [External] Regulation 19 Local Plan Consultation (18th June – 30th July 2021)

**WARNING: This email originated outside of the Coal Authority. DO NOT CLICK any links or open any file attachments unless you recognise the sender and know the content is safe. Check the spelling of any email addresses carefully for anything unusual. If you are unsure please contact the ICT Service Desk for guidance.**

Dear Sir or Madam,

**Regulation 19 Local Plan Consultation (18<sup>th</sup> June – 30<sup>th</sup> July 2021)**

Fareham Borough Council is launching the next stage of its consultation on the Revised Publication Local Plan 2037. The Council is inviting comments on its Revised Publication Local Plan which it intends to submit to the Secretary of State for independent examination.

The Fareham Local Plan 2037 will replace the adopted Fareham Local Plan Parts 1 and 2. The Fareham Local Plan 2037 sets out the development strategy and policy framework for Fareham and once adopted, will be used to guide decisions on planning applications up to 2037.

The Revised Publication Local Plan, on which the Council is now consulting, includes the addition of further sites that have been identified for development in the Borough to meet increased housing and employment need, as well as amendments as a resulting from previous Regulation 19 responses. These changes are indicated using struck through text and with additional text in red. The Revised Publication Local Plan is accompanied by a revised policies map which shows the policy allocations and designations.

**Where to view the proposed submission documents:**

The Revised Publication Local Plan, the proposed submission documents and the relevant evidence base, including any documents which have been amended or updated since the Publication Local Plan consultation in late 2020 will be available for inspection from 18 June 2021 until 30 July 2021:

- a. on the Council’s website at <https://www.fareham.gov.uk/localplanconsultation>
- b. subject to Covid 19 restrictions, by prior appointment at the Fareham Borough Council Offices during office hours:

Office opening hours (excluding Bank Holidays) are:  
 Monday to Friday 8.45 a.m. to 5.15 p.m.

During this consultation the revised Publication Local Plan and paper copies of the survey will be available for viewing at the libraries below.

Location	Opening Times
Fareham Library Osborn Road Fareham PO16 7EN	Monday & Tuesday 9.30am to 4.30pm Wednesday & Thursday 9.30am to 1.30pm Friday 9.30am to 4.30pm Saturday 9.30am to 4pm Sunday - Closed
Portchester Library West Street Portchester PO16 9TX	Monday 9:30am to 5pm Tuesday – Closed Wednesday 9.30am to 1.30pm Thursday 9.30am to 5pm Friday - Closed Saturday 10am to 12 midday Sunday- Closed
Lockswood Library Lockswood Centre Locks Heath District Centre SO31 6DX	Monday – Closed Tuesday, Wednesday & Thursday 9.30am to 5pm Friday- Closed Saturday- 10am to 12 midday Sunday- Closed
Stubbington Library Stubbington Lane Stubbington PO14 2PP	Monday & Tuesday 9.30am to 5pm Wednesday & Thursday – Closed Friday 9.30am to 5pm Sat 10am to 12 midday Sunday- Closed
Gosport Discovery Centre High Street, Gosport PO12 1BT	Monday, Tuesday & Wednesday- 9.30am – 4.30pm Thursday - Closed

Friday - 9.30am to 4.30pm Saturday – 9.30am to 4pm Sunday- Closed
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### Period of publication for representations:

The Council will receive representations on the **revisions to** the Publication Plan for a six-week period which runs from **18 June 2021 until 11.59pm on 30 July 2021**. As set out in the Town and Country Planning (Local Planning) (England) Regulation 20 (2), **any representations must be received by the date specified**.

### How to make representations:

Representations can be made through the following means:

- Online: By using the Council's online response form at <https://www.fareham.gov.uk/localplanconsultation>
- Copies of the response form are available to download from the Council's website at: <https://www.fareham.gov.uk/localplanconsultation>. These can be emailed to [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk) or posted to the address below.
- Emailing your response to [planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)
- Paper copies of the response form are available upon request by telephoning 01329 824601 or from local libraries
- Paper copy response forms should be sent to the Consultation Team, Fareham Borough Council, Civic Offices, Civic Way, Fareham, PO16 7AZ and must be received within the six-week consultation period stated above.

### Content and structure of representations

Following the consultation period, the Revised Publication Local Plan will be submitted for examination by an independent Planning Inspector, appointed by the Secretary of State. The Inspector's role is to examine whether the submitted plan meets the tests of soundness (as defined in the National Planning Policy Framework paragraph 35) and meets all the relevant legislative requirements, including the duty to co-operate.

The Planning Inspector will consider representations made during this period of consultation **as well as representations made in respect of the Publication Local Plan during the previous period of consultation which took place from 16 November 2020 until 18 December 2020**. Therefore, you do not need to re-submit any comments you made during that consultation.

Any comments on the **Revised Publication Local Plan** should specify the matters to which they relate and the grounds on which they are made.

Only the following matters will be of concern to the Planning Inspector:

- **Legal Compliance** – does the plan meet the legal requirements for plan making as set out by planning and environmental laws?
- **Soundness** – has the plan been positively prepared, is it justified, effective, and consistent with national policy?
- **Meeting the Duty to Cooperate** – has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

### Request for further notification of Local Plan progress

When making a representation you can ask to be notified, at a specified address, of any of the following:

- Submission of the Revised Publication Local Plan to the Secretary of State for examination
- Publication of the recommendations of the Planning Inspector on behalf of the Secretary of State
- Adoption of the new Fareham Local Plan

It is important that the Planning Inspector and all participants in the examination process are able to know who has given feedback on the Revised Publication Local Plan. All comments received will therefore be submitted to the Secretary of State and considered as part of a public examination by the Inspector. In addition, all comments will be made public on the Council's website, including the names of those who submitted them. All other personal information will remain confidential and will be managed in line with the Council's Privacy Statement.

**The Examination Process**

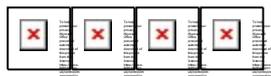
The examination is open to the public. Subject to the venue's seating availability and any Covid-19 restrictions, anyone can attend to listen to the discussions but there are strict rules which apply to those who wish to participate. If you wish to appear at the examination as a participant, such a request must be made as part of the representation on the Publication Plan. The right to appear and be heard by the Inspector at a hearing session is defined in the Planning and Compulsory Purchase Act 2004 section 20 (6).

In light of Covid-19 restrictions, the examination may take place virtually. Full details of how the examination will take place and how people can attend to listen will be provided.

Thank you for your interest in the future development of Fareham Borough.

Kind regards

Planning Strategy Team  
Fareham Borough Council  
01329824601



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## White, Lauren

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**From:** Stevens, Amy <[REDACTED]>  
**Sent:** 30 July 2021 16:26  
**To:** Planning Policy  
**Cc:** Stainer, Emma; Reid, Nicola; Box, Samantha; Stratton, Mark  
**Subject:** Representation from Coastal Partners on FBC Revised Local Plan 2037  
**Attachments:** FBC Revised Local Plan 2037 Consultation Response.docx

Good afternoon,

Coastal Partners wish to make a representation on the consultation received for Fareham Borough Council's Revised Local Plan 2037.

Please find attached our comments on site allocations and policies.

Coastal Partners also wish to remain informed of any progress made on the Local Plan.

Please do not hesitate to get in touch if you would like to discuss these points further.

Kind regards,  
Amy



Think before you print. Your privacy matters. Coastal Partners are working in partnership with four Local Authorities. Should you require information on privacy matters please go to the relevant website for more information: [Havant Borough Council](#) [Portsmouth City Council](#) [Fareham Borough Council](#) [Gosport Borough Council](#)

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# Fareham Borough Council - Revised Publication Local Plan

## Coastal Partners Response

### Site Allocations:

We have reviewed the proposed residential site allocations and have the following comments to make.

#### HA01 – North and South of Greenaway Lane, Warsash

Whilst the site is not predicted to be at risk from a 1:200 or 1:1000 year extreme tidal flood event until at least 2115, the southwest of the site lies in close proximity to the scheme area of the Hook Lake Coastal Management Study, currently being undertaken by Coastal Partners on behalf of Fareham Borough Council. Due to the scale of the site and its proposed development, Coastal Partners wish to be kept informed of any progress made on the site. Access and egress for the site may also be impacted by flood risk from 2025.

#### HA07 - Warsash Maritime Academy

The western side of the site is currently located within Flood Zones 2 and 3 according to the Environment Agency's flood map for planning.

For information, the present day 1:200 year extreme tidal flood level for Southampton Water is 3.1 mAOD, increasing to a predicted 4.2 mAOD by the year 2115, due to the effects of climate change. There for it is essential that climate change is taken into consideration when assessing flood risk at the site.

Currently the local plan site-specific requirements for Warsash Maritime Academy state that a 'flood risk assessment is required' and that 'development should avoid current flood zones 2 and 3'. This implies that only the existing mapped flood zones should be considered and does not leave scope for future versions or climate change.

Coastal Partners would recommend a wording change to avoid any ambiguity and ensure climate change is taken into consideration.

*'A flood risk assessment is required. Development should avoid Flood Zones 2 and 3 and the impacts of climate change should be taken into consideration. Appropriate measures should be put in place to manage flood risk and ensure safe access to the site or an area of safe refuge in times of flood. Such measures shall be retained and maintained thereafter throughout the lifetime of the development;'*

It should also be noted that the site is located in close proximity to the scheme area of the Hook Lake Coastal Management Study, currently being undertaken by Coastal Partners on behalf of Fareham Borough Council. Coastal Partners wish to be kept informed of any progress made on the site to determine any potential impacts on the project.

#### HA28 – 3-33 West Street, Portchester

The site is located within present day Flood Zones 2 & 3, therefore may be at risk from a 1:200 year (0.5% annual probability) extreme tidal flood event. A Flood Risk Assessment (FRA) will need to be submitted in support of any application for development of the site. Within this, we would expect to include:

- The sources of flooding which could affect the site, to include tidal, fluvial, groundwater and surface water flooding, along with the likelihood of each occurring;
- How flood risk at the site is predicted to increase with climate change and how this will be mitigated;
- Demonstration of safe access and egress routes for the site;
- The existing ground levels of the development site, the predicted tidal flood levels for the site area and evidence that the finished floor levels (FFLs) have been set with these in mind (all in metres above ordnance datum – mAOD);
- How the residual flood risk will be mitigated over the lifetime of the development, including the incorporation of flood resistance and resilience measures, where appropriate, and the preparation of a Flood Warning & Evacuation Plan, in accordance with advice from the Environment Agency.

#### HA43 – Corner of Station Road, Portchester

The site borders present day Flood Zones 2 & 3, whilst access and egress along Station Road and Hill Street are shown to lie partially within Flood Zones 2 and 3 and may be at risk from a 1:200 year (0.5% annual probability) extreme tidal flood event. The southeast of the site is shown to be increasingly affected by climate change from 2025. A Flood Risk Assessment (FRA) is recommended to be submitted in support of any application for development of the site.

Within this, we would expect to include:

- The sources of flooding which could affect the site, to include tidal, fluvial, groundwater and surface water flooding, along with the likelihood of each occurring;
- How flood risk at the site is predicted to increase with climate change and how this will be mitigated;
- Demonstration of safe access and egress routes for the site;
- The existing ground levels of the development site, the predicted tidal flood levels for the site area and evidence that the finished floor levels (FFLs) have been set with these in mind (all in metres above ordnance datum – mAOD);
- How the residual flood risk will be mitigated over the lifetime of the development, including the incorporation of flood resistance and resilience measures, where appropriate, and the preparation of a Flood Warning & Evacuation Plan, in accordance with advice from the Environment Agency.

#### HA44 – Ashton Court, Portchester

The site is located within present day Flood Zones 2 & 3, therefore may be at risk from a 1:200 year (0.5% annual probability) extreme tidal flood event. A Flood Risk Assessment (FRA) will need to be submitted in support of any application for development of the site. Within this, we would expect to include:

- The sources of flooding which could affect the site, to include tidal, fluvial, groundwater and surface water flooding, along with the likelihood of each occurring;
- How flood risk at the site is predicted to increase with climate change and how this will be mitigated;
- Demonstration of safe access and egress routes for the site;

- The existing ground levels of the development site, the predicted tidal flood levels for the site area and evidence that the finished floor levels (FFLs) have been set with these in mind (all in metres above ordnance datum – mAOD);
- How the residual flood risk will be mitigated over the lifetime of the development, including the incorporation of flood resistance and resilience measures, where appropriate, and the preparation of a Flood Warning & Evacuation Plan, in accordance with advice from the Environment Agency.

#### HA46 – 12 West Street, Portchester

The site is located within present day Flood Zones 2 & 3, therefore may be at risk from a 1:200 year (0.5% annual probability) extreme tidal flood event. A Flood Risk Assessment (FRA) will need to be submitted in support of any application for development of the site. Within this, we would expect to include:

- The sources of flooding which could affect the site, to include tidal, fluvial, groundwater and surface water flooding, along with the likelihood of each occurring;
- How flood risk at the site is predicted to increase with climate change and how this will be mitigated;
- Demonstration of safe access and egress routes for the site;
- The existing ground levels of the development site, the predicted tidal flood levels for the site area and evidence that the finished floor levels (FFLs) have been set with these in mind (all in metres above ordnance datum – mAOD);
- How the residual flood risk will be mitigated over the lifetime of the development, including the incorporation of flood resistance and resilience measures, where appropriate, and the preparation of a Flood Warning & Evacuation Plan, in accordance with advice from the Environment Agency.

#### Strategic Policy CC1: Climate Change

##### Paragraph 8.17

The local plan states that a Flood Risk Assessment (FRA) is required for all development within flood zone 2 and 3 which is in line with the NPPF. However, some sites may not be in current flood zone 2 or 3 but with climate change are indicated to be at risk as soon as 2025. Therefore it is recommended that *a FRA is required for all development within flood zone 2 and 3, or are shown to be within flood zone 2 or 3 as a result of climate change.*

##### Capital Schemes - Paragraph 8.22

The paragraph discusses the coastal defences from Portchester Castle to Port Solent and the Portchester to Paulsgrove scheme. The wording suggests that the scheme is currently in development which is misleading. The scheme relied heavily on the prospect that significant contributions to the detailed design and construction and despite intensive negotiations between Portsmouth City Council and the private developer, a mutually agreeable method for securing the contribution has not been identified. Without 3<sup>rd</sup> party contributions the planned scheme will not go ahead in its current form. We recommend that the text is altered to the following:

*Coastal Partners, in partnership with Portsmouth City Council, Fareham Brough Council, The Environment Agency and Quadrant Estates developed plans to reduce the risk of flooding along the coastal stretch from Portchester Castle and Port Solent. However, the scheme requires significant funding to proceed which at time of writing has not been identified. Fareham Borough Council and*

*Portsmouth City Council remain committed to trying to reduce flood and coastal erosion to the existing communities and will investigate alternative delivery models for the future.*

*If funding is identified future phases of the scheme, will also be necessary, as the current defences will be replaced as they reach the end of their useful life. Any future scheme is wholly reliant on government grant and 3<sup>rd</sup> party contributions. The aim of this work is to reduce the risk that is posed to existing development in these areas. However, it is important to note that the risk from flooding will not be removed entirely and a residual risk will remain. Further details about coastal defence is presented under Policy CC3 and on Coastal Partners website: [www.coastalpartners.org.uk/project/portchester-to-paulsgrove](http://www.coastalpartners.org.uk/project/portchester-to-paulsgrove).*

#### Eastern Solent Coastal Partnership

The local plan refers to the Eastern Solent Coastal Partnership (ESCP) throughout the local plan and in particular the Climate Change policy section. The ESCP rebranded in 2020 to Coastal Partners and therefore all references to the ESCP should be changed to Coastal Partners (CP).

#### Paragraph 8.28

Eastern Solent Coastal Partnership (ESCP) should be changed to Coastal Partners (CP).

The map shown as Figure 8.1 is now out of date. Below is a newer version which should be used instead. Please contact [coastal.team@havant.gov.uk](mailto:coastal.team@havant.gov.uk) if you would like the original file.



#### Paragraph 8.43

It is suggested the wording is changed to mirror that previously suggested.

*Coastal Partners, in partnership with Portsmouth City Council, Fareham Brough Council, The Environment Agency and Quadrant Estates developed plans to reduce the risk of flooding along the*

*coastal stretch from Portchester Castle and Port Solent. However, the scheme requires significant funding to proceed which at time of writing has not been identified. Fareham Borough Council and Portsmouth City Council remain committed to trying to reduce flood and coastal erosion to the existing communities and will investigate alternative delivery models for the future.*

#### Paragraph 8.44

Eastern Solent Coastal Partnership (ESCP) should be changed to Coastal Partners (CP).

The following wording change is suggested 'Even if schemes are delivered, a residual risk of flooding in these areas will always remain. *Therefore it is important that flood and erosion risk management is taken into consideration where necessary*'.

**Respondent details:**

Title:	Mr
First Name:	David
Last Name:	Cockshoot
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[REDACTED]
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Flexible Development Edge: The proposal shows that it is recognised that a wildlife corridor between the river Meon (Titchfield Haven) and the river Alver (country park) is needed and I welcome that. However, the boundary of the Developable Area has not been fixed and is subject to Master Planning. I consider this to be a risky proposition since it is more than likely that a developer will be given an inch but take a mile (literally) unless our planning group is very vigilant and prevents this from happening. I therefore consider this aspect of the plan unsound - some margin needs to be defined in metres rather than a flexible edge so we can all be sure what is really going to happen. Traffic Access: The plan shows three access points to the new development, two onto Longfield Avenue and one on to Peak Lane. If 1,250 homes are built we can anticipate at least an extra 2,500 vehicles travelling to and from the new homes and those extra numbers will add to whatever traffic there is on Peak Lane and Longfield Avenue. Certainly, the new Stubbington bypass should remove through traffic from those two roads but unless a study is carried out to calculate what the additional traffic from the new development will impose, how can the plan be regarded as "sound"? There needs to be consideration of how those vehicles will travel from the new development West towards Southampton or East towards Portsmouth. It seems likely that Longfield Avenue will at times be grossly overloaded and junctions with Newgate Lane and Hollam Drive/A27 will have unacceptable queues several times a day. Once the development is complete the Council will have lost any leverage to get the developer to pay for additional traffic mitigation measures and the time to decide on the changes needed is now during the planning phase. It may be that traffic controls (traffic lights) or additional roundabouts are needed or even a direct route to the Stubbington bypass from the new development. Trees, hedges and footpaths: I am very glad to see that the edges of the development where there are mature trees and hedges will be retained and that the pathway round the entire site will be preserved.

**What modification(s) is necessary to make the Revised Pub...**

1. Fully defined boundary for the edge of the developable area
2. In depth traffic study and the results leading to a plan to mitigate the effect of a large increase in traffic to/from existing saturated roads

**How would the modification(s) you propose make the Revise...**

1. The plan would be workable rather than reliant on constant monitoring of the fuzzy edge proposed
2. Consideration would have been given (demonstrated) as to the traffic being added to the existing local roads

**Your suggested revised wording of any policy or text:**

1. Removal of the Flexible Development edge and its replacement with a defined boundary (which could have a tolerance on it expressed in metres) 2. Commitment to a full traffic analysis of the situation likely to occur when the development is habited and to any essential road improvements needed.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Mrs
First Name:	R
Last Name:	Coffin
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The proposed development of 550 houses on HA56 is excessive for the location. There is already a proposal HA4 for 350 houses on the east side of Downend Road with access via Downend Road and planning permission for this site has been rejected twice as Downend Road and the narrow railway bridge have been shown to be inadequate for the additional traffic. This equally applies to the land to the west of Downend Road. A total of 900 houses, across the two sites, would lead to an excessive amount of vehicles attempting to use the Downend Road railway bridge which cannot safely cope with this amount of traffic plus pedestrians and cyclists. This traffic would also feed into the existing congestion on the A27 and add to the air pollution in the area. There is no provision for a doctors surgery and access to primary care is already under severe pressure in the area.

**What modification(s) is necessary to make the Revised Pub...**

This land is in an area which is inappropriate for development without substantial upgrading of the local infrastructure.

**How would the modification(s) you propose make the Revise...**

See above

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Edwin
Last Name:	Cooke
Job Title: (where relevant)	Retired
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

The proposed development of land South of Longfield Avenue severely encroaches on the green lung separating Fareham from Stubbington. This and all land comprising this green area should be ring fenced against all future development. The need to find space for new housing is accepted, but not to the detriment of the existing community. There is a lot of dis-used MOD land in the area which could be brought into use as they are never likely to need these sites (some may be within the Gosport area, but could be purchased by FBC.)

**What modification(s) is necessary to make the Revised Pub...**

Removal of housing provision in the Stubbington/ Fareham lung

**How would the modification(s) you propose make the Revise...**

Alternative sites need to be found to make up the shortfall, ie MOD surplus land.

**Your suggested revised wording of any policy or text:**

To preserve the existing green lung for the benefit of the community for both health and recreation.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To express the widely held retention of the green lung spaces

---

**Respondent details:**

Title:	Ms
First Name:	Janet
Last Name:	Cooke
Job Title: (where relevant)	Nurse
Organisation: (where relevant)	Nhs
Address:	
Postcode:	
Telephone Number:	
Email Address:	

---

**1) Paragraph: Viability Assessment**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## **Please provide details you have to support your answers a...**

building proposals include plans to urbanise a village by cramming all green spaces with small average homes with little parking and restricted estate access points. There are little or no plan for increasing supporting infrastructure like village/ shops parking, more doctors, insufficient school places and feeding roads and paths to transport links. Water services are already over stretched to manage its waste safely. I feel the environment land and sea pollution Impact will be devastating. Warsash residents concerns regarding to disproportionate development of Warsash proposals appear to have been glossed over : Reg 19 Statement of consultation. Since 2017 residents' concerns have not been considered regardless of protest marches, deputations and objections raised. For example, a petition against the various versions of draft plans, despite exceeding the prerequisite number of signatures needed to trigger a Full Council meeting debate, such debate was refused. It is discriminatory that community-generated evidence carries less weight than that provided by Developers consultants. E.g. regarding previous use of land in Nitrate budget calculations similarly with traffic survey results captured by residents and Community Speedwatch teams. The Publication Plan Introduction Page 1 Para. 1.5 specifies that representations should focus solely on "Tests of Soundness" but is contradictory to FBC's guidance in Fareham Today which includes the additional areas of "Legal Compliance" and "Duty to Cooperate" This is misleading and confusing to members of the public wishing to provide commentary. Despite having protected designated sites in our waters which skirt the whole of Fareham Borough, Southern Water has very recently been fined a record £90m for deliberately dumping billions of litres of raw sewage into the sea. The offences were discovered as part of the Environment Agency's largest ever criminal investigation which found raw sewage had been diverted away from treatment works and into the environment. Until this activity is addressed the unfavourable status of the Solent will continue to deteriorate and these policies will be unachievable. Village traffic impact : 7 new accesses onto the already very busy Brook Lane and Lockswood Road, as well as one additional access at Brook Lane, via 4 entry points from Greenaway Lane. The position and proximity of these access points will be a recipe for serious gridlock and accident black spots. Anguish for all villagers and the proposed new residents. ansport plan does not include an analysis of streets where the majority of the houses are proposed. Why, when there are 830 new dwellings proposed, hasn't more consideration been given to the transport assessment. With an average of 2 cars per dwelling, an additional 1660 vehicles will be on local roads and there is no reference for the mitigation required to reduce congestion by 2037. Hampshire as well as Hampshire County Council have recognised that there is a climate change emergency. CPRE Hampshire believes it is therefore imperative that the local plans set ambitious targets and action plans with accountabilities for achievement in the reduction in carbon emissions that are measurable and reported on annually. Development must only be permitted where, after taking account of other relevant local plan policies, it maximises the potential for generating renewable energy and is designed to reduce energy consumption as much as possible. The location of development needs also to recognise the need to minimise emissions from transport. These requirements should be made clear to all applicants for planning approval." Education Para 10.27 Infrastructure Delivery Plan Table 6 calls for section 106 provisions of additional Early Years Foundation Provision (EYP) within the Western Wards however HA1 does not indicate the placement of a nursery or pre-school within the development area. Where is the child placement contribution to be allocated as the IDP calls for the addition of 100 placements whereas there are over 1000 new dwellings being proposed for the Warsash area alone. Healthcare Para 10.26 Infrastructure Delivery Plan calls for the expansion of health care provision ( critical prioritisation) through GP locations in the Western Wards but neither HA1 Warsash practices has scope to expand so wouldn't cope with a growth list. The plan only proposes building alterations to Whiteley surgery and depends on the successful replacement of retiring GPs. This is not a Sound approach taking into consideration that HA1 alone will bring an additional 830 dwellings.. Complies with Duty to Cooperate: Housing Need Methodology Para 4.6 In agreeing to take up a shortfall in homes of 900 from Portsmouth, Fareham Council are taking a risk as we await the government's response to last year's consultation on the planning white paper, Planning for the Future, which proposes a key changes to remove the duty to cooperate and potentially removing the 5 year land supply. The proposed over development so closed to areas of outstanding natural beauty and protected habitats is not acceptable and repeated calls by residents to have this policy reviewed as been ignored. Clearly the building companies and their partners stand to make a lot of money since Warsash until now because of its surroundings green areas is a desirable area to live in - such urbanisation threatens the integrity of village life and the future viability of its sensitive protected environments I object to multiple small homes being crammed in the proposed development plots scattered between Brook Lane, lockswood Rd, Peters Rd and Warsash Rd

## **What modification(s) is necessary to make the Revised Pub...**

Fewer larger plot homes built inclusive of renewable energy features with large green gardens, and green spaces between plots

## **How would the modification(s) you propose make the Revise...**

Reduced environmental impact, as less people living in the same space, producing less waste and environmental impact

**Your suggested revised wording of any policy or text:**

Scrap the unfair over development in Warsash, rethink the plan and build homes which seek to preserve Village integrity and minimise environmental impact. The wording is down to those who are paid via Council taxes to represent the Warsash residents fighting for their Village, views and values. It is not the job of myself as a NHS Nurse to produce technical wording .., it's my job to work in patient care and the councils job to support its residents. High volume Low cost housing should be built in non sensitive, lower land cost areas of the borough

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

## PERSONAL DETAILS

### Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mrs

First Name:

PATRICIA

Last Name:

COPE

Job Title: (where relevant)

retired.

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:



A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                      Go to B1c
- A new housing allocation site      Go to B1d
- The evidence base                      Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

\_\_\_\_\_

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

\_\_\_\_\_

B1c Which part of the Policies Map ?

550 West of Downend Road.

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

\_\_\_\_\_

B1e Which new or revised evidence base document ? E.g. Viability Assessment

\_\_\_\_\_

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/> 550
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

The site marked 'school' on 550 is over an old quarry, which according to Ordnance Survey still appears on modern maps as a circular distortion of contours. There was a small cottage in the quarry, but infill took place some time after 1970. I remember numbers of pale planks, as used with scaffolding, being tipped into it, the whole process looking rather casual. The whole area was then grassed over to look like a meadow.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

*A thorough investigation of that area is needed to assess stability.*

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

## White, Lauren

---

**From:** Caroline Dibden <[REDACTED]>  
**Sent:** 29 July 2021 16:38  
**To:** Planning Policy  
**Subject:** CPRE Hampshire consultation response  
**Attachments:** CPREH\_Revised Submission Fareham Local Plan 2037\_Jul21.pdf; Appendix A - CPREH\_Submission Fareham Local Plan 2037\_Dec2020.pdf; Appendix B - OSR Review Letter from Ed Humpherson OSR to Jonathan Athow ONS\_10May2021.pdf; Appendix C - OSR Review of Population Estimates and Projections Produced by the ONS\_May2021.pdf

Dear Planning Policy,

Please find attached our comments (plus 3 Appendices) on the Revised Version of the Fareham Local Plan 2037.

Caroline Dibden  
Vice President



[Join us](#) - The most effective way for you to help protect the countryside is to [become a member of CPRE](#)  
[Sign up for our E-newsletter](#) and [read our latest news](#)



Winnall Community Centre, Garbett Road, Winchester, Hants. SO23 0NY  
Registered Charity No: 1164410

15<sup>th</sup> December 2020

FAO: [planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)

**Fareham Local Plan 2037 Publication**  
**Regulation 19 Consultation**

Dear Sirs,

Please find attached comments from CPRE Hampshire regarding the Regulation 19 Fareham Local Plan 2037 consultation.

Firstly, a general point; CPRE Hampshire is extremely pleased to see that Fareham BC have approached their new Local Plan from a landscape-based perspective, a process which we wholly support. Furthermore, we fully endorse Fareham BC's inclusion of a Climate Change policy, which must underpin all other policies and spatial planning.

Furthermore, we are pleased to see that Fareham have adopted housing numbers based on the latest available housing projections from the ONS, the 2018-based projections, which show a considerable reduction in estimated local need.

However, we remain disappointed that there seems to be no mention of a potential new South Hampshire **Green Belt** in the Reg 19 consultation. In an earlier consultation by Fareham BC in July 2019, there were a number of mentions of this option, notably in Section 10c regarding the Meon Valley, where it said "The Council will also be working with PUSH to consider the potential for greenbelt land across local authority areas, and there could be scope for this area to become part of a South Hampshire greenbelt." As CPRE Hampshire has long campaigned for a sub-regional area of restraint in order to encourage urban regeneration and prevent sprawl, this was very much welcomed. Sadly, this does not seem to have been included in the Reg 19 document, and we consider its exclusion to be a significant wasted opportunity, as the NPPF allows local authorities to designate Green Belt as part of the Local Plan process. It has been agreed that the PfSH authorities are to consider a new Green Belt as part of their forthcoming Statement of Common Ground and we would have hoped to see Fareham BC leading the way.

CPRE Hampshire has completed Response forms for individual policies which are attached below this letter, but in summary our headline comments are as follows:

### **Development Strategy**

**Strategic Policy DS1 Development in the Countryside:** CPRE Hampshire agrees with these principles but notes that a South Hampshire Green Belt could aid considerably in achieving these goals.

**Strategic Policy DS2 Strategic Gaps:** We note the decision to re-define strategic gaps (the Meon and Fareham-Stubbington gaps) and suggest that a new Green Belt could achieve this. An area could easily be defined to encompass the Meon Valley, which could link to an area of larger Green Belt to the north of the Borough in Winchester District.

**Strategic Policy DS3 Areas of Special Landscape Quality:** CPRE Hampshire agree with Fareham BC's analysis of the Borough's varied landscapes and supports any intention to define them as Areas of Special Landscape Quality, illustrated in Figure 3.3. However, CPRE Hampshire suggests that some of these could be further protected if they also formed part of a wider South Hampshire Green Belt, in particular the Upper Hamble Valley, the Meon Valley, the Forest of Bere and Portsdown Hill.

## Climate Change

**Strategic Policy CC1 Climate Change:** CPRE Hampshire believes that one of the most fundamental ways of combating the likelihood of adverse climate change, is to plan development where it can use better public transport and be less reliant on the car. The aspirations in Policy CC1 are more about how development can respond to climate change, and rather less about how spatial planning of future development can help prevent it. We consider that this is a missed opportunity. However, we feel that Criterion a) does not go far enough. According to Camilla Ween, Harvard Loeb Fellow, speaking on behalf of Transport for New Homes “Transport is responsible for about 26% of greenhouse gas emissions, much arising from personal car journeys. Our society will not be able to achieve the UN goals if we do not change the way we travel; that means we need to create new communities that are NOT car dependent. That means careful consideration of where new development is located, as well as how we design new communities, for example, places that are well connected with high quality public realm and movement infrastructure that encourage people to want to move to a car-free lifestyle.” It must be a fundamental tenet of the Fareham Local Plan that NO development should be permitted that relies on the car as its main means of access.

Nothing less than a drastic change to spatial strategy and a move away from South Hampshire’s historic pattern of sprawling suburbs will enable any meaningful contribution to the fight against adverse climate change. We owe it to future generations to do our utmost to shift patterns of behaviour that have become entrenched with the use of the private car. Even electric cars will not solve many of these issues as they still leave residues from tyres and fluids and are unsustainable in terms of battery manufacture. The adoption of a South Hampshire Green Belt would assist this by encouraging urban redevelopment, and preventing sprawl into the countryside where modal change to walking, cycling and public transport is very much more difficult to achieve.

## Housing

**Policy H1 Housing:** CPRE Hampshire recognises that the current guidance from MHCLG requires the calculation of local housing need (LHN) based on figures from the 2014-based household projections, although a recent MHCLG consultation suggested a new methodology. Whatever the methodology, CPRE Hampshire supports Fareham BC in using the most up-to-date household figures based on the 2018-based projections. We also welcome the removal of Policy HA2 from the Reg 19 Local Plan.

**Policy HA1 Warsash:** CPRE Hampshire does not believe that the proposed development around Warsash can be considered truly sustainable, reliant as it is on the car as the main means of transport. We are concerned about the lack of a masterplan and believe the proposed framework does not fulfil a place making function.

**Policy HP4 Five-Year Housing Land Supply:** CPRE Hampshire has significant concerns about the unintended consequences of this policy, specifically its linkage with DS1, and believe that it may lead to site selection looking outside the Urban Area in the first instance.

**Policy HP6 Exception Sites:** The potentially inadvertent use of the word OR in Criterion c) could allow significantly large exception sites to be allowed, as long as they remain below the threshold of 5% of the size of the adjacent settlement. There should be a fixed upper limit.

## Natural Environment

**Strategic Policy NE1 Protection of Nature Conservation, Biodiversity and the Local Ecological Network:** CPRE Hampshire supports the use of ecological network mapping to conserve nature and protect biodiversity and as a tool for influencing spatial planning.

**Policy NE2 Biodiversity Net Gain:** CPRE Hampshire supports the requirements for 10% biodiversity net gain on all development.

**Policy NE4 Water Quality effects on the SPAs, SACs and Ramsar sites of the Solent:** CPRE Hampshire understands there is an outstanding judicial process underway regarding the effectiveness of Fareham BC’s proposals for mitigating nitrate and other pollutants on the Solent and other protected waterways. At this point, CPRE Hampshire is therefore unable to endorse the proposed policy until the legal issues have been resolved.

**Policy NE6 Trees, Woodlands and Hedgerows:** CPRE Hampshire agrees with any policy that supports the preservation or enhancement of trees, woodlands and hedgerows.

**Policy NE8 Air Quality:** CPRE Hampshire supports the requirements for air quality improvement but considers more could be achieved if development were only to be permitted in locations around mass public transport hubs, rather than being car dependent.

**Policy NE9 Green Infrastructure:** CPRE Hampshire agrees that green infrastructure is important to the wider ecological network and to the health and wellbeing of residents but suggests that it would be better protected in perpetuity were it to be formalised as part of a new Green Belt.

## **Transport and Other Infrastructure**

**Strategic Policy TIN1 Sustainable Transport:** CPRE Hampshire recognises that Fareham BC aspire to have 'good growth' with existing and proposed transport corridors influencing choice of development, but we feel the policy does not go far enough. The Council should feel empowered to reject development which is not already located around, or can provide, public mass transit hubs, in particular the rail network.

The principles of development and transport as set out in the Transport for New Homes checklist should be followed - <https://www.transportfornewhomes.org.uk/the-project/checklist-for-new-housing-developments/>.

## **Design**

**Strategic Policy D1 High Quality Design and Placemaking:** The design quality of future developments starts with overall masterplanning and landscape context as well as specific building details. Fareham has seen a proliferation of poorly designed car dependant nondescript developments over recent years, and it is critical that major improvements are made for the future.

Yours faithfully,

Caroline Dibden

Vice-President  
CPRE Hampshire



A1 Is an Agent appointed:

**No, an agent is not appointed**

A2 Please provide your details below:

Title:

**Mrs**

First Name:

**Caroline**

Last Name:

**Dibden**

Job Title:

**Vice-President**

Organisation:

**CPRE Hampshire, the countryside charity**

Address:



Telephone:

Email Address:

## POLICY DS1: Development in the Countryside

B1 Which part of the Local Plan is this representation about?

- |          |                  |           |
|----------|------------------|-----------|
| <b>X</b> | A paragraph      | Go to B1a |
| <b>X</b> | A policy         | Go to B1b |
| <b>X</b> | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 3.29 – 3.36**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Strategic Policy DS1: Development in the Countryside**

B1c Which part of the Policies Map?

**Areas of Special Landscape Quality and Strategic Gaps**

- a) East of Welborne,**
- b) the Strategic Gap along the Meon, and**
- c) to the north-west of the borough.**

2	Do you think the Publication Local Plan is:	Yes	No
	Legally compliant	<b>YES</b>	
	Sound		<b>NO</b>
	Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire STRONGLY SUPPORTS the overall approach taken by Fareham BC in the Fareham Local Plan 2037 for a spatial strategy based on countryside, which is justified as it is in accordance with the aspirations as set out in the NPPF for development to be brownfield first, and for countryside to be protected for its intrinsic value and beauty, and for protection of Best and Most Versatile agricultural land. It is also supported by the Government's 25-year Environment Plan and for the recommendations as set out by the Climate Change Committee.

Furthermore, CPRE Hampshire SUPPORTS the Vision for the Fareham Local Plan 2037 which states that Fareham BC seek to retain its identity, and the identity of individual settlements within the Borough, through measures that seek to retain the valued landscapes and settlement definition.

We also SUPPORT Strategic Priority 2 which seeks to maximise development in the urban area and away from the wider countryside, valued landscapes and those of special quality and spaces that contribute to settlement definition.

CPRE Hampshire believes that the Vision and Strategic Priority 2 would both be better achieved if a new Green Belt was designated, due to its permanence and effectiveness. We submitted to Fareham BC and to PFSH a report by NEF Consulting on the potential socio-economic and environmental benefits of a Green Belt: <https://www.cprehampshire.org.uk/our-campaigns/south-hampshire-green-belt/>. This demonstrates the considerable financial benefits as well as to health and wellbeing, climate change and natural capital of protecting the green space near to population centres, in perpetuity, something that only Green Belt is designed to achieve.

Looking at the specific policy wording, CPRE Hampshire believes that criterion (e) of **Policy DS1** is unsound, specifically in the way it permits development in the countryside that is compliant with Policies **HP4, HP5 and HP6**. Permissions that might be compliant with these policies appear to be in direct contradiction with the other criteria in **Policy DS1**, and the policy is therefore internally inconsistent.

**HP4** relates to the Five Year Housing Supply (5YHLS) and allows residential development outside the urban area boundary where the Council is unable to demonstrate a 5YHLS. It is believed that the Government intends to remove 5YHLS test in the planning reforms, so this policy may be redundant and should be reworded to future proof its deletion. However, that notwithstanding, the main problem is that the wording of Policy HP4 and its linkage with **DS1** could unintentionally lead to countryside locations taking priority over alternative, more sustainable, urban or brownfield locations.

**HP5** relates to the provision of affordable housing on sites of 10 or more, and its linkage to **DS1** could unintentionally suggest that Fareham BC accepts in principle the development of ANY affordable housing site outside the urban area boundary. The risk is that the linkage could potentially enable large scale housing development in the countryside as long as it could be demonstrated that 40% affordable housing would be achieved.

**HP6** relates to small rural affordable housing exception sites, and whilst CPRE Hampshire supports the provision of rural affordable housing, the concern is that the linkage with **DS1** could inadvertently lead to a series of separate applications which in combination amount to significant levels of development in the countryside. The cumulative impact on the separation of settlements resulting from a number of sites each individually sub- 1 hectare or <5% of the adjacent settlement must be considered, but at the moment the policy has no mechanism for dealing with this potential eventuality. See separate comments on **Policy HP6** as regards the use of the word *OR*.

CPRE Hampshire SUPPORTS criteria i) to v) of **Policy DS1** and believe they provide a sound underpinning of the principles aspired to by Fareham BC.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Fareham BC should look at the areal extent of a possible South Hampshire Green Belt as part of this Local Plan, as it has been confirmed by Leader Cllr Woodward that they wish to see such a designation to protect the countryside and gaps.

Remove the linkage of **Policies HP4, HP5 and HP6** with **Policy DS1**.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

Including a proposed South Hampshire Green Belt would be in accordance with the aspirations as set out by the Council in council meetings, PFSH meetings and in press releases.

Removing the linkage of **Policies HP4, HP5 and HP6** with **Policy DS1** would remove the internal inconsistency by removing the possibility of inadvertent development in the countryside.

B4c Your suggested revised wording of any policy or text:

Remove the linkage of **Policies HP4, HP5 and HP6** from Policy **S1 (e)**.

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire, the countryside charity, has long campaigned for Local Plans to take the countryside into account when devising spatial development strategy, and we would like to appear at the Hearings to support Fareham BC in choosing this approach. Our expertise lies in spatial strategy and reconciling development requirements with the environmental constraints of countryside, and its uses and purposes.

**POLICY DS2: Development in Strategic Gaps**

B1 Which part of the Local Plan is this representation about?

<b>X</b>	A paragraph	Go to B1a
<b>X</b>	A policy	Go to B1b
	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 3.43 to 3.46, Para 3.10**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Strategic Policy DS2: Development in Strategic Gaps**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC to designate strategic gaps between Fareham / Stubbington and the Western Wards (Meon Gap) and between Fareham / Bridgemarky and Stubbington / Lee-on-the-Solent (Fareham- Stubbington Strategic Gap). However, a study carried out on behalf of CPRE Hampshire in January 2019, by consultants West Waddy, showed that historically strategic gaps in South Hampshire have failed to adequately prevent coalescence of settlements. This report was shared with Fareham BC as a member of the Partnership for South Hampshire, and can be submitted as part of our evidence on this matter to the examination hearings.

“An Assessment of the Effectiveness of Settlement Gap Policies in South Hampshire in preventing Urban Sprawl & the Coalescence of Settlements” – January 2019, West Waddy.

The conclusions show that through appeals and permissions the gaps designated in South Hampshire (including Fareham) have been significantly reduced over time, and are thus an ineffective policy and thus unsound. Para 3.10 confirms that this has been the case in Fareham.

The findings of this report show that “In the national context, South Hampshire is fairly unique among the large urban areas in England in having no designated Green Belt, with reliance instead being placed upon Gaps designated in Local Plans to prevent the coalescence of settlements.”

Furthermore “given the major urban extensions currently being proposed and the past history of erosion of Gaps through subsequent permissions being granted, a strong argument can be made that the current Gap policies across the sub-region are failing in their remit to prevent coalescence and sprawl, which is ultimately likely to lead to currently separate settlements forming one large South Hampshire conurbation and expanding out into the adjoining areas of countryside. The exceptional circumstances therefore exist to demonstrate that a new stronger policy backed by explicit Government advice is needed to prevent this happening and the tool for this is a Green Belt, which is already in use around most large urban areas in England. South Hampshire is the exception in having no such designation.”

CPRE Hampshire has submitted to Fareham BC and to PFSH a report by NEF Consulting on the potential socio-economic and environmental benefits of a Green Belt: <https://www.cprehampshire.org.uk/our-campaigns/south-hampshire-green-belt/>

Notwithstanding the above comments regarding a new Green Belt, CPRE Hampshire SUPPORTS the removal of the earlier proposed Strategic Growth Area SGA, previously entitled HA2 (in the Reg 18 consultation version) from the now proposed Fareham-Stubbington Strategic Gap. The previous inclusion of the SGA was clearly subject to objections by neighbouring Gosport BC, which would have undermined any Duty to Co-operate and thus soundness. It was also objected to by many CPRE members and is therefore of concern to us.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Fareham BC should look at the areal extent of a possible South Hampshire Green Belt as part of this Local Plan, as it has been confirmed by Leader Cllr Woodward that they wish to see such a designation to protect the gaps between settlements.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

Including a proposed South Hampshire Green Belt would be in accordance with the aspirations as set out by the Council in council meetings, PFSH meetings and in press releases, and would lead to a much more rigorous policy to prevent coalescence which is Fareham BC’s stated aim.

A need for a South Hampshire Green Belt was confirmed by Cllr Woodward in the Fareham BC Executive Committee at 6pm on Monday 7<sup>th</sup> December 2020. Its omission from the Reg 19 Local Plan consultation is thus not in accordance from the council’s own publicly announced policy.

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

YES Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire, the countryside charity, has long campaigned for a new South Hampshire Green Belt, and we would like to appear at the Hearings to further explain our justification and why Fareham merits the exceptional circumstances required to designate a new Green Belt. We have a petition which has been signed by nearly 15,000 people asking Fareham BC (alongside Eastleigh BC, Winchester CC and Test Valley BC) to designate a Green Belt as part of its Local Plan process.

## POLICY DS3: Landscape

B1 Which part of the Local Plan is this representation about?

- |                                     |                  |           |
|-------------------------------------|------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph      | Go to B1a |
| <input checked="" type="checkbox"/> | A policy         | Go to B1b |
| <input checked="" type="checkbox"/> | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 3.48 to 3.58**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Strategic Policy DS3: Landscape**

B1c Which part of the Policies Map?

**All Areas of Special Landscape Quality**

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound	<b>YES</b>	
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE fully SUPPORTS the approach taken by Fareham BC in respect of analysing and including Areas of Special Landscape Quality as part of its development strategy and as Strategic Policy S3. This is in accordance with the aspirations outlined in the NPPF to value landscape for its intrinsic character and beauty of the countryside, as outlined in NPPF Para 170 a) and b).

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire, the countryside charity, has long campaigned for Local Plans to take landscape into account when devising spatial development strategy, and we would like to appear at the Hearings to support Fareham BC in choosing this approach. Our expertise lies in spatial strategy and reconciling development requirements with the environmental constraints of, and impacts upon, the wider landscape.

# POLICY H1: Housing Provision

B1 Which part of the Local Plan is this representation about?

- |                                     |                  |           |
|-------------------------------------|------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph      | Go to B1a |
| <input checked="" type="checkbox"/> | A policy         | Go to B1b |
| <input type="checkbox"/>            | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 4.1 to 4.20**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Strategic Policy H1: Housing Provision**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

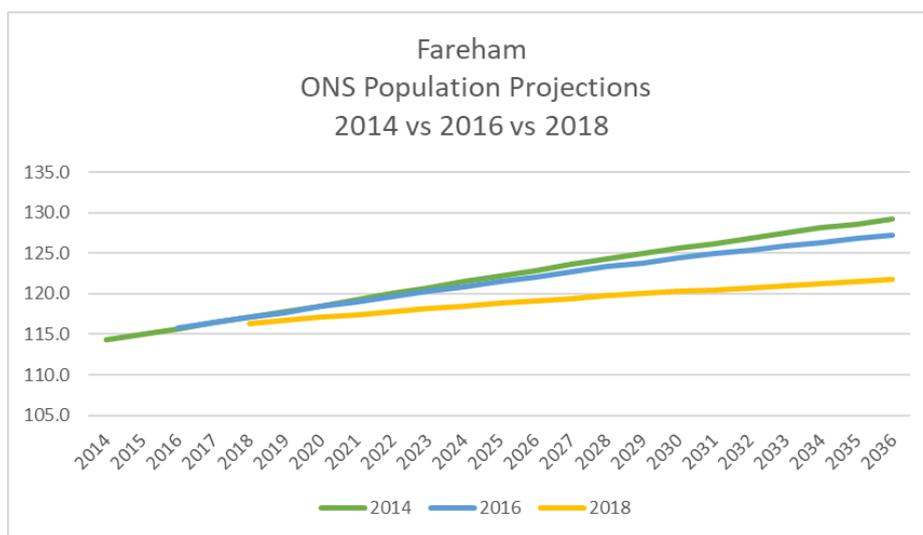
B3 Please provide details you have to support your answers above

The approach taken by Fareham BC to calculating housing need for this Reg 19 version is based upon the MHCLG consultation on a new standard method in August 2020, which showed Fareham’s housing need to be lower (403 dpa) than using the previous standard method (514 dpa). CPRE Hampshire SUPPORTS the use of the latest base data on household projections (the 2018-based projections from the ONS) as it conforms with Para 31 of the NPPF “The preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals.”

As can be seen from the graph below, the most up-to-date population projections (in 000’s) for Fareham evidences the trend towards a lower requirement, and this would translate into a lower household projection. The impact of Covid-19, and corresponding economic fallout, on migration patterns will remain unclear for some time, and it is therefore sensible to use a cautious approach to planning and development.

However, for Fareham to agree to take unmet need from Portsmouth is premature, predating as it does the revised statement of common ground from PFSH, and therefore Policy H1 is unsound.

It is also clear that there remains a significant reliance on delivery of housing at Welborne, which is subject to a separate plan. Delays to infrastructure finding at Welborne could have an impact on Fareham’s overall strategy for delivery of its housing needs in the plan period.



B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Remove the requirement to take housing from Portsmouth CC.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a recognised authoritative voice on Hampshire’s housing numbers, the standard methodology and has been involved in this aspect of Fareham’s Local Plans since the time of the South East Plan in 2005, and the formation of PfSH (Partnership for South Hampshire).

CPRE Hampshire is part of an expert group in the National CPRE network on housing numbers, and would like to appear at the hearing sessions to SUPPORT the use of the most up-to-date household projections.

## POLICY HA1: North and South of Greenaway Lane, Warsash

B1 Which part of the Local Plan is this representation about?

- |                                     |                  |           |
|-------------------------------------|------------------|-----------|
| <input type="checkbox"/>            | A paragraph      | Go to B1a |
| <input checked="" type="checkbox"/> | A policy         | Go to B1b |
| <input checked="" type="checkbox"/> | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Housing Allocation Policy: HA1 North and South of Greenaway Lane, Warsash**

B1c Which part of the Policies Map?

**Figure 4.1**

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire has significant concerns about the piecemeal development already seen, and proposed, in the Warsash area. Population growth in the 10 years 2009-2019 has reached 9% in Warsash and the western wards, while Fareham itself has only grown by 4%. As Warsash has no access to the rail network, this pattern of development could not be considered sustainable. It therefore fails the soundness tests.

An indicative framework as shown in Figure 4.1, but this does not meet the requirements for a masterplan, and it is not adequate for long-term planning to integrate the various separate sites and applications by a series of different developers. Policy HA1 will fail to meet any government aspirations for placemaking as set out in the NPPF Chapter 12, Paras 124 to 130, and is therefore unsound.

Para 124 of the NPPF states “The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”

Para 125 of the NPPF states “Design policies should be developed with local communities, so they reflect local aspirations, and are grounded in an understanding and evaluation of each area’s defining characteristics.” It is apparent from discussion with CPRE Hampshire members that there has not, to date, been any meaningful involvement of local communities.

It is clear that the settlement policy boundaries have been moved to accommodate the applications pending for Warsash. This is not consistent with a plan-led approach but is simply reactive to a developer-led situation, and takes no account of the area’s defining features.

**B4a** What modification(s) is necessary to make the Local Plan legally compliant or sound?

More analysis of the sustainability criteria for the overall development strategy, such as access to public transport is required before sites such as HA1 are confirmed. Has every opportunity for brownfield development around rail networks been ruled out?

Much more consultation with the local community is required before the proposed HA1 framework meets NPPF prerequisites.

**B4b** How would the modification(s) you propose make the Local Plan legally compliant or sound?

**B4c** Your suggested revised wording of any policy or text:

**B5** If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

**B5a** Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire, the countryside charity, has worked for some years with local campaign group Save Warsash and the Western Wards, and a number of our members will be affected by the proposals for such a large allocation of housing to one small settlement. We would like to take part in the hearing sessions to represent their concerns for initial choice of an unsustainable site, loss of countryside and open space in Warsash, and poor design due to lack of a masterplan.

**POLICY HP4: Five-year housing land supply**

B1 Which part of the Local Plan is this representation about?

- |          |                  |           |
|----------|------------------|-----------|
| <b>X</b> | A paragraph      | Go to B1a |
| <b>X</b> | A policy         | Go to B1b |
|          | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 5.22 to 5.28**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy HP4: Five-year housing land supply**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

**Policy HP4** states “If the Council cannot demonstrate a five-year supply of land for housing against the housing requirement set out in Policy H1, additional housing sites, outside the Urban Area boundary, may be permitted where they meet all of the following criteria.....” The problem with this policy is that inadvertently it encourages the first choice of sites to be “outside the Urban Area”. CPRE Hampshire is sure that this is not what Fareham BC intends, and in any event it would not be in accordance with the councils own aspirations for a brownfield first approach, nor in accordance with the NPPF Para 137, and is therefore unsound. A sequential approach should be used, even in the event of a lack of a five-year housing land supply.

The problem is exacerbated by the linkage of **Policy HP4** with **Policy DS1**, particularly **DS1 Criterion (e)** as discussed above.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

**Policy HP4** should be rewritten to include a sequential approach, which “makes as much use as possible of suitable brownfield sites and underutilised land” as per Para 137 (a) of the NPPF.

The linkage of **Policy DS1 (e)** and **Policy HP4** should be removed.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

It would be in accordance with the NPPF.

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is part of an expert group in the National CPRE network on housing numbers, and the five-year housing land supply, and would like to appear at the hearing sessions to discuss its impact on the Fareham Reg 19 Local Plan.

## POLICY HP6: Exception Sites

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 5.43 to 5.51**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy HP6: Exception sites**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

The second part of **Policy HP6, Criterion (c)**, would allow exception sites with a limit of 1 hectare *OR* a proviso that the scheme does not exceed 5% of the size of the adjacent settlement. The problem is the word *OR*, as this could lead to large sites adjacent to large settlements being permitted as they would still be beneath the 5% cut-off. For example, Fareham town is a large settlement, of some 20,000 households, and so an exception site of up to 5% could itself number 1,000 dwellings. CPRE Hampshire is sure that this is not what was intended by Fareham BC as the aspiration is for small sites on urban boundaries.

The problem is exacerbated by the linkage of **Policy HP6, Criterion (c)**, with **Policy DS1**, particularly **DS1 Criterion (e)** as discussed above.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

**Policy HP6** should be rewritten to include a sequential approach, which “makes as much use as possible of suitable brownfield sites and underutilised land” as per Para 137 (a) of the NPPF.

**Criterion c)** should be reworded to remove the reference to *OR* 5% of the size of the adjacent settlement and have a fixed upper limit of what is meant by ‘small sites’ as identified in the justification text (Para 5.46).

The linkage of **Policy DS1 (e)** and **Policy HP6** should be removed.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

Any ambiguity on what a “small site” means would be removed giving clarity for applicants and for FBC.

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of affordable housing, such that it is located and designed appropriately, and would like to appear at the hearing sessions to discuss the impact of Policy HP6 on the Fareham Reg 19 Local Plan.

## STRATEGIC POLICY CC1: Climate Change

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 8.1 to 8.10**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Strategic Policy CC1: Climate change**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant		<b>NO</b>
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire generally SUPPORTS the approach taken by Fareham BC to Climate Change. But we believe that **Policy CC1, Criterion (a)** does not go far enough to encourage/enforce a truly sustainable pattern of development and is unlikely to lead to a meaningful reduction of emissions from private car use.

Section 19(1A) of the Planning and Compulsory Purchase Act 2004 requires that a local authority's development plan documents must: (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.

The NPPF Para 148 further includes the requirement that “the planning system should support the transition to a low carbon future in a changing climate”, should “shape places in ways that contribute to radical reductions in greenhouse gas emissions” and Footnote 48 “in line with the objectives and provisions of the Climate Change Act 2008.”

CPRE Hampshire believes that one of the most fundamental ways of combating the likelihood of adverse climate change, is to plan development where it can use better public transport and be less reliant on the car. The aspirations in **Policy CC1** are more about how development can respond to climate change, and rather less about how spatial planning of future development can help prevent it. We consider that this is a missed opportunity. According to Camilla Ween, Harvard Loeb Fellow, speaking on behalf of Transport for New Homes “Transport is responsible for about 26% of greenhouse gas emissions, much arising from personal car journeys. Our society will not be able to achieve the UN goals if we do not change the way we travel; that means we need to create new communities that are NOT car dependent. That means careful consideration of where new development is located, as well as how we design new communities, for example, places that are well connected with high quality public realm and movement infrastructure that encourage people to want to move to a car-free lifestyle.” It must be a fundamental tenet of the Fareham Local Plan that NO development should be permitted that relies on the car as its main means of access.

Nothing less than a drastic change to spatial strategy and a move away from South Hampshire’s historic pattern of sprawling suburbs will enable any meaningful contribution to the fight against adverse climate change. We owe it to future generations to do our utmost to shift patterns of behaviour that have become entrenched with the use of the private car. Even electric cars will not solve many of these issues as they still leave residues from tyres and fluids and are unsustainable in terms of battery manufacture.

**Policy CC1** is therefore not legally compliant unless the large part of Fareham’s spatial strategy is geared to development around mass public transport hubs and avoiding sites which are car-dependant. It is clear that sites such as Policy HA1 would fail to meet this condition.

CPRE Hampshire recommends the checklist provided by Transport for New Homes, which sets out an objective approach to planning new housing areas without dependence on cars:

<https://www.transportfornewhomes.org.uk/wp-content/uploads/2019/10/checklist.pdf>

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

CPRE Hampshire recommends strengthening **Policy CC1, Criterion (a)** to enable a spatial strategy more likely to meet the requirements set out in Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and the NPPF, by including a requirement for mass public transport hubs to be the first approach for development, and to enable Fareham to refuse car-dependent applications.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

It would be in accordance with Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and the NPPF Para 148.

B4c Your suggested revised wording of any policy or text:

(a) A development strategy that minimises the need to travel by allocating sites and generally directing development to locations **near to mass public transport hubs**, with better services and facilities, or where they are capable of being improved.

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

YES

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning housing, such that it is located and designed appropriately around public transport hubs to minimise emissions and would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy CC1** in this regard.

**POLICY NE1: Protection of Nature Conservation, Biodiversity and the Local Ecological Network**

B1 Which part of the Local Plan is this representation about?

- |          |                  |           |
|----------|------------------|-----------|
| <b>X</b> | A paragraph      | Go to B1a |
| <b>X</b> | A policy         | Go to B1b |
| <b>X</b> | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.5 to 9.27**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**POLICY NE1: Protection of Nature Conservation, Biodiversity and the Local Ecological Network**

B1c Which part of the Policies Map?

**The Local Ecological Network map in Appendix C**

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound	<b>YES</b>	
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

The approach taken by Fareham BC is sound, and CPRE Hampshire SUPPORTS the requirement for nature to be conserved and ecological networks to be protected as per the forthcoming Environment Act.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning development, such that it is located and designed appropriately to conserve and enhance the biodiversity of the area and would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy NE1** in this regard.

## POLICY NE2: Biodiversity net gain

B1 Which part of the Local Plan is this representation about?

- |                                     |                  |           |
|-------------------------------------|------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph      | Go to B1a |
| <input checked="" type="checkbox"/> | A policy         | Go to B1b |
| <input checked="" type="checkbox"/> | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.28 to 9.44**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy NE2: Biodiversity net gain**

B1c Which part of the Policies Map?

**The Local Ecological Network map in Appendix C**

B2 Do you think the Publication Local Plan is:

Yes

No

Legally compliant

**YES**

Sound

**YES**

Complies with the duty to co-operate

**YES**

B3 Please provide details you have to support your answers above

The approach taken by Fareham BC is sound, and CPRE Hampshire SUPPORTS the requirement for biodiversity net gain as per the forthcoming Environment Act.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning development, such that it is located and designed appropriately to see a net gain in biodiversity of the area, and would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy NE2** in this regard.

## POLICY NE4: Water quality effects on the SPAs, SACs and Ramsar sites of the Solent

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.50 to 9.54**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**POLICY NE4: Water quality effects on the SPAs, SACs and Ramsar sites of the Solent**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant		<b>NO</b>
Sound	<b>YES</b>	
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire understands there is an outstanding judicial process underway regarding the effectiveness of Fareham BC's proposals for mitigating nitrate and other pollutants on the Solent and other protected waterways. At this point, CPRE Hampshire is therefore unable to endorse the proposed policy until the legal issues have been resolved.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire's remit covers protection and enhancement of both land and seascape, including Hampshire's iconic chalk streams and rivers, and the Solent. In the absence of an outcome on the legal matters, the hearing session may be the first opportunity to evaluate the effectiveness and legality of the proposed policy.

## POLICY NE6: Trees, woodland and hedgerows

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.79 to 9.89**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**POLICY NE6: Trees, woodland and hedgerows**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

Yes

No

Legally compliant

**YES**

Sound

**YES**

Complies with the duty to co-operate

**YES**

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC and consider **Policy HE6** is sound. The Climate Change Committee has called for a 40% increase in the extent of hedgerows by 2050 to help tackle the climate emergency, and we would thus like to see more hedgerows planted and restored in Fareham BC.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**NO** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

**POLICY NE8: Air quality**

B1 Which part of the Local Plan is this representation about?

- |          |                  |           |
|----------|------------------|-----------|
| <b>X</b> | A paragraph      | Go to B1a |
| <b>X</b> | A policy         | Go to B1b |
|          | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.98 to 9.118**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy NE8: Air quality**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound	<b>YES</b>	
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC and consider **Policy HE8** is sound.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**NO** Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

**POLICY NE9: Green infrastructure**

B1 Which part of the Local Plan is this representation about?

- |          |                  |           |
|----------|------------------|-----------|
| <b>X</b> | A paragraph      | Go to B1a |
| <b>X</b> | A policy         | Go to B1b |
|          | The policies map | Go to B1c |

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 9.119 to 9.125**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy NE9: Green infrastructure**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound	<b>YES</b>	
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC and consider **Policy HE9** is sound. However, we believe that a link with **Policy HE1** should be included within **Policy HE9** itself, rather than just within the supporting text in **Para 9.122**. CPRE Hampshire further believes that much better Green Infrastructure provision could be safeguarded over the long term if it were to be incorporated within a South Hampshire Green Belt.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

YES Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of green infrastructure alongside planning development, such that it is located and designed appropriately, in order to benefit biodiversity, natural capital, but also residents' health and wellbeing. We would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy NE9** in this regard, and to discuss whether a South Hampshire Green Belt could ensure green infrastructure is protected in perpetuity.

**POLICY TIN1: Sustainable transport**

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 10.1 to 10.11**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**Policy TIN1: Sustainable transport**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC and consider **Policy TIN1** to be a good starting point. CPRE Hampshire recognises that Fareham BC aspire to have ‘good growth’ with existing and proposed transport corridors influencing choice of development, however we feel **Policy TIN1** does not go far enough. The Council should feel empowered to reject development which is not already located around, or can provide, public mass transit hubs, in particular the rail network. The policy as it stands does not give Fareham BC a sufficiently robust mechanism for achieving this. It is therefore unlikely to comply with the aspirations to meet climate change objectives as set out in **Policy CC1** or for air quality in **Policy NE8**.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

The principles of development and transport as set out in the Transport for New Homes checklist should be followed - <https://www.transportfornewhomes.org.uk/the-project/checklist-for-new-housing-developments/>.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

The policy would then comply with climate change and air quality objectives.

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning housing, such that it is located and designed appropriately around public transport hubs to minimise emissions and impacts on climate change. We would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy TIN1** in this regard.

## POLICY D1: High quality design and place making

B1 Which part of the Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c

B1a Which paragraph? Please enter the correct paragraph found in the Local Plan e.g. 1.5 would be the fifth paragraph in Chapter 1 (Introduction).

**Paragraphs 11.1 to 11.36**

B1b Which Policy? Please enter the correct Policy Codes found in the Local Plan e.g. HA9 – Heath Road, is the Housing Allocation policy for Heath Road, Locks Heath

**POLICY D1: High quality design and place making**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire welcomes the approach taken by Fareham BC towards high quality design in **Policy D1** but would like to see the inclusion of the words countryside and landscape into **Criterion (i)**. The omission of these words makes it inconsistent with **Strategic Policies DS1 and DS3** and therefore unsound.

The design quality of future developments starts with overall masterplanning and landscape context as well as specific building details. Fareham has seen a proliferation of poorly designed car dependant nondescript developments over recent years, and it is critical that major improvements are made for the future.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Include the words countryside and landscape into **Criterion (i)**.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

This would then be in accordance with **Strategic Policies DS1 and DS3**.

B4c Your suggested revised wording of any policy or text:

B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire has many members in Fareham who are keenly interested in the design of future developments and would like to see major improvements over previous failures in design quality, which has historically resulted in large sprawling estates of car-dependant nondescript housing.



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**Ed Humpherson, Director General for Regulation**

Sir Andrew Watson  
Chair, CPRE Warwickshire  
(By email)

10 May 2021

Dear Sir Andrew

### **Review of Population Estimates and Projections produced by ONS**

Following my letter to you on 3 December 2020, I am pleased to let you know that we have [published our findings today](#) concerning the population estimates and projections produced by the Office for National Statistics (ONS).

It is not within our remit to regulate operational decisions made by government or local authorities, nor to form judgements on decisions made about government policy. Therefore, this review has solely focused on the population estimates and projections produced by ONS in the context of the principles in the [Code of Practice for Statistics](#).

Our review considered the population estimates and projections independently of the specific issues that were raised to us by individual areas. During our review, we conducted our own research and spoke to a number of expert demographers, academics and representatives from local government. We found that the population estimates for some cities such as Coventry, did seem to be inconsistent with, and potentially higher than, local evidence would suggest. This also appeared to be the case in a number of smaller cities with large student populations. Our review expands on this point further and also on our other findings. ONS has tried to tackle the limitations around data on highly mobile groups such as students and have acknowledged that there are issues.

As we have outlined in our letter to ONS, we feel that ONS did not adequately consider your concerns and more needs to be done to investigate the root and scale of the issue associated with students and outward migration. We expect ONS to report back to us with its plans for addressing our findings in July 2021. Our review recommends that ONS should work with you as it continues to develop new population estimates through its transformation programme.

Yours sincerely



Ed Humpherson  
Director General for Regulation



Office for  
Statistics Regulation

# Review of population estimates and projections produced by the Office for National Statistics

May 2021

## Contents

The role of the Office for Statistics Regulation

Foreword	4
Executive summary	5
Introduction	7
Scope of this review	7
The statistics	7
Wider Context	8
What we found	9
Quality	9
Value	16
Trustworthiness	18
Summary of recommendations	19
Next steps	21
Annex A – User engagement	22

## The role of the Office for Statistics Regulation

As an independent UK-wide regulator, we are in a unique position to take a broader look at issues of importance to society and to make the case for improved statistics across organisation and Government boundaries. This is supported by our ability to convene, influence and highlight best practice from other sectors.

This review forms part of our programme of systemic reviews which, underpinned by the [Code of Practice for Statistics](#), are aimed at driving improvements in the public value provided by official statistics.

We want to ensure that statistics provide a robust evidence base for national and local policy development and decision making. We champion the need for statistics to support a much wider range of uses, including, by charities, community groups and individuals. They should allow individuals and organisations to reach informed decisions, answer important questions, make the case for change or hold government to account.

# Foreword

Estimating the UK's population is not straightforward. It involves taking the figures from the last Census, and updating them for births, deaths, and migration. At the local level, there are complicating factors because the migration that is of interest is not just of people leaving the UK or coming to the UK, but also people moving from one place to another inside the country.

So ONS's population estimates are challenging to produce, relying on a range of assumptions about how people move into, from and within the UK.

The ONS's population estimates are also important. They provide insight into the size and location of the UK's population – important in itself; but the estimates also feed into a range of other data sets, like household projections – and these in turn inform important operational and policy decisions.

In the light of these two characteristics of difficulty and importance, we conducted our review to consider whether ONS's estimates and projections can always bear the weight that is put on them.

We found that ONS is taking a sensible approach, particularly at the national level, drawing on its own expertise and that of external experts. It conducts a very wide range of engagement activities to keep users informed about the statistics. The estimates are highly regarded, but there is a risk that ONS misses the bigger picture of what the population data inform and is not regularly sense checking what it does against local insight. Part of this sense checking involves drawing on the challenges from users in different parts of the country – in effect, for ONS to be open to the insights that come from people who say “those figures don't reconcile with what we see in our area”. That is not to say that the insight should be taken without question. We are simply urging a creative conversation that regards this sort of feedback as useful intelligence to help sense check and quality assure the ONS estimates.

In short, then, we conclude in this review that ONS needs to build on what it does already and enhance its approach in three ways: improve methods; enhance communication; and embrace challenge.



Ed Humpherson

Director General for Regulation

# Executive summary

## Introduction

- ES.1 Our review was initiated in response to concerns raised with us in November 2020 regarding the population projections and mid-year population estimates for Coventry. The concerns were around the perceived inaccuracies of the population estimates on which the household projections and subsequent housing need are based.
- ES.2 The population estimates and projections are important data with implications for many other statistics and which influence decision making by individuals, national and local governments. The projections feed into local planning decisions which can have a long-term commitment and therefore the impact of issues can have far reaching consequences.
- ES.3 It is not within our remit to regulate operational decisions made by government or local authorities, nor to form a judgement on decisions about government policy. Our review focused on the population estimates and projections in the context of the principles in the Code of Practice for Statistics.

## What we found

- ES.4 ONS collaborates with a range of experts to determine the methods, data and assumptions which underpin the population estimates and projections. Its approach is generally seen as fit for purpose and is highly regarded internationally. One area of challenge has been migration, where there are limitations in the data available. ONS has sought to address this challenge by introducing some methodological fixes, such as the way students leaving university are identified. However, more needs to be done to investigate the root and scale of the issue associated with students and outward migration.
- ES.5 ONS has a number of methods for quality assuring the statistics, including deep dives, triangulation of data it holds and comparisons against historic data. ONS developed a range of variant projections to cater for the different uses of the data. We recommend that ONS develops case studies of how these variants are being used in practice to support their use more widely, as some users were unclear on which variants would best cater to their needs.
- ES.6 ONS engages regularly with experts, academia, and other users, and participates in relevant events and conferences. We found that while ONS is good at sharing its work outwardly, there is room for improvement in the way it takes on board feedback and handles challenge. We would like to see ONS be more open and responsive to issues when they first arise and view challenge as an opportunity to improve outputs and not a criticism of its approach. We recognise that ONS is balancing competing priorities, but a more open and constructive approach to responding to user feedback would create opportunities for ONS to continually improve the population estimates and projections, and ensure users feel listened to.

## Recommendations

ES.7 We have identified a number of actions for ONS to take in response to our findings. These are provided in more detail later in this report and are summarised below.

### Improving methods

- ONS needs to investigate the root and scale of the issue associated with cities with large student populations and communicate its findings publicly, to support the appropriate use of the existing data.
- ONS needs to integrate a more flexible and responsive approach to methodological changes in its design for admin-based population estimates, working with its external partners, so that improvements are more timely.
- ONS should collaborate with others to incorporate local insight and carry out sensitivity analysis to enhance its approach to quality assurance.

### Enhancing communication

- ONS should be open with users about its short-term solution to bridge the gap of migration data until the administrative data alternative is fit for purpose and ready to use.
- ONS should provide more specific guidance on interpreting the levels of uncertainty associated with the population estimates and projections, to help support the appropriate use of the statistics.
- ONS should develop case studies of where the variant projections have been used in practice and beneficial to users, to support their use more widely.

### Embracing challenge

- ONS should take a more open and constructive approach to responding to user feedback, by improving its complaints procedure and viewing challenge as an opportunity to improve the statistics and outputs.
- ONS should collaborate with experts to frame the statistics for different audiences and scenarios.

## Next steps

ES.8 We expect ONS to reflect on our findings when developing its new admin-based approach to population estimates and projections. ONS should report back to us in July 2021 with its plans for addressing our recommendations. Further check points to discuss progress against plans will be arranged in the second half of the year.

ES.9 To support the delivery of the recommendations, ONS should focus on determining whether the issues raised here have an impact on other official statistics. We would encourage ONS to engage with the devolved administrations, through its existing working level partnerships, to assess how the issues concerning students and emigration may impact their estimates and projections.

# Introduction

## Scope of this review

- 1.1 Our review was initiated in response to concerns raised with us in November 2020 regarding the population projections and mid-year population estimates for Coventry. The concerns were around the perceived inaccuracies of the population estimates on which the household projections and subsequent housing need are based. Upon announcing our review, we received further concerns from a number of other areas with related concerns.
- 1.2 While we investigated the concerns raised with us as part of our review, we also considered whether the methods and approaches are as good as they can be, and to what extent the estimates and projections can bear the weight put on them where they are used in decision making, in line with the principles set out in the [Code of Practice for Statistics](#). It is not within our remit to regulate operational decisions made by government or local authorities, nor to form a judgement on decisions about government policy.
- 1.3 Our review is based on [national and subnational mid-year population estimates for England](#) and the biennial [national](#) and [subnational population projections for England](#).
- 1.4 Some of the concerns we received related to the way population estimates feed into the household projections from which housing need is determined. We took the decision to focus our review on population estimates and projections, as an underlying source for household projections, to understand in the first instance whether the concerns raised with us affect other areas or other policies beyond house building.
- 1.5 To inform our review, we carried out interviews and focus groups with individuals with an interest in or experience using population estimates and projections. This approach ensured that we obtained the views of a wide range of users from differing backgrounds. These meetings took place between February and March 2021. A list of users we engaged with is provided in Annex A.

## The statistics

- 1.6 The population estimates and projections are important data with implications for many other statistics as they are used for weighting or as a denominator. For example, labour market statistics are based on sample surveys that use the population estimates to be scaled up for the population. The projections feed into local planning decisions which can have a long-term commitment and therefore the impact of issues can have far reaching consequences.
- 1.7 The population estimates and projections for England and Wales, at national and subnational levels, are a long-standing set of data produced by ONS. The subnational mid-year population estimates for England and Wales are calculated first and the national estimates are produced by aggregating the

subnational estimates. The estimates are produced annually in June and are initially rebased following a census year and then the component parts of births, deaths and migration are rolled forward each year by applying [the cohort component methodology](#).

- 1.8 The population estimates then act as the starting population for producing the population projections. Projections for successive years are produced by taking the starting population for each age and then accounting for net migration, births and deaths for each onward year projected. Again, the subnational population projections take the mid-year population estimates as the starting point and for the principal projection, data for the preceding five years are used. The principal projection is the headline figure presented in the main statistical bulletin and analysis. ONS also produces several variant projections which are based on differing underlying assumptions to the principal projection. The projections based on these trends are then constrained to the totals used in the principal population projections for England.

## Wider Context

- 1.9 In March 2014, the [National Statistician recommended](#) that the census in 2021 should be predominantly online, making increased use of administrative data and surveys to both enhance the statistics from the 2021 Census and improve statistics between censuses. The government's response to this recommendation was an ambition that censuses after 2021 will be conducted using other sources of data. In 2023, ONS plans to present its recommendations to government as to the future of census arrangements, in the light of the progress that has been made in switching to an [Administrative Data Census](#).
- 1.10 As part of this ambition for an admin-based approach, the ONS has been working to transform its population and migration statistics more broadly. The current population system is heavily reliant on the decennial census which affects the quality of population estimates as we move further away from the census year. Using its data-sharing powers through the Digital Economy Act 2017, ONS has been progressing research into how it can bring a range of government data sources together to build an integrated system for measuring population and migration.
- 1.11 This report has been completed within this period of change and development for ONS, with the timing also coinciding with the Census in England and Wales. The 2021 Census will provide ONS with a refreshed foundation to estimate from and may lead to some estimates from the past decade being rebased. As such, our recommendations have been written with a forward look. ONS should consider our findings in respect of its plans for future migration and population statistics and consider if our findings around its approach to user engagement and feedback may have a wider impact across ONS as a whole.

# What we found

## Quality

### ONS takes a sensible approach to measuring the population

- 2.1 The methodology documents published by ONS on the population estimates and projections, at both the national and subnational levels, are very detailed and informative. They include information on how the estimates and projections are derived and record any changes that have been made to the methodologies. The impact of these and details of data sources used for quality assurance purposes are also documented.
- 2.2 At the national level, we consider the approach taken by ONS to produce population estimates and projections is fit for purpose. The choice of methods, data and assumptions has been supported by expert advice from demography and academic partners. The methods are viewed by demographers and statisticians as strong internationally and ONS is seen as being at the forefront of addressing the complex challenge of measuring the population, in the absence of a national identification register.
- 2.3 At the subnational level, it is widely understood by users that the accuracy of the estimates will be variable due to factors such as the size and mobility of the population in a given area. We found that in some smaller cities that had a large student population, the population estimates did appear to be inconsistent with, and potentially higher than, local evidence suggests. ONS's population estimates team recognises that areas with high population churn are harder to estimate and it has introduced a number of methodological changes, which are detailed later in this report, aimed at mitigating this issue. However, these fixes do not appear to have fully addressed the perceived overestimation of these groups in some areas.
- 2.4 The mid-year population estimates (MYE) are produced annually and the population projections once every two years. Following each decennial Census, the estimates are rebased to be in line with the Census population estimates so at this point they are at their most reliable. Each year thereafter, the cohort component method is applied to roll forward the estimates, taking account of the three base components of births, deaths and migration. Whilst the Census provides the most complete data on the population, the timeliness of the data affects the quality of estimates in the interim years and there are known coverage issues for some groups such as young men and those in houses of multiple occupancy.
- 2.5 ONS works with expert partners to review and update the assumptions which underpin the methods used to produce the population estimates and projections. Where assumptions are made based on historic trends which do not reflect current behaviour, there is a risk that ONS builds in systematic bias by carrying through an error into the rolled forward estimates and then subsequently the projections, which compounds the effect of the error. For

example, where the female student population in an area is over-estimated, as this group is of child-bearing age, the rolled forward estimates will impact the fertility rate which further exacerbates the issue.

**2.6 To ensure future population statistics are based on sound methods and suitable data, ONS's population estimates and projections team needs to:**

- a. Investigate the root and scale of the issue associated with cities with large student populations and communicate its findings publicly, to support the appropriate use of the existing data.**
- b. Use its partnerships with experts to discuss the evidence provided to OSR in the review concerning the impact of assumptions being rolled forward.**
- c. Assure itself and others that concerns raised regarding the current methods are considered throughout the development of its admin-based population estimates.**

ONS has introduced a number of methodological fixes but the impact of these changes is still unclear

- 2.7 ONS's population estimates and projections team has tried to address some of the methodological challenges it faces in relation to the migration component that feeds into the population estimates, despite it being no easy feat. For example, it introduced the [Higher Education Leavers Methodology](#) (HELM) to improve estimating the internal movement of students on leaving university and a change in the modelling approach for estimating international outward migration. When the results from the 2021 Census are available, ONS can assess the impact of the steps it has taken.
- 2.8 Whenever ONS has made these changes, it has carried out a range of user engagement activities to test the approach with users. For example, it has previously run touring roadshows in an effort to talk directly to users and experts. Some users told us that previous fixes that have been made to the methodology have had unintended consequences on other areas. For example, a fix introduced for international migrants arriving in London who were previously being recorded in Westminster rather than the borough they intended to stay in, appears to have led to errors in the way international migrants are recorded elsewhere.
- 2.9 ONS told us it does consider whether there are systematic issues when it receives complaints but that it is hard to see if the impact is likely to be temporary until a few years down the line. Though it does not have a specific rule regarding the number of changes it makes, ONS told us that it aims to limit methodological changes to once per decade to prevent disrupting the time series. Whilst we understand that it would not be sensible to have too frequent changes to the methods underpinning the estimates and projections, ONS has a responsibility to prevent systematic bias being built into the

statistics and should have a more flexible approach to addressing issues where the impact is felt across a number of areas and over time.

- 2.10 The pandemic has [sharpened the focus](#) on the definitions of migration and population in these statistics, and what the population estimates and projections were designed to do. The definitions are premised on stability which has raised questions about whether they are fit for purpose in this period.
- 2.11 The pandemic and the UK's departure from the EU have both caused shocks to migration patterns in the UK. It is difficult to unpick how these shocks interplay in the data and to what extent they have individually impacted migration behaviour. The standard cohort component methodology is designed around stability but doesn't deal well with shocks to the system. ONS has been exploring this issue and is looking to communicate its work in this area with users to draw out the insights from how our understanding of population has changed during the pandemic.
- 2.12 To enhance the transparency of developments concerning the quality of the statistics, ONS should:**
- a. Integrate a more flexible and responsive approach to methodological changes in its design for admin-based population estimates. While we appreciate that there should not be adjustments made in response to every concern raised, ONS's population estimates and projections team should work with its partners in local government, academia and across the devolved nations, so that changes are implemented in a more timely way.**
  - b. Share the insights it has gathered from the work it is doing to understand the changing nature of migration and population, as part of its transformation programme, so that users' views inform the way this work is taken forward.**

### Migration data continues to be a challenge for ONS

- 2.13 We found that users generally had no issues with the source data used for births and deaths which feeds into the population estimates. However, there were some strong concerns expressed about the potential bias in the emigration data for some groups, such as international students, that are hard to count.
- 2.14 The accuracy in the internal migration (i.e. movement within England) component of the estimates can be problematic as it is largely dependent on General Practice (GP) registration data which is known to suffer from data quality issues. For students and young professionals in particular, they may not re-register with a new GP when moving to a new area until they need to use its services, or they may not re-register at all. Some individuals may also choose to register with a GP close to their work rather than their home.
- 2.15 The international migration component that feeds into the population estimates has been predominantly based on ONS data derived from the

[International Passenger Survey](#) (IPS) with additional input from administrative sources. ONS has acknowledged the limitations and weaknesses of using IPS data for international migration and continues to work to develop new and exploratory methods and data solutions to improve these statistics. This work has been expedited as the IPS was suspended in March 2020 as a result of the pandemic and no long-term migration estimates have been produced since the last publication covering long-term migration in the year ending March 2020.

- 2.16 International outward migration has historically been hard to estimate as there are few and only partial data sources which do not provide a complete picture. ONS's population estimates and projections team takes a modelling approach to estimating emigration but the outflow of people is more uncertain. This creates issues for capturing international students who return home after their studies.
- 2.17 ONS is taking a joined-up approach to tackling the challenges in measuring migration, population and the labour market during the COVID-19 pandemic. It outlined its approach to overcoming these challenges in a [blog](#) to inform users about its plans. As part of its longer-term transformation programme, ONS is looking to make greater use of administrative data to enhance these statistics but there is no quick solution to addressing this data gap. The pandemic has also created a greater time lag for some of the administrative datasets that it was intending to use for measuring migration, which were already lagged due to the nature of measuring long-term migration, and it is now exploring greater use of modelled estimates and nowcasting for migration data.
- 2.18 We are pleased to see that ONS has recently published several updates about the progress of this work, including the development of [admin-based estimates](#) and its [statistical modelling approach](#). It is positive to see ONS share its thinking and it should continue to communicate its progress in overcoming the challenges with migration data, particularly around international outward migration.
- 2.19 As ONS continues to develop its long-term plans for the future of migration data, ONS's migration team should be open with users about its short-term solution to bridge the gap of migration data until the administrative data alternative is fit for purpose and ready to use.**

**ONS could think more creatively about its approach to quality assurance**

- 2.20 ONS has processes in place to quality assure the data and methods used to produce the population estimates and projections. This often involves ONS's population estimates and projections team triangulating data it holds and making comparisons against previous trends. ONS receives advice from a panel of experts in the fields of fertility, mortality and migration, which helps it determine the underlying assumptions. ONS also publishes an [interactive mapping tool](#) to allow users to compare subnational population projections (SNPP) with other areas and projections.

- 2.21 The team in ONS carries out ‘deep dives’ into areas which have counter intuitive results and will use external sources to investigate the issue. For example, it sometimes uses Google Maps to look at changing street pictures or data from the [Higher Education Statistics Agency](#) (HESA) to look at changes in student numbers in a given area.
- 2.22 Although ONS does look to triangulate data sources to quality assure the estimates or to investigate issues, we found that it could be more open to local sources of information where it overwhelmingly disputes the population estimates. We acknowledge that it is not practical for ONS to do this for all areas and that one source of information will not provide a complete picture for an area. However, where substantial local evidence points to a trend contrary to the population estimates, this should be investigated as a priority during the quality assurance process.
- 2.23 The systems which ONS is working with enable it to carry out sensitivity analysis. We found that the [Greater London Authority](#) (GLA), who conduct their own analysis of population estimates and projections, make good use of sensitivity analysis to understand the impact of different assumptions and scenarios and publish the results. We would encourage ONS to enhance its approach to quality assurance by carrying out and publishing relevant sensitivity analysis.
- 2.24 To enhance its approach to quality assurance, ONS’s population estimates and projections team should:**
- a. Collaborate with others to learn from best practice – for example learning from demographers and the Greater London Authority who produce their own estimates and projections.**
  - b. Incorporate local insight and evidence as part of its deep dives and investigations into issues.**
  - c. Run sensitivity analyses to accompany the existing estimates and explain to users how these analyses should be interpreted.**

### ONS has taken steps to communicate uncertainty

- 2.25 ONS’s population estimates and projections team has made a concerted effort to communicate the statistical uncertainty of the population estimates and projections, including presenting confidence intervals and caveats. It also publishes a range of variant projections, which are explained in more detail in the next section of this report, to provide an indication of the ‘fan of uncertainty’ around its assumption setting.
- 2.26 Despite this, the language used to describe the statistics, for example ‘the number of women **has** increased by’ rather than ‘is **estimated to have** increased by’, and lack of rounding in the figures implies a precision that doesn’t exist and can therefore be interpreted as an exact figure rather than a central estimate.

- 2.27 We found that ONS could do more to interpret the uncertainty for non-analytical users to highlight the robustness of the data for practical uses. For the projections in particular, there should be clearer guidance on the uncertainty or ‘shelf-life’ of different length trajectories so that decision makers can determine the appropriate projections to use to inform longer term strategies.
- 2.28 The effects of the pandemic and the UK’s departure from the European Union are challenging for population statistics. ONS’s population estimates and projections team is currently collaborating with international colleagues to share insights and explore the best way forward in dealing with these challenges.
- 2.29 To support users’ understanding of the uncertainty associated with these statistics, ONS’s population estimates and projections team should:**
- a. Research and implement additional ways to communicate the uncertainty around the population estimates and projections, beyond the use of confidence intervals and variant projections.**
  - b. Provide more specific guidance on interpreting the levels of uncertainty associated with the statistics, to help users understand the appropriate use of the statistics for short-term planning compared with longer-term planning.**

ONS produces a range of variant projections to meet the range of user needs for population projections

- 2.30 ONS produces a range of variant population projections in addition to the principal projections. These variant projections are based on different assumptions of future fertility, mortality and migration which users find helpful as it allows them to select the projection which most suits their needs for the context which they are working in. These variants also provide projections which are based on different lengths of historic data so that users can benefit from the trend length which suits their purposes for the projections.
- 2.31 ONS’s recent publication on [Early Indicators of UK Population](#) gave more prominence to the effects of applying different migration variant projections in light of the COVID-19 pandemic. This was a useful way of presenting and communicating the different scenarios to users.
- 2.32 For the internal (within-England) migration component needed for the SNPPs, the variants are also based on the number of years used for the base period. Previously, ONS used the latest five years of records as the basis for its principal projection but changed in the most recent projections to the latest two years of data and also released a 5-year and a 10-year-based alternative. To illustrate, a projection that has been produced using 5 years of past trend data will be less suitable for making planning decisions for the forthcoming 15 to 25 years than one that has 10 years or even 25 years of historical trend. The more years of past trend data that are included, the more stable the

projection for future local planning needs. However, there will be other situations where a projection based on 5 years of past data will be suitable.

- 2.33 The pros and cons of switching from a 5-year to 2-year base for the principal projections are likely to vary depending on the use to which they are put. ONS suggested that the latest 2 years might better represent the future as the latest methodological changes are included but suggest that users should refer to the variants if this was felt not to be the case.
- 2.34 ONS's population estimates and projections team told us that its approach to producing the variant projections is customer led and the team offers advice on how to use them. While users we spoke to told us that they find the sub-national variant projections useful, we found that those involved in local planning decisions lack the confidence to use the variant projections as they are not seen as carrying the same weight as the principal projection. At the Local Authority level, the process for using the SNPPs is built around using the principal projection. There is also a reluctance to use the variant projections where there are known issues in the underlying population estimates, for example the overestimation of students, as this can lead to the variant projections presenting implausible scenarios.
- 2.35 Some users also told us that it would be beneficial to have projections which are based on more than 10 years' worth of data, as some government departments deliver projects with up to 25-year timescales that would benefit from a longer trajectory – for example transport planning.
- 2.36 ONS has recently announced its [plans for 2020-based interim national population projections \(NPPs\)](#) following a consultation to assess user need. The UK Census Committee (UKCC) decided that, in order to meet user needs identified through this consultation and to support the forthcoming State Pension Age Review, a principal national population projection only will be published for each UK constituent country and for the UK as a whole, with no variant projections.
- 2.37 The feedback from users particularly on variants will be valuable beyond decision making for the 2020-based NPPs and ONS should consider how it feeds these through to its plans for future developments.
- 2.38 To maximise the use of the variant projections, ONS's population estimates and projections team should expand on the support it gives users to illustrate where the use of these alternative projections may be beneficial and develop case studies of where they have been used in practice.**

## Value

Users feel ONS's data cannot be challenged and ONS could be more open in its approach to responding to user feedback

- 2.39 ONS's population estimates and projections team engages regularly with experts in demography and subject matter experts for the components which underpin the population estimates. The team attends biannual Central and Local Information Partnership (CLIP) meetings with local authority users, and also engages with the UK Population Theme Advisory Board. The team remains alert to emerging interests through engagement with social media, newsletters and through participation at relevant population statistics events and conferences such as those run by the British Society of Population Studies.
- 2.40 ONS has convened several user groups for migration statistics, including an expert group made up of key technical experts in the migration field, and a Government Statistical Service steering group made up of senior representatives from relevant government departments. These groups provide ONS an opportunity to test its research, provide challenge and steer developments for migration statistics.
- 2.41 Where issues have been raised about the statistics, ONS has offered meetings with these users, to listen to their views and explain how the statistics are produced. It told us that it engages fully with all correspondence relating to complainants until the issues are resolved.
- 2.42 However, there seems to be a disconnect in how much ONS feels they have supported users and how well users feel listened to. We found that the way ONS engages can at times be perceived as ONS being selective in its choice of points to respond to and that the engagement can become closed if ONS feels it has already addressed the concerns elsewhere.
- 2.43 Users do not feel there is a reasonable process to challenge the estimates even when presenting local administrative data to illustrate their points. While we acknowledge the competing priorities that ONS must balance, inviting and responding to external scrutiny is an important way for ONS to improve its work. ONS could do more to involve local decision makers in the production of the statistics so that they can aid understanding and provide insight which may be useful for enhancing the methodology.
- 2.44 To ensure the statistics remain relevant to users, ONS's population estimates and projections team should:**
- a. Take a more open and constructive approach to responding to user feedback by improving its complaints procedure and viewing challenge as an opportunity to improve the statistics. A fully open approach will help ONS demonstrate its commitment to user**

**engagement and ensure a range of perspectives are fed into the development of the statistics.**

- b. Reflect and learn from its experience of challenging user engagement and identify potential solutions and best practice from the [User Engagement Strategy for Statistics](#).**

ONS needs to be a vocal advocate of using these statistics appropriately to serve the public good

- 2.45 The population estimates are vital and have a very widespread use in non-Census years. They are used for weighting or as the denominator in the production of many other statistics, and they feed into the population projections that are in turn used for many aspects of local planning.
- 2.46 There is a potential risk to other statistics that use the population estimates if a systematic bias in the estimates (even if one segment of the population) is relevant for a particular topic area. A second issue comes from the nature of the method for disaggregating the national level to local areas, when the disaggregated data are constrained to match the national level, inherent biases in the data could lead to skewed local area data.
- 2.47 Where the estimates for some Local Authorities might not reflect the local situation well enough, it can have a knock-on effect well into the future. This issue is compounded by the fact that most planning policies are designed around having one figure to reflect need and do not take into account the uncertainty of that figure. We heard from users that there is a lack of analytical resource within most Local Authorities to question the figures and therefore the principal estimates and projections are interpreted as precise and not open to challenge. This can lead to local planning interventions being mismatched with local needs.
- 2.48 The population projections inform the household projections. The Ministry of Housing, Communities and Local Government (MHCLG) made a policy decision to specify that Local Authorities use 2014 household projections as part of the standard method for calculating housing need, rather than the more recent 2018 household projections produced by ONS. This means any methodological changes made by ONS to improve the population estimates since 2014 are not reflected in the statistics which inform housing need. For some Local Authorities, this means the over-estimation of population in certain age groups is driving policy targets in a different direction to local priorities.
- 2.49 ONS produces statistics with integrity and impartiality, in line with the Code of Practice for Statistics. It is not the role of ONS to regulate how the statistics are used to inform policies, but it is its role to advocate for the appropriate use of the data. ONS must take responsibility for ensuring the strengths and limitations of the statistics can be appropriately understood by those who intend to use them, particularly where the use of the statistics may have significant long-term impacts on those affected by the policy. We recognise

that ultimately ONS cannot control the decisions of policy makers but ONS should be vocal in speaking up against those who choose not to use the most up to date and comprehensive figures, where there is not a reasonable argument for them to do so.

- 2.50 To increase the public value of these statistics and support their use, ONS's population estimates and projections team should:**
- a. Carry out user engagement to understand who is using the data and for what purposes. Through this, it should promote the appropriate use of the data.**
  - b. Collaborate with experts to frame the statistics for different audiences and scenarios, presenting appropriate use cases of the data.**

## Trustworthiness

ONS is seen as a capable and informed statistics producer

- 2.51 ONS is seen as a credible and reliable statistics producer, whose methods are robust and highly regarded internationally. At the local authority level, this means the estimates are sometimes seen as "fact" rather than estimates, and the level of uncertainty associated with them is not sufficiently considered. This relates to our findings around the wider lack of understanding of how to interpret uncertainty.
- 2.52 ONS could be more transparent about its approach in dealing with challenge around the population estimates and projections, as we have set out earlier in this report.
- 2.53 We do not have any recommendations concerning the Trustworthiness pillar of the Code.

# Summary of recommendations

- 3.1 We have identified a number of actions that we would like ONS to take in response to our findings. These are set out below.
- 3.2 To ensure future population statistics are based on sound methods and suitable data, ONS's population estimates and projections team needs to:
  - Investigate the root and scale of the issue associated with cities with large student populations and communicate its findings publicly, to support the appropriate use of the existing data.
  - Use its partnerships with experts to discuss the evidence provided to OSR in the review concerning the impact of assumptions being rolled forward.
  - Assure itself and others that concerns raised regarding the current methods are considered throughout the development of its admin-based population estimates.
- 3.3 To enhance the transparency of developments concerning the quality of the statistics, ONS should:
  - Integrate a more flexible and responsive approach to methodological changes in its design for admin-based population estimates. While we appreciate that there should not be adjustments made in response to every concern raised, ONS's population estimates and projections team should work with its partners in local government, academia and across the devolved nations, so that changes are implemented in a more timely way.
  - Share the insights it has gathered from the work it is doing to understand the changing nature of migration and population, as part of its transformation programme, so that users' views inform the way this work is taken forward.
- 3.4 As ONS continues to develop its long-term plans for the future of migration data, ONS's migration team should be open with users about its short-term solution to bridge the gap of migration data until the administrative data alternative is fit for purpose and ready to use.
- 3.5 To enhance its approach to quality assurance, ONS's population estimates and projections team should:
  - Collaborate with others to learn from best practice – for example learning from demographers and the Greater London Authority who produce their own estimates and projections.
  - Incorporate local insight and evidence as part of its deep dives and investigations into issues.
  - Run sensitivity analyses to accompany the existing estimates and explain to users how these analyses should be interpreted.

- 3.6 To support users' understanding of the uncertainty associated with these statistics, ONS's population estimates and projections team should:
- Research and implement additional ways to communicate the uncertainty around the population estimates and projections, beyond the use of confidence intervals and variant projections.
  - Provide more specific guidance on interpreting the levels of uncertainty associated with the statistics, to help users understand the appropriate use of the statistics for short-term planning compared with longer-term planning.
- 3.7 To maximise the use of the variant projections, ONS's population estimates and projections team should expand on the support it gives users to illustrate where the use of these alternative projections may be beneficial and develop case studies of where they have been used in practice.
- 3.8 To ensure the statistics remain relevant to users, ONS's population estimates and projections team should:
- Take a more open and constructive approach to responding to user feedback by improving its complaints procedure and viewing challenge as an opportunity to improve the statistics and outputs. A fully open approach will help ONS demonstrate its commitment to user engagement and ensure a range of perspectives are fed into the development of the statistics.
  - Reflect and learn from its experience of challenging user engagement and identify potential solutions and best practice from the User Engagement Strategy for Statistics.
- 3.9 To increase the public value of these statistics and support their use, ONS's population estimates and projections team should:
- Carry out user engagement to understand who is using the data and for what purposes. Through this, it should promote the appropriate use of the data.
  - Collaborate with experts to frame the statistics for different audiences and scenarios, presenting appropriate use cases of the data.

## Next steps

- 4.1 We expect ONS to reflect on our findings when developing its new admin-based approach to population estimates and projections. ONS should report back to us in July 2021 with its plans for addressing our recommendations. Further check points to discuss progress against plans will be arranged in the second half of the year.
- 4.2 To support the delivery of the recommendations, ONS's population estimates and projections team should focus on determining whether the issues raised here have an impact on other official statistics. We would encourage ONS to engage with the devolved administrations, through its existing working level partnerships, to assess how the issues concerning students and emigration may impact their estimates and projections.

# Annex A – User engagement

Our review was based on desk research of published material as well as written submissions we received from users. We also carried out stakeholder engagement in the form of interviews and focus groups. We spoke to users from a range of different backgrounds including:

- ONS statisticians working on population statistics
- ONS statisticians working on migration statistics
- Home Office statisticians working on migration statistics
- Statisticians in the Ministry for Housing, Communities and Local Government
- Representatives from the Countryside Charity - Campaign to Protect Rural England (CPRE)
- Representatives from several local areas including Guildford, Greater London, Oxfordshire, Warwickshire and the Wirral. These representatives had a range of backgrounds from town planning to working in local government.
- Opinions Research Services
- Population specialists in academia
- Expert demographers

30<sup>th</sup> July 2021

FAO: [planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)

**Fareham Local Plan 2037 Publication**  
**Revised Version Consultation**

Dear Sirs,

Please find attached comments from CPRE Hampshire regarding the Revised Version of the submission Fareham Local Plan 2037. We have only commented on those changes highlighted in red in the Revised Version and assume that our comments remain extant as per our submission on 15<sup>th</sup> December 2020. Our submission is attached as Appendix A.

It is important to state that it seems extremely strange to be filling in these arduous forms yet again. For those of us who are volunteers this is an onerous and time-consuming process, all done in our own free time.

We recognise that Fareham BC have been forced by the NPPF Standard Method to use the 2014-based household projections from MHCLG for its housing numbers. CPRE Hampshire fundamentally rejects the use of out-of-date projections and has informed the Government at all levels that it is surely in accordance with the NPPF to use up-to-date figures where they are available. We believe that the 2018-based projections are based on a more rigorous analysis by ONS and are superior to those calculated previously by MHCLG. We expect that the 2021 Census will confirm that the 2018-based projections have more validity and combined with the likely changes in demographics following Brexit and Covid, that Fareham BC should seek an early release of the Census figures as it has such a significant impact on its Local Plan. The lowered level of household growth in the 2018-based projections is seen across most of the South Hampshire authorities, not just Fareham, and this will have a substantial impact upon the duty to cooperate vis the PfSH Spatial Strategy.

Furthermore, there has been challenge to the ONS population projections in 50 university cities and towns, and this impacts Portsmouth and Southampton, both of which feed into the PfSH joint work. The Office for Statistics Regulation has asked ONS to make some more checks on this aspect of their projections. This is particularly relevant as the Fareham Local Plan seeks to take some housing for Portsmouth, which may not be required. Documents are attached as Appendices which relate to this matter.

We reiterate that CPRE Hampshire is extremely pleased to see that Fareham BC have approached their new Local Plan from a landscape-based perspective, a process which we wholly support. Furthermore, we fully endorse Fareham BC's inclusion of a Climate Change policy, which must underpin all other policies and spatial planning, but believe it could be more front and centre, as has been recommended by the most recent NPPF July 2021.

And we remain disappointed that there still seems to be no mention of a potential new South Hampshire **Green Belt** in this Revised Submission Version. In an earlier consultation by Fareham BC in July 2019, there were a number of mentions of this option, notably in Section 10c regarding the Meon Valley, where it said: "The Council will also be working with PUSH to consider the potential for greenbelt land across local authority

areas, and there could be scope for this area to become part of a South Hampshire greenbelt.” As CPRE Hampshire has long campaigned for a sub-regional area of restraint in order to encourage urban regeneration and prevent sprawl, this was very much welcomed. Sadly, this does not seem to have been included in either the December 2020 Reg 19 document or this Revised Version, and we consider its exclusion to be a significant wasted opportunity, as the NPPF allows local authorities to designate Green Belt as part of the Local Plan process. It has been agreed that the PFSH authorities are to consider a new Green Belt as part of their forthcoming Statement of Common Ground, and we would have hoped to see Fareham BC leading the way.

CPRE Hampshire has completed Response forms for individual policies which have been changed since December 2020 and these are attached below this letter. We reiterate that our comments from December 2020 are still considered relevant for policies which are unchanged and assume they will also be passed to the Inspector. Our December 2020 submission is attached as Appendix A.

Yours faithfully,

Caroline Dibden  
Vice-President  
CPRE Hampshire



**Attachments:**

Appendix A – CPRE Hampshire Submission to Fareham Local Plan 2037, previous Reg 19 version, dated 15<sup>th</sup> December 2020

Appendix B – Letter from Office of Statistics Regulator to ONS, dated 10th May 2021

Appendix C - OSR Review of Population Estimates and Projections Produced by the ONS, dated May 2021

A1 Is an Agent appointed:

**No, an agent is not appointed**

A2 Please provide your details below:

Title:

**Mrs**

First Name:

**Caroline**

Last Name:

**Dibden**

Job Title:

**Vice-President**

Organisation:

**CPRE Hampshire, the countryside charity**

Address:



Telephone:

Email Address:

**POLICY H1: Housing Provision**

B1 Which part of the Revised Publication Local Plan is this representation about?

- |                                     |                               |           |
|-------------------------------------|-------------------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph                   | Go to B1a |
| <input checked="" type="checkbox"/> | A policy                      | Go to B1b |
| <input type="checkbox"/>            | The policies map              | Go to B1c |
| <input type="checkbox"/>            | A new housing allocation site | Go to B1d |
| <input type="checkbox"/>            | The evidence base             | Go to B1e |

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

**Paragraphs 4.1 to 4.20**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Strategic Policy H1: Housing Provision**

B1c Which part of the Policies Map?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document? E.g. Viability Assessment

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant		<b>NO</b>
Sound		<b>NO</b>
Complies with the duty to co-operate		<b>NO</b>

### B3 Please provide details you have to support your answers above

We recognise that Fareham BC have been forced by the NPPF Standard Method to use the 2014-based household projections from MHCLG to calculate its so-called housing need numbers. CPRE Hampshire fundamentally rejects the using out-of-date projections and has informed the Government at all levels that it is surely in accordance with the NPPF to use up-to-date figures where they are available. We believe that the 2018-based projections are based on a more rigorous analysis by ONS and are superior to those calculated previously by MHCLG.

We expect that the 2021 Census will confirm that the 2018-based projections have more validity, and this will only be reinforced by likely changes in demographics following Brexit and Covid-19. We suggest that Fareham BC should seek an early release of the Census figures as it has such a significant impact on its Local Plan.

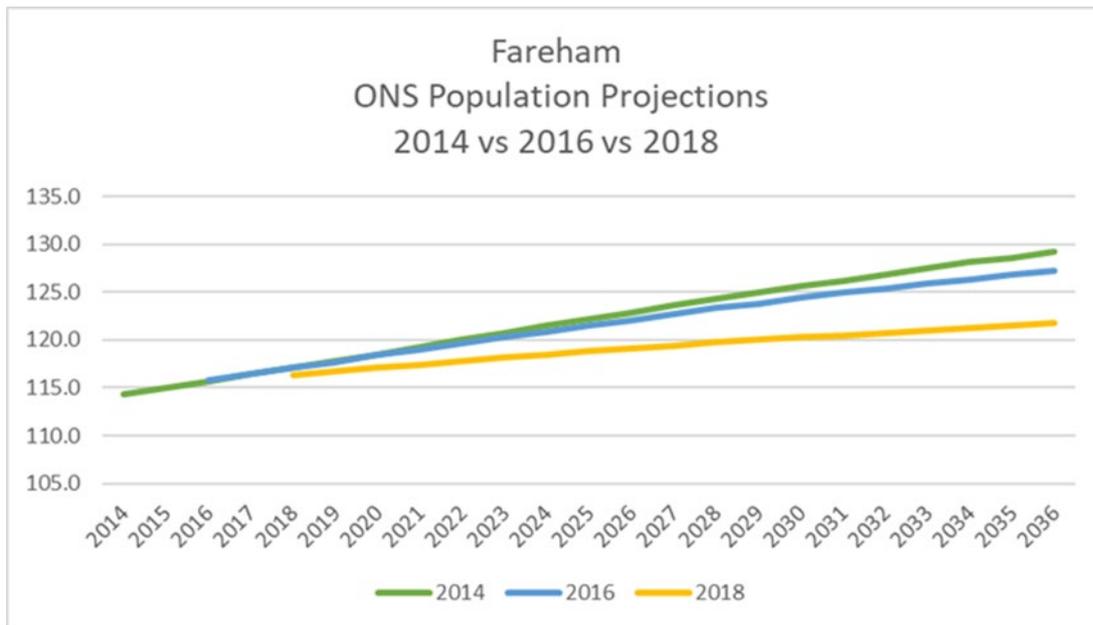
Graph H1\_1 below shows the substantial differences in population by using the differing projections for Fareham. Using the most up-to-date data for Fareham would result in an annual housing need of 327, even lower than that expected in the abortive previous Regulation 19 Version Local Plan of December 2020. This difference is so significant, that several large sites in Strategic Gaps might not be required. Over the 16 years of the plan period the comparative numbers are 8,656 with the 2014 projections, and 5,232 with the 2018 ones, a difference of 3,424 dwellings.

CPRE Hampshire therefore believes that Fareham and PFSH should use the latest base data on household projections (the 2018-based projections from the ONS) as it conforms with Para 31 of the NPPF "The preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals."

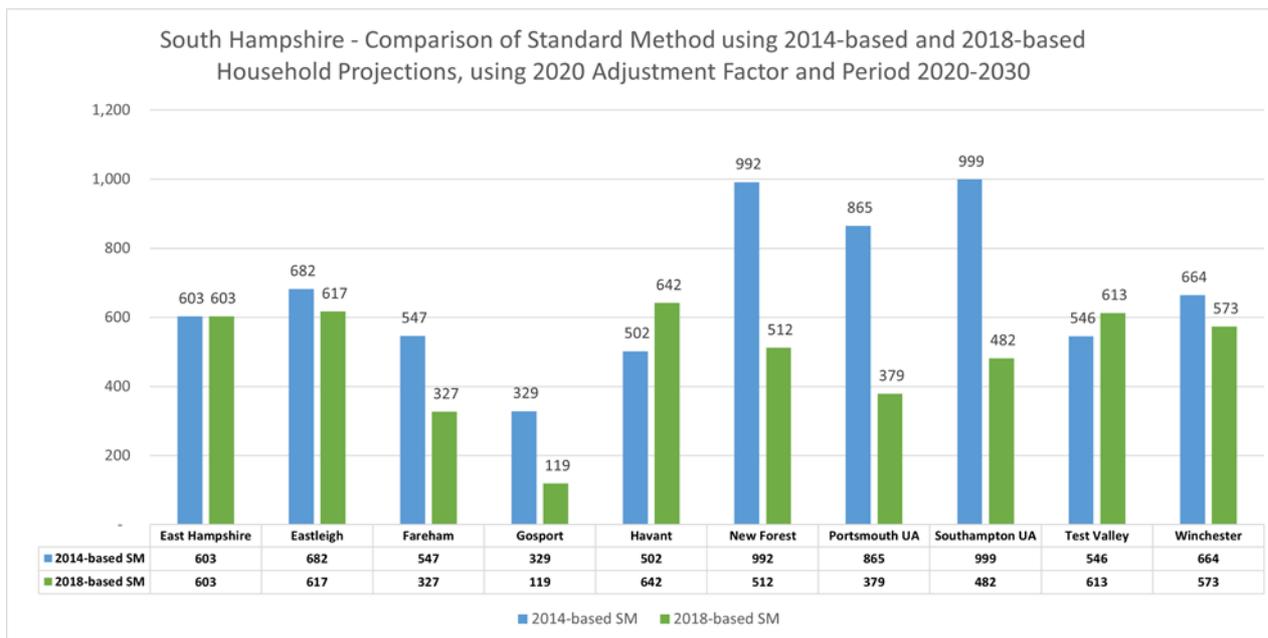
The lowered level of household growth in the 2018-based projections is seen across most of the South Hampshire authorities, not just Fareham, and this will have a substantial impact upon the duty to cooperate vis the PFSH Spatial Strategy. As can be seen from the graph H1\_2 below, the outcome of the Standard Method using 2014 and 2018-based projections for all the South Hampshire local authorities shows a substantially lower requirement. Across the six most urban of the PFSH authorities (Southampton, Portsmouth, Gosport, Eastleigh, Havant and Fareham) the difference is some 1,358 dwellings fewer annually. Using the 2014-based projections for those 6 urban authorities gives a housing requirement of 3,924 dwellings but using 2018-projections only 2,566 dpa, not including the metropolitan uplift for Southampton. With a 35% uplift for Southampton, the 2014-based figure would be 4,274, and the 2018-figure would be 2,735, with a difference of 1,539 dpa; an even more extreme difference between the 2 projection dates.

We believe that this must be factored into the next PFSH Spatial Strategy. Notably Portsmouth, who have requested help from Fareham in meeting their housing need, would see a fall in requirements from 865 dpa to 379 dpa. Should this be borne out by the Census results, it is a nonsense for Portsmouth to require any housing to be accommodated by Fareham.

The impact of Brexit, Covid-19, and corresponding economic fallout, on migration patterns will remain unclear for some time, and it is therefore sensible to use a cautious approach to planning and development.



Graph H1\_1



Graph H1\_2 (excludes 35% uplift for Southampton)

Furthermore, there has been recent challenge to the ONS population projections in 50 university cities and towns, and this impacts Portsmouth and Southampton, both of which feed into the PfSH joint work. The Office for Statistics Regulation (10<sup>th</sup> May 2021) has asked ONS to make some more checks on this aspect of their projections. Relevant papers are attached as Appendix B – Letter from Office of Statistics Regulator to ONS, dated 10th May 2021, and Appendix C - OSR Review of Population Estimates and Projections Produced by the ONS, dated May 2021.

In essence the issue relates to how students are handled in university cities. It seems that students have been “counted in” at the start of their studies, but not “counted out” at the end. This is particularly the case for foreign students, whose presence after university does not tie up with home office visa data and HESA destinations surveys.

The bulge in the apparent resulting population is also not corroborated by other data, such as doctor registrations, A&E attendance, new car registrations, school admissions, benefit claims, voter numbers, gas and electricity use etc. In the 50 cities likely to be impacted by these discrepancies, Southampton comes in 9<sup>th</sup> place, Portsmouth at 23<sup>rd</sup>.

The inclusion of Portsmouth is particularly relevant to the Fareham Local Plan, as it includes 900 dwellings for Portsmouth, which may not be required. Documents are attached as Appendices B and C which relate to this matter. Checking Portsmouth’s data shows that in 2019, births were lower by 484 than predicted by the 2014-based projections, and deaths were 172 higher. Over 16 years of the plan period, this simple calculation indicates that population might be overestimated by some 10,496 or very approximately 4,400 households.

In 2019, around 644 foreign students were apparently not counted out of the city, based on data from Home Office exit checks. HESA surveys indicate that some students will return to the UK, but only 18% of those who return are likely to remain in Portsmouth.

Significantly, for Fareham to agree to take unmet need from Portsmouth is premature, predating as it does any response from ONS to the request for a review from the Office of Statistics Regulation.

It is also clear that there remains a significant reliance on delivery of housing at Welborne, which is subject to a separate plan. Delays to infrastructure finding at Welborne could have an impact on Fareham’s overall strategy for delivery of its housing needs in the plan period.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Use ONS 2018-based household projections, giving 5,232 dpa. With a buffer of 10% this gives a requirement of 5,755 dpa.

Remove the requirement to take 900 dwellings from Portsmouth CC.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Use of up-to-date data is in accordance with Para 31 of the NPPF.

B4c Your suggested revised wording of any policy or text:

Use 5,232 dpa as the annual housing need with a 10% buffer to give a requirement of **5,755 dpa**.

Simply remove the requirement to take housing from Portsmouth CC.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a recognised authoritative voice on Hampshire's housing numbers, the standard methodology and has been involved in this aspect of Fareham's Local Plans since the time of the South-East Plan in 2005, and the formation of PfSH (Partnership for South Hampshire).

CPRE Hampshire is part of an expert group in the National CPRE network on housing numbers and would like to appear at the hearing sessions to SUPPORT the use of the most up-to-date household projections.

## POLICY HA1: North and South of Greenaway Lane, Warsash

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input checked="" type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Housing Allocation Policy: HA1 North and South of Greenaway Lane, Warsash**

B1c Which part of the Policies Map?

**Figure 4.1**

B2 Do you think the Publication Local Plan is:

Yes

No

Legally compliant

**YES**

Sound

**NO**

Complies with the duty to co-operate

**YES**

B3 Please provide details you have to support your answers above

CPRE Hampshire has significant concerns about the piecemeal development already seen, and proposed, in the Warsash area. Population growth in the 10 years 2009-2019 has reached 9% in Warsash and the western wards, while Fareham itself has only grown by 4%. As Warsash has no access to the rail network, this pattern of development could not be considered sustainable. It therefore fails the soundness tests.

An indicative framework as shown in Figure 4.1, but this does not meet the requirements for a masterplan, and it is not adequate for long-term planning to integrate the various separate sites and applications by a series of different developers. Policy HA1 will fail to meet any government aspirations for promoting a sustainable pattern of development as set out in the new July 2021 NPPF Para 11a, or for placemaking and beauty as set out in the NPPF Chapter 12, Paras 126 to 134, and is therefore unsound.

Para 126 of the new NPPF states “The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”

Para 127 of the NPPF states “Design policies should be developed with local communities, so they reflect local aspirations, and are grounded in an understanding and evaluation of each area’s defining characteristics.” It is apparent from discussion with CPRE Hampshire members that there has not, to date, been any meaningful involvement of local communities.

It is clear that the settlement policy boundaries have been moved to accommodate the applications pending for Warsash. This is not consistent with a plan-led approach but is simply reactive to a developer-led situation, and takes no account of the area’s defining features.

Para 22 of the new NPPF may require proposals for Warsash to be looked at over a 30 year period.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

More analysis of the sustainability criteria for the overall development strategy, such as access to public transport is required before sites such as HA1 are confirmed. Has every opportunity for brownfield development around rail networks been ruled out?

Much more consultation with the local community is required before the proposed HA1 framework meets NPPF prerequisites.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

It would be in compliance with the NPPF.

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire, the countryside charity, has worked for some years with local campaign group Save Warsash and the Western Wards, and a number of our members will be affected by the proposals for such a large allocation of housing to one small settlement. We would like to take part in the hearing sessions to represent their concerns for initial choice of an unsustainable site, loss of countryside and open space in Warsash, and poor design due to lack of a masterplan.

**POLICY HA55: Land South of Longfield Avenue**

B1 Which part of the Revised Publication Local Plan is this representation about?

- |                                     |                               |           |
|-------------------------------------|-------------------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph                   | Go to B1a |
| <input checked="" type="checkbox"/> | A policy                      | Go to B1b |
| <input checked="" type="checkbox"/> | The policies map              | Go to B1c |
| <input checked="" type="checkbox"/> | A new housing allocation site | Go to B1d |
| <input checked="" type="checkbox"/> | The evidence base             | Go to B1e |

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Housing Allocation Policy: HA55 Land South of Longfield Avenue**

B1c Which part of the Policies Map?

**Figure 4.4**

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire has significant concerns about incursion of this proposed site into the Strategic Gap. It will significantly diminish the form and function of the Gap, and lead to an increasing perception of urbanisation in one of the few remaining open spaces between Gosport and Fareham. It is likely to have detrimental impacts upon the ecological network. We note that it has been moved from a green network opportunity to a non-statutory status in the Revised Version of Appendix C, Local Ecological Network Map.

The housing numbers include 900 homes from Portsmouth which CPRE Hampshire believes should be removed from Fareham's housing target. Were this to be done, it would weaken the justification for Fareham BC to allocate such a large site in the Gap. The need to allocate HA55 would be entirely unnecessary should the 2018-based household projections be used to calculate housing targets.

As the site is located some distance from the rail network, this pattern of development could not be considered sustainable. It therefore fails the soundness tests.

An indicative framework as shown in Figure 4.4, but this does not meet the requirements for a masterplan, and it is not adequate for long-term planning to integrate the various separate sites and applications by a series of different developers. Policy HA55 will fail to meet any government aspirations for promoting a sustainable pattern of development as set out in the new July 2021 NPPF Para 11a, or for placemaking and beauty as set out in the NPPF Chapter 12, Paras 126 to 134, and is therefore unsound.

Para 126 of the new NPPF states "The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities."

Para 127 of the NPPF states "Design policies should be developed with local communities, so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics." It is apparent from discussion with CPRE Hampshire members that there has not, to date, been any meaningful involvement of local communities, who have long opposed incursion into the Strategic Gap.

Para 22 of the new NPPF may require proposals for Longfield Road to be looked at over a 30-year period.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Remove HA55 from the list of allocations and remove the 900 houses which Fareham has agreed to take from Portsmouth.

In any event, more analysis of the sustainability criteria for the overall development strategy, such as access to public transport is required before sites such as HA55 are confirmed. Has every opportunity for brownfield development around rail networks been ruled out?

Much more consultation with the local community is required before the proposed HA55 framework meets NPPF prerequisites.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

It would be in compliance with the NPPF.

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire believes that site HA55 represents an unnecessary incursion into the Strategic Gap and we would like to appear at the Hearings to further explain our case.

**POLICY HP4: Five-year housing land supply**

B1 Which part of the Revised Publication Local Plan is this representation about?

- |                                     |                               |           |
|-------------------------------------|-------------------------------|-----------|
| <input checked="" type="checkbox"/> | A paragraph                   | Go to B1a |
| <input checked="" type="checkbox"/> | A policy                      | Go to B1b |
| <input type="checkbox"/>            | The policies map              | Go to B1c |
| <input type="checkbox"/>            | A new housing allocation site | Go to B1d |
| <input type="checkbox"/>            | The evidence base             | Go to B1e |

B1a Which paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1.

**Paragraphs 5.22 to 5.28**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Policy HP4: Five-year housing land supply**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

Yes No

Legally compliant **YES**

Sound **NO**

Complies with the duty to co-operate **YES**

B3 Please provide details you have to support your answers above

The previous December 2020 version of **Policy HP4** stated “If the Council cannot demonstrate a five-year supply of land for housing against the housing requirement set out in Policy H1, additional housing sites, outside the Urban Area boundary, may be permitted where they meet all of the following criteria.....” The problem with this policy is that inadvertently it encourages the first choice of sites to be “outside the Urban Area”. CPRE Hampshire is sure that this is not what Fareham BC intends, and in any event it would not be in accordance with the councils own aspirations for a brownfield first approach, nor in accordance with the new NPPF Para 119, and is therefore unsound. NPPF July 2021 states “Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land.”

CPRE Hampshire suggests that to be in accordance with this aspiration, a sequential approach should be used, even in the event of a lack of a five-year housing land supply.

Our concerns regarding **Policy HP4** have been made much more critical as the word 'may' has been replaced with 'will' in the Revised Submission Version, so all such sites will essentially benefit from permission in principle, with no opportunity for Fareham BC to make any decisions based on sustainability.

The problem is exacerbated by the linkage of **Policy HP4** with **Policy DS1**, particularly **DS1 Criterion (e)** as discussed in CPRE Hampshire's submission in December 2020.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

**Policy HP4** should be rewritten to include a sequential approach, which "makes as much use as possible of suitable brownfield sites and underutilised land" as per Para 137 (a) of the NPPF.

The linkage of **Policy DS1 (e)** and **Policy HP4** should be removed.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

It would be in accordance with the NPPF.

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is part of an expert group in the National CPRE network on housing numbers, and the five-year housing land supply, and would like to appear at the hearing sessions to discuss its impact on the Fareham Revised Submission Local Plan 2037.

## POLICY E1: Employment Land Provision

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1.

**Paragraphs 6.8 to 6.20**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Policy E1: Employment Land Provision**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

Yes

No

Legally compliant

**YES**

Sound

**NO**

Complies with the duty to co-operate

**YES**

B3 Please provide details you have to support your answers above

The Revised Submission Plan has major changes to the Employment Provision section, referring to the Stantec Report of March 2021. Para 6.10 refers to the PPG for assessing floorspace needs, based on a labour demand model and past take-up. But it then goes on to say in Para 6.10.1 that past-take up would imply a negative need for office space and therefore this was not used in practice. However, this is perverse as not only were past take-up rates falling, but we now have the Class E permitted development rights and likely post-Covid changes in employment patterns, with more people working from home and having virtual meetings. It is to be expected that the lower requirement suggested by past take-up rates is likely to be accelerated rather than an under-estimate. To just say that the requirement within the Revised Local Plan is aspirational takes no account of current circumstances. This is then exacerbated by adding a so-called underdelivery over past years, despite falling take-up rates.

Para 6.20 states “The policies in this Local Plan secure an overprovision of approximately 121,000 sq.m. compared to the requirement identified by the Stantec assessment. Whilst this is a significant quantum, it is considered an acceptable approach to cater for flexibility and choice in supply both in terms of time and type of employment space as set out in the NPPF and PPG.”

CPRE Hampshire suggests that not only was the Stantec assessment likely to be an overestimate of needs, but that to then allocate an over provision of 121,000 sq.m. is entirely unnecessary. Any cursory look at employment sites around South Hampshire shows large sites available for rent, and these should be used in advance of any new provision. This can be demonstrated by looking at websites such as Rightmove (<https://www.rightmove.co.uk/commercial-property-to-let/Fareham.html>) or Property Link (<https://propertylink.estatesgazette.com/commercial-property-for-rent/fareham>).

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Remove the over-provision of employment land.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

It would be in accordance with the NPPF.

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire would like to appear at the hearing sessions to clarify why we do not believe that the proposed excessive over-provision of employment land is necessary.

## STRATEGIC POLICY CC1: Climate Change

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

**Paragraphs 8.1 to 8.10, 8.60**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Strategic Policy CC1: Climate change**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant		<b>NO</b>
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire generally SUPPORTS the approach taken by Fareham BC to Climate Change. But we believe that **Policy CC1, Criterion (a)** does not go far enough to encourage/enforce a truly sustainable pattern of development and is unlikely to lead to a meaningful reduction of emissions from private car use. The Revised Submission Version simply adds a comment in Criterion (e) about Building Regulations, but this is merely tinkering around the edges of what could and should be achieved.

Section 19(1A) of the Planning and Compulsory Purchase Act 2004 requires that a local authority's development plan documents must: (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.

The new NPPF Para 152 further includes the requirement that “the planning system should support the transition to a low carbon future in a changing climate”, should “shape places in ways that contribute to radical reductions in greenhouse gas emissions” and Footnote 53 “in line with the objectives and provisions of the Climate Change Act 2008.”

CPRE Hampshire believes that one of the most fundamental ways of combating the likelihood of adverse climate change, is to plan development where it can use better public transport and be less reliant on the car. The aspirations in **Policy CC1** are more about how development can respond to climate change, and rather less about how spatial planning of future development can help prevent it. We consider that this is a missed opportunity. According to Camilla Ween, Harvard Loeb Fellow, speaking on behalf of Transport for New Homes “Transport is responsible for about 26% of greenhouse gas emissions, much arising from personal car journeys. Our society will not be able to achieve the UN goals if we do not change the way we travel; that means we need to create new communities that are NOT car dependent. That means careful consideration of where new development is located, as well as how we design new communities, for example, places that are well connected with high quality public realm and movement infrastructure that encourage people to want to move to a car-free lifestyle.” It must be a fundamental tenet of the Fareham Local Plan that NO development should be permitted that relies on the car as its main means of access.

Nothing less than a drastic change to spatial strategy and a move away from South Hampshire’s historic pattern of sprawling suburbs will enable any meaningful contribution to the fight against adverse climate change. We owe it to future generations to do our utmost to shift patterns of behaviour that have become entrenched with the use of the private car. Even electric cars will not solve many of these issues as they still leave residues from tyres and fluids and are unsustainable in terms of battery manufacture.

We are aware that Client Earth wrote to the council in September 2019 to remind them of the legal obligations to address climate change and this objective clearly is in line with that requirement. We look forward to seeing the details of how the council will address climate change in the plan. In particular we would like to see clarity on detailed objectives and recognition of the need to measure progress against the objectives. Hampshire County Council have set out a very detailed plan with objectives on climate change and this may help Fareham BC when they are drawing up their own detailed plans. Ensuring new development is sustainable in terms of location and design will be central to achieving carbon neutrality. This is addressed above and below.

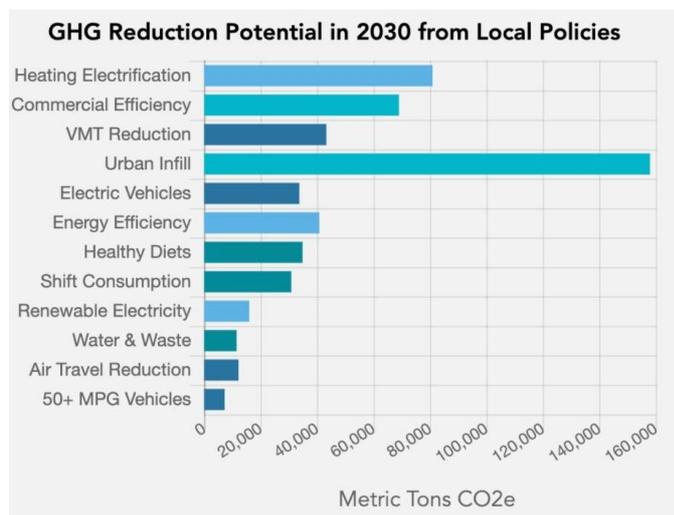
All policies, plans and decisions need to be measured against the objectives of the Climate Change Act 2008. The RTPI have studied this in their January 2021 report ‘NET ZERO TRANSPORT - The role of spatial planning and place-based solutions’. They say: “The planning system should also prioritise urban renewal that enables growth while achieving a substantial reduction in travel demand”.

It might also help to see the outcome of a study carried out by Cool Climate at the University of Berkeley to demonstrate the most substantive action local authorities can take to minimise greenhouse gases, Graph CC\_1. Although it used US cities for the study, the principles would apply just as much to Fareham, and showed the single most effective measure is to increase urban infill in preference to car-based development.

**Policy CC1** is therefore not legally compliant unless the large part of Fareham’s spatial strategy is geared to development around mass public transport hubs and avoiding sites which are car-dependant. It is clear that sites such as Policy HA1 would fail to meet this condition.

CPRE Hampshire recommends the checklist provided by Transport for New Homes, which sets out an objective approach to planning new housing areas without dependence on cars:

<https://www.transportfornewhomes.org.uk/wp-content/uploads/2019/10/checklist.pdf>



Graph CC\_1

Figure 10: Cool Climate Network, 2018

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

CPRE Hampshire recommends strengthening **Policy CC1, Criterion (a)** to enable a spatial strategy more likely to meet the requirements set out in Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and the new NPPF, by including a requirement for mass public transport hubs should be the first approach for development, and to enable Fareham to refuse car-dependent applications.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

It would be in accordance with Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and the new NPPF Para 152 in terms of shaping places that contribute to radical reductions in greenhouse emissions.

B4c Your suggested revised wording of any policy or text:

**Policy CC1 (a)** A development strategy that minimises the need to travel by allocating sites and generally directing development to locations **near to mass public transport hubs**, with better services and facilities, or where they are capable of being improved.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a more ambitious spatial strategy for planning housing in Fareham borough, such that it is located and designed appropriately around public transport hubs to minimise emissions and would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy CC1** in this regard.

## POLICY NE2: Biodiversity net gain

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input checked="" type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

**Paragraphs 9.28 to 9.44**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Policy NE2: Biodiversity net gain**

B1c Which part of the Policies Map?

**The Local Ecological Network map in Appendix C**

B2 Do you think the Publication Local Plan is:

Yes No

Legally compliant **YES**

Sound **YES**

Complies with the duty to co-operate **YES**

B3 Please provide details you have to support your answers above

The approach taken by Fareham BC is sound, and CPRE Hampshire SUPPORTS the requirement for biodiversity net gain as per the forthcoming Environment Act. However, we have significant concerns about the revised text in Para 9.32 about Fareham's ability to assess habitat condition and type, and to enforce any failure to achieve promised improvements. We refer you to the paper by Sophus Zu Ermgassen - *Exploring the ecological outcomes of mandatory biodiversity net gain using evidence from early-adopter jurisdictions in England*, June 2021

<https://conbio.onlinelibrary.wiley.com/doi/full/10.1111/conl.12820#>

And the Revised Plan needs to be updated in Para 9.35 and Footnote 85 to reflect the updated Defra Biodiversity Metric 3.0 which has recently been released.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES** Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning development, such that it is located and designed appropriately to see a net gain in biodiversity of the area and would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy NE2** in this regard.

## POLICY TIN1: Sustainable transport

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

**Paragraphs 10.1 to 10.11, 10.13**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**Policy TIN1: Sustainable transport**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

	Yes	No
Legally compliant	<b>YES</b>	
Sound		<b>NO</b>
Complies with the duty to co-operate	<b>YES</b>	

B3 Please provide details you have to support your answers above

CPRE Hampshire SUPPORTS the approach taken by Fareham BC and consider **Policy TIN1** to be a good starting point. CPRE Hampshire recognises that Fareham BC aspire to have 'good growth' with existing and proposed transport corridors influencing choice of development, however we feel **Policy TIN1** does not go far enough. The Council should feel empowered to reject development which is not already located around, or can provide, public mass transit hubs, in particular the rail network. The policy as it stands does not give Fareham BC a sufficiently robust mechanism for achieving this. It is therefore unlikely to comply with the aspirations to meet climate change objectives as set out in **Policy CC1** or for air quality in **Policy NE8**.

The principles of development and transport as set out in the Transport for New Homes checklist should be followed - <https://www.transportfornewhomes.org.uk/the-project/checklist-for-new-housing-developments/>.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

CPRE Hampshire recommends strengthening **Policy TIN1**, with an additional Criterion to enable a spatial strategy more likely to meet the requirements set out in Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and the new NPPF, by including a requirement for mass public transport hubs should be the first approach for development, and to enable Fareham to refuse car-dependent applications.

The principles of development and transport as set out in the Transport for New Homes checklist should be followed - <https://www.transportfornewhomes.org.uk/the-project/checklist-for-new-housing-developments/>.

CPRE Hampshire does not believe that the additional words added in the Revised Version in Para 10.13 are sufficiently robust to have any appreciable impact on reducing emissions, and do not give Fareham BC the powers to reject development with unsuitable transport provision.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

The policy would then comply with climate change and air quality objectives, and with **Policy CC1**.

B4c Your suggested revised wording of any policy or text:

**Policy TIN1** Development will be permitted

**(d)** minimises the need to travel by allocating sites and generally directing development to locations **near to mass public transport hubs**, with better services and facilities, or where they are capable of being improved.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire is a keen proponent of a spatial strategy for planning housing, such that it is located and designed appropriately around public transport hubs to minimise emissions and impacts on climate change. We would like to appear at the hearing sessions to discuss the likely effectiveness of **Policy TIN1** in this regard.

## POLICY D1: High quality design and place making

B1 Which part of the Revised Publication Local Plan is this representation about?

<input checked="" type="checkbox"/>	A paragraph	Go to B1a
<input checked="" type="checkbox"/>	A policy	Go to B1b
<input type="checkbox"/>	The policies map	Go to B1c
<input type="checkbox"/>	A new housing allocation site	Go to B1d
<input type="checkbox"/>	The evidence base	Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

**Paragraphs 11.1 to 11.36**

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

**POLICY D1: High quality design and place making**

B1c Which part of the Policies Map?

B2 Do you think the Publication Local Plan is:

Yes

No

Legally compliant

**YES**

Sound

**NO**

Complies with the duty to co-operate

**YES**

B3 Please provide details you have to support your answers above

CPRE Hampshire welcomes the approach taken by Fareham BC towards high quality design in **Policy D1** but would like to see the inclusion of the words countryside and landscape into **Criterion (i)**. The omission of these words makes it inconsistent with **Strategic Policies DS1 and DS3** and therefore unsound.

The design quality of future developments starts with overall masterplanning and landscape context as well as specific building details. Fareham has seen a proliferation of poorly designed car dependant nondescript developments over recent years, and it is critical that major improvements are made for the future.

The Submission plan will need to be updated to take account of the National Model Design Codes and Para 132 of the NPPF which states that development that is not well designed should be refused permission, especially where it fails to reflect local design policies and government guidance on design.

B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?

Include the words countryside and landscape into **Criterion (i)**.

B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?

This would then be in accordance with **Strategic Policies DS1 and DS3**. And would concur with the new NPPF Para 132.

B4c Your suggested revised wording of any policy or text:

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

**YES**

Yes, I want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

CPRE Hampshire has many members in Fareham who are keenly interested in the design of future developments and would like to see major improvements over previous failures in design quality, which has historically resulted in large sprawling estates of car-dependant nondescript housing.

**Respondent details:**

Title:	Mr
First Name:	Nicholas
Last Name:	John
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	Crofton Residents for Maintaining the Fare-ham Stubbington Gap
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: Statement of consultation**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Just testing if I can submit multiple representations. This 'Snap Surveys' approach seems to be designed to be as difficult as possible. Shame on you FBC!

This is another test to understand how this horrible Snap Survey thing works. If I say 'No' I don't want to make another representation will I be prevented from coming back later with another one?

This is a test to see if I can make multiple representations if I said 'No' on the last submission

## Please provide details you have to support your answers a...

[I have prepared a comprehensive document objecting to aspects of this Local Plan. The 'consultation mechanism' is particularly obstructive so I am submitting this in parts. Parts 1, 2 and 3 are below which I have linked to the 'State of Consultation' (i.e. evidence base) and H1 for want of better places. (NB the 'Review of ASLQ and Gaps' is not available for selection). Parts 4 & 5 are submitted separately against HP4 and HA54/55 as best available approximations] Objection to the 2021 Revised Publication Local Plan At the end of 2020 FBC published a 'Publication Local Plan'. Apparently, there was a consultation about it, but no publicity was posted to my door. In the depths of Covid, I was totally unaware of it. That was based on an NPPF requirement to build 403 a year and seems to have been uncontroversial compared to the appalling 'SGA' Draft Plan (520 p.a.) that was floated a year ago. In December 2020, the government inexplicably decided not to use 2018 ONS statistics but revert to older 2014 stats for the NPPF, resulting in 541 homes p.a. In response, the FBC Executive has published a HIGHLY CONTROVERSIAL 'Revised' Plan. I consider this to be UNSOUND for several reasons. PART 1: Unreasonable Government Targets The total number of houses proposed is staggering. The Govt appears to be totally irrational in its expectations and does not see 'the big picture'. The numerical algorithm is flawed. The Govt and FBC have failed to hold an intelligent negotiation. The result is forcing FBC to make hasty, poor and dubious decisions with irrevocable bad consequences PART 2: Poor Consultation The Plan has been conceived by a small Executive as a fait accompli, avoiding opportunities for a proper 2-way discussion of alternatives. There has been publicity, but the feedback mechanism is obstructive and intimidating. Directed only to the Inspector, there is no stage for FBC to modify its Plan. PART 3: Partisan Solutions Faced with a difficult problem, the Executive seem to exhibit a hint of gerrymandering, with 99% of the additional housing allocated East of the Meon. ASLQ's are proposed to future-protect nearly all of the Western Ward green space. PART 4: Core Values and The Strategic Gap Rigorously developed policies to retain character and separation of town/village settlements ignored. Majority of new development in Strategic Gap. PART 5: Planning Proposals in The Strategic Gap (HA54 and HA55) To recommend deep encroachment into the Gap at the same point from both sides, having already taken out the middle with the By-pass, shows that this Plan is driven by the developers not by any objective consideration. I will submit more detail on PARTS 4 and 5 in separate Representations. PART 1: Government Targets This problem starts with Govt policy to deliver 300,000 new homes nationally. This is not particularly driven to 'house the homeless' or help first time buyers. The objective is to stimulate economic activity. Another stated policy is to 'level up' the economy across the country, but these policies are not working together. Post BREXIT, there should be less focus on the EU-facing South-East, and more business North and West. The NPPF algorithm appears to support a viscous circle of targeting more houses in the SE where there are jobs instead of boosting the economy elsewhere. South Hants is vastly over built but just getting worse. The decision to use 2014 stats is indefensible. FBC should be claiming a mitigating factor that more recent ONS stats indicate a lower demand. The NPPF number is then inflated by 20% because HMG are sceptical about FBC's ability to deliver due to its recent failure to meet 3YHDT. This is largely due to Nitrates restrictions and HMG should take this into account. Rather than concoct 'too clever by half' mitigation schemes, HMG should recognise the serious environmental 'algae' issue and look to REDUCING nitrates rather than 'net zero'. HMG does not actually want FBC to deliver more houses than are needed (silly), the buffer is a safety margin. Why then does FBC add an additional 11% margin on top for the same reason? As neighbouring councils appear to be benefitting from the 2014 stats U-turn, while Fareham loses out, the 'Unmet need' adjustments should reflect this. FBC is not generally delinquent on housing delivery. The Welborne project is finally coming together but the ramp up is slow. With a reasonable expectation of high housing delivery in later years, HMG should allow a slower start up. The desperation to grab low hanging fruit, meet 3YHDT and avoid the 20% buffer is driving FBC to make BAD proposals. FBC do not seem to be pushing back much. The Inspector may see his role as squeezing as many houses out of apparently compliant councils and keep his (or her) powder dry. Hopefully, in the public interest, he will on inspection recommend that FBC lower the targets. PART 2: Poor Consultation The U-Turn on NPPF stats was last December. The Executive knew that allocating the additional housing numbers would be controversial and unpopular. There was ample time to engage with the public and discuss best solutions, ideally around the May elections involving candidates and voters. Instead, this was kept under wraps, voters (and most councillors) thinking that their objections to the SGA's had been listened to and that the administration had relieved the Strategic Gap and other areas. The Revised Plan was only later revealed, with apparently no time to 'revise' it by public debate or even in full council. There has been publicity and meetings, but feedback is only possible to the Inspector. Much handwashing, with FBC 'not interested' in alternative approaches. The feedback mechanism is quite diabolical, comments limited to 'legality, soundness and co-operation'. Users must specify unique policies or developments they want to comment on. Worse still, comments are restricted only to aspects that have changed in the Revision. 'Evidence' posted before the original 'consultation' cannot be refuted, even though it has only become relevant in the 'Revised' Plan. The 'Survey' system is obstructive and certain to intimidate all but the very dogged contributor. The process seems deliberately opaque. CAT meetings are sparse as people feel powerless. The Executive claim their process is entirely legal, but this merely speaks of the sorry state of local democracy. The Inspector may accept that formalities have been observed but should look carefully to be sure that the public interest is being fairly served. A Plan may be 'legal, sound and co-operative' but that does not mean it is a good, right or the best solution. PART 3: Partisan Solutions The requirement to find an additional 138 homes per year, must have been something of a challenge to Council Leaders, not least about positioning this to their own constituency voters in the May elections. FBC had already faced a similar challenge in 2019/20 and responded with a large housing 'Strategic Growth Area' to replace most of the Strategic Gap where there should be a presumption against development. I and many others submitted objections to that Draft Plan, but these are now excluded from the current Consultation. I will attempt to resubmit my 2020 objection as it is still relevant and provides background. Facing the new challenge, FBC has revamped and hardened the SGA approach, having worn down resistance and evading real consultation. Note that the FBC Executive, and the Planning Committee

### What modification(s) is necessary to make the Revised Pub...

x

D

J

I have already suggested, for example to Cllr Woodward that Take out the 180 designated for Persimmon and (if you really, really need the numbers) put back in the 150 originally planned for Rookery Farm (that you make great mention of below) which mysteriously remain reprieved, despite the renewed government pressure. That could provide a crumb of decency. You already have 16-homes granted permission at 'The Grange', inside the Gap, to help balance. Having approved The Grange, there will now be housing development along one side of St Edmunds church and cemetery. The Persimmon development on the other side, and the resulting destruction of the 'country lane' ambience of Oakcroft Lane, would subsume the church and grounds into a housing estate. The Gap is supposed to protect 'settlement character' as well as provide 'settlement segregation'. I have heard say that the Rookery Farm proposal was difficult due to access etc for emergency vehicles etc. This suggests a lack of imagination. There is an existing small bridge over the M27 that could allow additional access from Addison Road - if not upgradable for general traffic it could at least allow emergency vehicles.

### How would the modification(s) you propose make the Revise...

y

E

K

This would go a little way to removing the suspicion of Gerrymandering that may result from the fact that 99% of the additional housing in the Revised Plan has been directed to the Eastern side of the Meon with virtually nothing west of the Meon.

### Your suggested revised wording of any policy or text:

z

F

L

See above

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

This 'on-line box filling' facility is completely unsatisfactory. I have a lot of things I want to say, with carefully constructed reasoning and arguments that represent a comprehensive criticism of many aspects of this Local Plan. There are linked issues that cannot be presented by this awkward, intimidating and user unfriendly mechanism

Just Testing how this works . . .

See other submissions

As mentioned in my representation I have prepared substantial concerns about the Plan and its evolution, which I would be happy to discuss with the Inspector. I also represent an informal group in my locality who have particular concerns about the Strategic Gap

## 2) Policy: H1

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

## Please provide details you have to support your answers a...

[I have prepared a comprehensive document objecting to aspects of this Local Plan. The 'consultation mechanism' is particularly obstructive so I am submitting this in parts. Parts 1, 2 and 3 are below which I have linked to the 'State of Consultation' (i.e. evidence base) and H1 for want of better places (NB the 'Review of ASLQ and Gaps' is not available for selection). Parts 4 & 5 are submitted separately against HP4 and HA54/55 as best available approximations] Objection to the 2021 Revised Publication Local Plan At the end of 2020 FBC published a 'Publication Local Plan'. Apparently, there was a consultation about it, but no publicity was posted to my door. In the depths of Covid, I was totally unaware of it. That was based on an NPPF requirement to build 403 a year and seems to have been uncontroversial compared to the appalling 'SGA' Draft Plan (520 p.a.) that was floated a year ago. In December 2020, the government inexplicably decided not to use 2018 ONS statistics but revert to older 2014 stats for the NPPF, resulting in 541 homes p.a. In response, the FBC Executive has published a HIGHLY CONTROVERSIAL 'Revised' Plan. I consider this to be UNSOUND for several reasons. PART 1: Unreasonable Government Targets The total number of houses proposed is staggering. The Govt appears to be totally irrational in its expectations and does not see 'the big picture'. The numerical algorithm is flawed. The Govt and FBC have failed to hold an intelligent negotiation. The result is forcing FBC to make hasty, poor and dubious decisions with irrevocable bad consequences PART 2: Poor Consultation The Plan has been conceived by a small Executive as a fait accompli, avoiding opportunities for a proper 2-way discussion of alternatives. There has been publicity, but the feedback mechanism is obstructive and intimidating. 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A Plan may be 'legal, sound and co-operative' but that does not mean it is a good, right or the best solution. PART 3: Partisan Solutions The requirement to find an additional 138 homes per year, must have been something of a challenge to Council Leaders, not least about positioning this to their own constituency voters in the May elections. FBC had already faced a similar challenge in 2019/20 and responded with a large housing 'Strategic Growth Area' to replace most of the Strategic Gap where there should be a presumption against development. I and many others submitted objections to that Draft Plan, but these are now excluded from the current Consultation. I will attempt to resubmit my 2020 objection as it is still relevant and provides background. Facing the new challenge, FBC has revamped and hardened the SGA approach, having worn down resistance and evading real consultation. Note that the FBC Executive, and the Planning Committee

**Please provide details you have to support your answers a...**

**What modification(s) is necessary to make the Revised Pub...**

I have already suggested, for example to Cllr Woodward that Take out the 180 designated for Persimmon and (if you really, really need the numbers) put back in the 150 originally planned for Rookery Farm (that you make great mention of below) which mysteriously remain reprieved, despite the renewed government pressure. That could provide a crumb of decency. You already have 16-homes granted permission at 'The Grange', inside the Gap, to help balance. Having approved The Grange, there will now be housing development along one side of St Edmunds church and cemetery. The Persimmon development on the other side, and the resulting destruction of the 'country lane' ambience of Oakcroft Lane, would subsume the church and grounds into a housing estate. The Gap is supposed to protect 'settlement character' as well as provide 'settlement segregation'. I have heard say that the Rookery Farm proposal was difficult due to access etc for emergency vehicles etc. This suggests a lack of imagination. There is an existing small bridge over the M27 that could allow additional access from Addison Road - if not upgradable for general traffic it could at least allow emergency vehicles.

**How would the modification(s) you propose make the Revise...**

It would go a small way to reducing the suggestion of Gerrymandering in the Plan in that 99% of the additional housing indicated in the Revised Plan has been allocated to eastern wards with virtually nothing west of the Meon

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

As mentioned in my representation I have prepared substantial concerns about the Plan and its evolution, which I would be happy to discuss with the Inspector. I also represent an informal group in my locality who have particular concerns about the Strategic Gap

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**3) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

## Please provide details you have to support your answers a...

[I have prepared a comprehensive document objecting to aspects of this Local Plan. The 'consultation mechanism' is particularly obstructive so I am submitting this in parts. An Introduction and Parts 1, 2 and 3 are already submitted, linked to the 'State of Consultation' (i.e. evidence base) and H1 for want of better places. Parts 4 (below) & 5 are submitted separately against HP4 and HA54/55 as best available approximations] (NB the 'Review of ASLQ and Gaps' would be the most appropriate 'evidence' document, but is not available for selection)

PART 4: Core Values and The Strategic Gap One of the Core Strategies underpinning Planning in Fareham has always been to maintain the physical and visual separation of town and village settlements and their individual character. CS22 was set out as (1): "Land within a Strategic Gap will be treated as countryside. Development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements." It was necessary to specify the Gap boundaries, as they are now shown on the Fareham Policies Map. For this purpose, the 'Review of Strategic Gap Boundaries' was commissioned by FBC and conducted by the David Hares independent consultants in the summer of 2012. In recent years, FBC has paid less than lip service to this, and now that other areas of the borough are under pressure, they seek to downsize the Gap. To justify new development therein, they say. "Strategic gaps have been retained but they have been re-defined in the Publication Plan to focus on preventing settlement coalescence." The implication here is that the Hares review was not sufficiently focussed on 'settlement coalescence'. This is a slippery red herring as the 2021 was definitely so focussed. It was challenged, re-validated and re-affirmed as entirely robust in this respect. Criteria and Methodology In 2014, as part of the Local Plan examination (3), 'Issues and Questions' were raised by the Inspector (Mr M Hetherington) regarding the Gap Review.) (2) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DCD06Issue2.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DCD06Issue2.pdf) ) Specifically, he asked (Pf 2.2): 'Is the review of the boundaries sufficiently robust? Have appropriate criteria been used?'. FBC responded (2.2.2) that the Review focussed on 41 subdivisions on land and the boundaries were reviewed according to CS22, including the three criteria added to CS22 at the Planning Inspector's request. a) The open nature/sense of separation between settlements cannot be retained by other policy designations. b) The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence. c) In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation. One representation (2.2.3) suggested that inappropriate methodology was used, and that some assessments were heavily weighted on 'green infrastructure' rather than 'the minimum area needed to prevent coalescence'. FBC refuted this and (in 2.2.7) 'considers that the review has provided a robust basis to inform the definition of the strategic gap'. Further to this, (in 'Matters Arising' Nov 2014) the Inspector asked the Council to explain the suitability of the methodology (3). (3) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DCD20ActionsArisingFromIssue2.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DCD20ActionsArisingFromIssue2.pdf) FBC (See Pf 1.1) reaffirmed the Review to be 'a robust assessment of the Strategic Gaps' and to demonstrate this, FBC requested further explanation and justification from the report authors. In the Appendix, the David Hares' consultant explained that all 41 areas were assessed against the three additional criteria suggested by the Inspector, but some (west of the Meon, south of Warsash Road) had failed against the criteria [c] "no more land than is necessary to prevent the coalescence of settlements should be included" These were therefore excluded from the Strategic Gap. By contrast, the remaining areas, as represented by the Gap in the Policies Map, clearly PASSED this test, so are wholly and entirely necessary to prevent settlement coalescence. This would obviously include the land North AND SOUTH of Oakcroft Lane, and that South of Longfield Avenue. Effect of the By-Pass In relation to proposed new road schemes, The Hares Landscape Architect (Lynette Leeson) said: Although the Fareham Gap Review did not specifically take into account the Stubbington Bypass and realignment of the southern portion of Newgate Lane we do not think these proposals would alter our recommendations for the boundary of the strategic gap in this part of the Borough. The strategic gap between Fareham and Stubbington is vital to maintain the separate identities of the two settlements and the new road improvements should not compromise this. Furthermore, in relation to the effect of the Stubbington by-pass, the Planning Inspector (David Hogger) declared in his report of May 2015 (4) examining Fareham's Local Plan Part 2 (4) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DSPCompleteInspectorsReport.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DSPCompleteInspectorsReport.pdf) "Concerns were expressed regarding the delineation of the Strategic Gap boundaries and the methodology used in the Fareham Borough Gap Review. . . Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound." In ignoring the Hares Review and supplanting it with another, FBC's approach is distinctly UNSOUND 2020 Review of ASLQ Strategic Gaps (5) Having gone beyond the extra mile to assiduously test and uphold the David Hares analysis (at public expense), FBC is somewhat 'Hoisted by its own Petard' when it now tries to concoct a new 'Review of Strategic Gaps' which mysteriously comes to different conclusions. This 'Evidence' document cannot be disputed directly by the 'consultation' mechanism as it forms part of the original 'Published Plan'. However, its conclusions regarding the Gaps can be taken with a pinch of salt. Suggestions that (specifically and only) 'Land south of Oakcroft Lane' and 'Land south of Longfield Avenue' 'could be developed without compromising the Strategic Gap function' are manifestly contrived to correspond to existing development proposals that the council is keen to pursue. To suggest that these conclusions were uninfluenced by these proposals is ludicrous and disingenuous. The new Plan justifies this 2020 Review (3.10) by 'recent planning appeals where the function, and strength of, the strategic gaps were called into question'. We often hear that 'an inspector said we should consider the size of our Gaps'. These are more red herrings. The Appeals and comments were in relation to proposals off Old Street, extending into the MEON gap. Perhaps he considered that the obvious (flooded) flood plain and distance to Warsash negated the need to define that Gap to avoid settlement coalescence. Curiously, this report makes no changes to the Meon Gap (irrespective of its ASLQ designation) implying it is still wholly necessary for segregation but bits of

**Please provide details you have to support your answers a...**

**What modification(s) is necessary to make the Revised Pub...**

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**How would the modification(s) you propose make the Revise...**

See Above, also It might remove the clear indication that the new Review has been influenced by particular interests to protect the Wester Wards

**Your suggested revised wording of any policy or text:**

See above

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**4) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

## Please provide details you have to support your answers a...

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Travelling South, Peak lane would first see the fields on the left replaced by the HA55 housing estate, almost immediately hit the by-pass junction (which will be an acre of tarmac, traffic signals, etc), a few yards later meet the HA54 access road, then a

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**How would the modification(s) you propose make the Revise...**

It would restore some common sense, sadly missing

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

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**5) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

## Please provide details you have to support your answers a...

[I have prepared a comprehensive document objecting to aspects of this Local Plan. The 'consultation mechanism' is particularly obstructive so I am submitting this in parts. An Introduction and Parts 1, 2 and 3 are already submitted, linked to the 'State of Consultation' (i.e. evidence base) and H1 for want of better places. Parts 4 (below) & 5 are submitted separately against HP4 and HA54/55 as best available approximations] (NB the 'Review of ASLQ and Gaps' is not available for selection) PART 4: Core Values and The Strategic Gap One of the Core Strategies underpinning Planning in Fareham has always been to maintain the physical and visual separation of town and village settlements and their individual character. CS22 was set out as (1): "Land within a Strategic Gap will be treated as countryside. Development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements." It was necessary to specify the Gap boundaries, as they are now shown on the Fareham Policies Map. For this purpose, the 'Review of Strategic Gap Boundaries' was commissioned by FBC and conducted by the David Hares independent consultants in the summer of 2012. In recent years, FBC has paid less than lip service to this, and now that other areas of the borough are under pressure, they seek to downsize the Gap. To justify new development therein, they say. "Strategic gaps have been retained but they have been re-defined in the Publication Plan to focus on preventing settlement coalescence." The implication here is that the Hares review was not sufficiently focussed on 'settlement coalescence'. This is a slippery red herring as the 2021 was definitely so focussed. It was challenged, re-validated and re-affirmed as entirely robust in this respect. Criteria and Methodology In 2014, as part of the Local Plan examination (3), 'Issues and Questions' were raised by the Inspector (Mr M Hetherington) regarding the Gap Review.) (2) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DCD06Issue2.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DCD06Issue2.pdf) ) Specifically, he asked (Pf 2.2): 'Is the review of the boundaries sufficiently robust? Have appropriate criteria been used?'. FBC responded (2.2.2) that the Review focussed on 41 subdivisions on land and the boundaries were reviewed according to CS22, including the three criteria added to CS22 at the Planning Inspector's request. a) The open nature/sense of separation between settlements cannot be retained by other policy designations. b) The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence. c) In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation. One representation (2.2.3) suggested that inappropriate methodology was used, and that some assessments were heavily weighted on 'green infrastructure' rather than 'the minimum area needed to prevent coalescence'. FBC refuted this and (in 2.2.7) 'considers that the review has provided a robust basis to inform the definition of the strategic gap'. Further to this, (in 'Matters Arising' Nov 2014) the Inspector asked the Council to explain the suitability of the methodology (3). (3) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DCD20ActionsArisingFromIssue2.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DCD20ActionsArisingFromIssue2.pdf) FBC (See Pf 1.1) reaffirmed the Review to be 'a robust assessment of the Strategic Gaps' and to demonstrate this, FBC requested further explanation and justification from the report authors. In the Appendix, the David Hares' consultant explained that all 41 areas were assessed against the three additional criteria suggested by the Inspector, but some (west of the Meon, south of Warsash Road) had failed against the criteria [c] "no more land than is necessary to prevent the coalescence of settlements should be included" These were therefore excluded from the Strategic Gap. By contrast, the remaining areas, as represented by the Gap in the Policies Map, clearly PASSED this test, so are wholly and entirely necessary to prevent settlement coalescence. This would obviously include the land North AND SOUTH of Oakcroft Lane, and that South of Longfield Avenue. Effect of the By-Pass In relation to proposed new road schemes, The Hares Landscape Architect (Lynette Leeson) said: Although the Fareham Gap Review did not specifically take into account the Stubbington Bypass and realignment of the southern portion of Newgate Lane we do not think these proposals would alter our recommendations for the boundary of the strategic gap in this part of the Borough. The strategic gap between Fareham and Stubbington is vital to maintain the separate identities of the two settlements and the new road improvements should not compromise this. Furthermore, in relation to the effect of the Stubbington by-pass, the Planning Inspector (David Hogger) declared in his report of May 2015 (4) examining Fareham's Local Plan Part 2 (4) [https://www.fareham.gov.uk/PDF/planning/local\\_plan/Examination/DSPCompleteInspectorsReport.pdf](https://www.fareham.gov.uk/PDF/planning/local_plan/Examination/DSPCompleteInspectorsReport.pdf) "Concerns were expressed regarding the delineation of the Strategic Gap boundaries and the methodology used in the Fareham Borough Gap Review. . . Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound." In ignoring the Hares Review and supplanting it with another, FBC's approach is distinctly UNSOUND 2020 Review of ASLQ Strategic Gaps (5) Having gone beyond the extra mile to assiduously test and uphold the David Hares analysis (at public expense), FBC is somewhat 'Hoisted by its own Petard' when it now tries to concoct a new 'Review of Strategic Gaps' which mysteriously comes to different conclusions. This 'Evidence' document cannot be disputed directly by the 'consultation' mechanism as it forms part of the original 'Published Plan'. However, its conclusions regarding the Gaps can be taken with a pinch of salt. Suggestions that (specifically and only) 'Land south of Oakcroft Lane' and 'Land south of Longfield Avenue' 'could be developed without compromising the Strategic Gap function' are manifestly contrived to correspond to existing development proposals that the council is keen to pursue. To suggest that these conclusions were uninfluenced by these proposals is ludicrous and disingenuous. The new Plan justifies this 2020 Review (3.10) by 'recent planning appeals where the function, and strength of, the strategic gaps were called into question'. We often hear that 'an inspector said we should consider the size of our Gaps'. These are more red herrings. The Appeals and comments were in relation to proposals off Old Street, extending into the MEON gap. Perhaps he considered that the obvious (flooded) flood plain and distance to Warsash negated the need to define that Gap to avoid settlement coalescence. Curiously, this report makes no changes to the Meon Gap (irrespective of its ASLQ designation) implying it is still wholly necessary for segregation but bits of

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**6) Paragraph: HA55- Land south of Longfield Avenue**

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Sound	No
Complies with the duty to co-operate	Yes

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**How would the modification(s) you propose make the Revise...**

It might restore some common sense

**Your suggested revised wording of any policy or text:**

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**7) Policy: H1**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

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In December 2020, the government inexplicably decided not to use 2018 ONS statistics but revert to older 2014 stats for the NPPF, resulting in 541 homes p.a. In response, the FBC Executive has published a HIGHLY CONTROVERSIAL 'Revised' Plan. I consider this to be UNSOUND for several reasons. PART 1: Unreasonable Government Targets The total number of houses proposed is staggering. The Govt appears to be totally irrational in its expectations and does not see 'the big picture'. The numerical algorithm is flawed. The Govt and FBC have failed to hold an intelligent negotiation. The result is forcing FBC to make hasty, poor and dubious decisions with irrevocable bad consequences PART 2: Poor Consultation The Plan has been conceived by a small Executive as a fait accompli, avoiding opportunities for a proper 2-way discussion of alternatives. There has been publicity, but the feedback mechanism is obstructive and intimidating. Directed only to the Inspector, there is no stage for FBC to modify its Plan. PART 3: Partisan Solutions Faced with a difficult problem, the Executive seem to exhibit a hint of gerrymandering, with 99% of the additional housing allocated East of the Meon. ASLQ's are proposed to future-protect nearly all of the Western Ward green space. PART 4: Core Values and The Strategic Gap Rigorously developed policies to retain character and separation of town/village settlements ignored. Majority of new development in Strategic Gap. PART 5: Planning Proposals in The Strategic Gap (HA54 and HA55) To recommend deep encroachment into the Gap at the same point from both sides, having already taken out the middle with the By-pass, shows that this Plan is driven by the developers not by any objective consideration. I will submit more detail on PARTS 4 and 5 in separate Representations. PART 1: Government Targets This problem starts with Govt policy to deliver 300,000 new homes nationally. This is not particularly driven to 'house the homeless' or help first time buyers. The objective is to stimulate economic activity. Another stated policy is to 'level up' the economy across the country, but these policies are not working together. Post BREXIT, there should be less focus on the EU-facing South-East, and more business North and West. The NPPF algorithm appears to support a viscous circle of targeting more houses in the SE where there are jobs instead of boosting the economy elsewhere. South Hants is vastly over built but just getting worse. The decision to use 2014 stats is indefensible. FBC should be claiming a mitigating factor that more recent ONS stats indicate a lower demand. The NPPF number is then inflated by 20% because HMG are sceptical about FBC's ability to deliver due to its recent failure to meet 3YHDT. This is largely due to Nitrates restrictions and HMG should take this into account. Rather than concoct 'too clever by half' mitigation schemes, HMG should recognise the serious environmental 'algae' issue and look to REDUCING nitrates rather than 'net zero'. HMG does not actually want FBC to deliver more houses than are needed (silly), the buffer is a safety margin. Why then does FBC add an additional 11% margin on top for the same reason? As neighbouring councils appear to be benefitting from the 2014 stats U-turn, while Fareham loses out, the 'Unmet need' adjustments should reflect this. FBC is not generally delinquent on housing delivery. The Welborne project is finally coming together but the ramp up is slow. With a reasonable expectation of high housing delivery in later years, HMG should allow a slower start up. The desperation to grab low hanging fruit, meet 3YHDT and avoid the 20% buffer is driving FBC to make BAD proposals. FBC do not seem to be pushing back much. The Inspector may see his role as squeezing as many houses out of apparently compliant councils and keep his (or her) powder dry. Hopefully, in the public interest, he will on inspection recommend that FBC lower the targets. PART 2: Poor Consultation The U-Turn on NPPF stats was last December. The Executive knew that allocating the additional housing numbers would be controversial and unpopular. There was ample time to engage with the public and discuss best solutions, ideally around the May elections involving candidates and voters. Instead, this was kept under wraps, voters (and most councillors) thinking that their objections to the SGA's had been listened to and that the administration had relieved the Strategic Gap and other areas. The Revised Plan was only later revealed, with apparently no time to 'revise' it by public debate or even in full council. There has been publicity and meetings, but feedback is only possible to the Inspector. Much handwashing, with FBC 'not interested' in alternative approaches. The feedback mechanism is quite diabolical, comments limited to 'legality, soundness and co-operation'. Users must specify unique policies or developments they want to comment on. Worse still, comments are restricted only to aspects that have changed in the Revision. 'Evidence' posted before the original 'consultation' cannot be refuted, even though it has only become relevant in the 'Revised' Plan. The 'Survey' system is obstructive and certain to intimidate all but the very dogged contributor. The process seems deliberately opaque. CAT meetings are sparse as people feel powerless. The Executive claim their process is entirely legal, but this merely speaks of the sorry state of local democracy. The Inspector may accept that formalities have been observed but should look carefully to be sure that the public interest is being fairly served. (5818). A Plan may be 'legal, sound and co-operative' but that does not mean it is a good, right or the best solution. PART 3: Partisan Solutions The requirement to find an additional 138 homes per year, must have been something of a challenge to Council Leaders, not least about positioning this to their own constituency voters in the May elections. FBC had already faced a similar challenge in 2019/20 and responded with a large housing 'Strategic Growth Area' to replace most of the Strategic Gap where there should be a presumption against development. I and many others submitted objections to that Draft Plan, but these are now excluded from the current Consultation. I will attempt to resubmit my 2020 objection as it is still relevant and provides background. Facing the new challenge, FBC has revamped and hardened the SGA approach, having worn down resistance and evading real consultation. Note that the FBC Executive, and the Planning Committee

**Please provide details you have to support your answers a...**

**What modification(s) is necessary to make the Revised Pub...**

I have already suggested, for example to Cllr Woodward that Take out the 180 designated for Persimmon and (if you really, really need the numbers) put back in the 150 originally planned for Rookery Farm (that you make great mention of below) which mysteriously remain reprieved, despite the renewed government pressure. That could provide a crumb of decency. You already have 16-homes granted permission at 'The Grange', inside the Gap, to help balance. Having approved The Grange, there will now be housing development along one side of St Edmunds church and cemetery. The Persimmon development on the other side, and the resulting destruction of the 'country lane' ambience of Oakcroft Lane, would subsume the church and grounds into a housing estate. The Gap is supposed to protect 'settlement character' as well as provide 'settlement segregation'. I have heard say that the Rookery Farm proposal was difficult due to access etc for emergency vehicles etc. This suggests a lack of imagination. There is an existing small bridge over the M27 that could allow additional access from Addison Road - if not upgradable for general traffic it could at least allow emergency vehicles.

**How would the modification(s) you propose make the Revise...**

It would go a small way to reducing the suggestion of Gerrymandering in the Plan in that 99% of the additional housing indicated in the Revised Plan has been allocated to eastern wards with virtually nothing west of the Meon

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

As mentioned in my representation I have prepared substantial concerns about the Plan and its evolution, which I would be happy to discuss with the Inspector. I also represent an informal group in my locality who have particular concerns about the Strategic Gap

---

## White, Lauren

---

**From:** Jean Cronin [REDACTED]  
**Sent:** 27 July 2021 14:34  
**To:** Consultation  
**Subject:** Representation on Current Consultation on the Fareham Borough Draft Local Plan  
**Attachments:** NELSON LANE, PORTSDOWN HILL -LAND ALLOCATION PLAN.PDF; NELSON LANE, PORTSDOWN HILL-43 UNIT SCHEME.PDF

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Dear Sirs,

### Representations to Fareham Borough Draft Local Plan 2026

We are writing to make representation to the current consultation on the Fareham Borough Draft Local Plan 2036.

We have interests in land in relation to a site off Nelson Lane, Portsdown Hill. The site as shown on the attached plan is submitted for consideration as a further site for residential development together with an opportunity to create additional open space/site for nature conservation as an extension to the existing provision at Fort Nelson.

The site is promoted for development against the Revised Publication Local Plan requirement of Strategic Housing Provision for 8,656 additional dwellings over the plan period until 2037.

The recently published Government consultation on Local Housing Need which provides a standardised OAN methodology suggests an increase in the housing requirement for the Borough from 403 homes to 531 homes. Therefore it is important that the Plan is sufficiently flexible to accommodate this uplift should the Government take the proposals forward, and provide more flexibility generally to accommodate wider needs across the Housing Market Area.

The site at Nelson Lane is one such site which could contribute towards additional housing requirements. The land extends to a total of 22 acres. This could accommodate a modest residential development of up to approximately **25 to 30 dwellings**, which would form part of the existing cluster of dwellings off Nelson Lane, together with a significant area for open space/nature conservation uses depending on the final housing mix and viability. The site lies adjacent to the existing area of open space at Fort Nelson which is also designated as a site for nature conservation. In addition to a public footpath (path 23) crosses the site in the north/south direction linking Fort Nelson to Portchester to the south. This land therefore provides a significant opportunity to increase the open space provisions of the area, where, as set out the Open Space Study (2016), there is an existing deficiency of 1.08ha of amenity open space in West Portchester Ward. In addition the site lends itself to biodiversity enhancements in line with policy NE2 and to strengthen accessibility with Porchester to the south of the motorway.

In line with above representation it is requested that the Proposal Map is amended to allocate the purple area on the attached plan as 'Open Space' and the orange area as a 'Residential Site Allocation'. In terms of the supporting allocation policy we would welcome the opportunity to discuss the scale and form of the development and associated requirements.

The site is well located to provide additional dwelling together with an opportunity to create an extensive additional area of open space /green infrastructure. The additional facility would not only serve the proposed development but would also support the wider area of Porchester. The site is not subject to any policy or physical constraints which could not be mitigated through an appropriately designed scheme. Accordingly it is requested that the site is duly considered as further allocation.

We thank the Council for this opportunity to comment on the Draft Local Plan and look forward to further dialogue.

Kind regards,

Jean Cronin



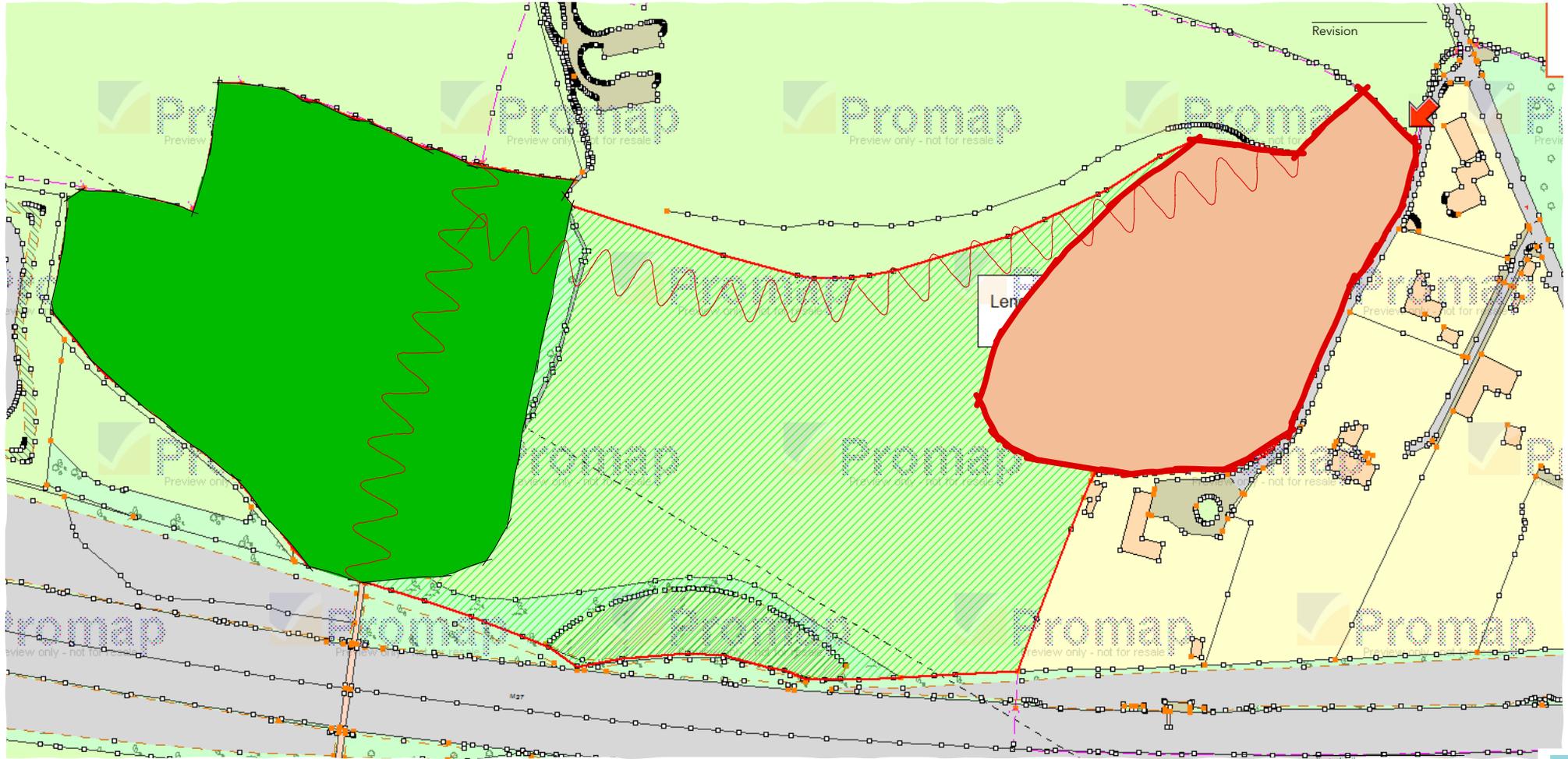
Company No: 04670475

Registered address: 4 Dowley Court, West St, Titchfield, Hampshire PO14 4DT

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# NELSON LANE, PORTS DOWN HILL

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4. No responsibility can be accepted for errors arising on site due to unauthorised variations from the Architects drawings.



Proposed footpath links



4.37 Acres  
Residential Housing



6 Acres  
Land for Community  
purposes.



DASD Homes Ltd.

site details

Land Off Nelson Lane,  
Portsdown Hill.

drawing reference

Land Allocation Plan.

created by  
HDC Ltd

drawing No  
DD/TA/001

stage  
planning

scale  
1:2500@A4

Revision date

May 18

[www.hampshiredesign.co.uk](http://www.hampshiredesign.co.uk)



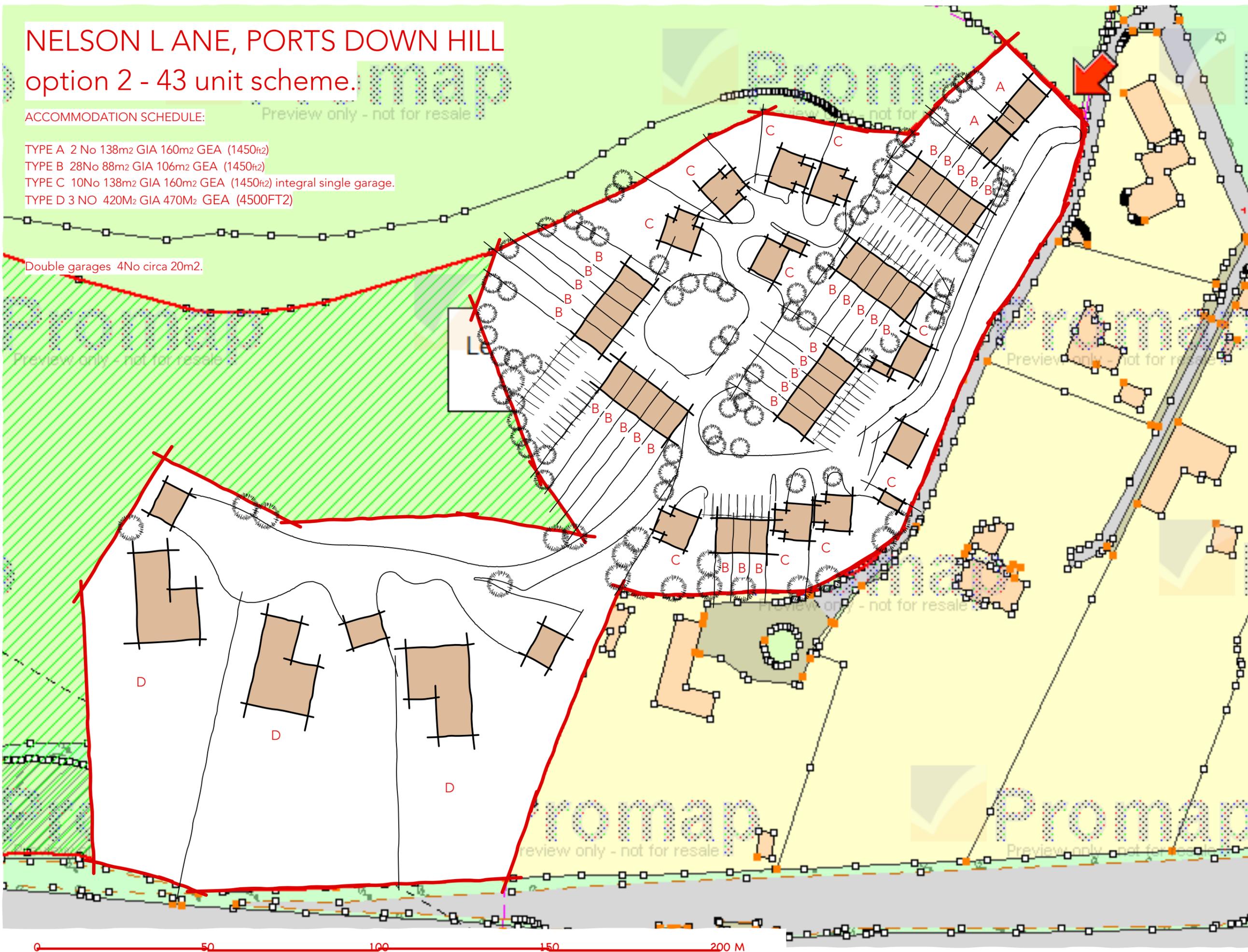
# NELSON LANE, PORTS DOWN HILL

## option 2 - 43 unit scheme.

### ACCOMMODATION SCHEDULE:

- TYPE A 2 No 138m<sup>2</sup> GIA 160m<sup>2</sup> GEA (1450ft<sup>2</sup>)
- TYPE B 28No 88m<sup>2</sup> GIA 106m<sup>2</sup> GEA (1450ft<sup>2</sup>)
- TYPE C 10No 138m<sup>2</sup> GIA 160m<sup>2</sup> GEA (1450ft<sup>2</sup>) integral single garage.
- TYPE D 3 NO 420M<sup>2</sup> GIA 470M<sup>2</sup> GEA (4500FT<sup>2</sup>)

Double garages 4No circa 20m<sup>2</sup>.



Mr. Kevin Cross & Mrs. Jane Cross.



24<sup>th</sup> July 2021.

Cllr Sean Woodward,  
Executive Leader – Fareham Borough Council.  
Civic Offices, Civic Way,  
Fareham, Po16 7AZ.

Dear Councillor Woodward,

We would like to make representation to the proposal to build 1250 new houses on the South of Longfield Avenue fields. Please see Part B below as to our objections. We would also like to add that our household has traditionally voted Conservative but our feelings on this are so strong that we are seriously considering voting with whoever would support our objections on this matter. Your party has made much of 'levelling up' the North of England. We suggest you start first by not levelling the South first as you will quickly lose our support.

You



Mr & Mrs Cross.

Representation – B

We would like to object to the South of Longfield site for the following reasons: -

1. The urban sprawl in Fareham is already creating grid lock on the surrounding roads. This proposal shows no recognition of this impact and will add greatly to the stress of driving in our area. 1250 additional houses is far too many.
2. The loss of vital green space in the Fareham / Stubbington strategic gap. This will not only harm the wildlife therein but also deny many locals of green space important for their mental health and general welfare.
3. Increased risk of flooding due to such a large run off with the increased urbanisation. Flash floods are more likely with the changing climate.
4. The carbon footprint such a new large estate creates.

**Respondent details:**

Title:	Dr
First Name:	Barry
Last Name:	Cullen
Job Title: (where relevant)	Retired General Practitioner
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

We are dismayed at the proposal for an extra 550 houses on the above site. Already there is an appeal pending for land East of Downend Rd which, if successful would bring a total of 900 new houses in this area. Taking the number of cars per household as 1.2, this could easily result in over 3,600 extra traffic movements per day. The Local Plan defies all logic by suggesting that the current traffic levels would actually reduce as a result of traffic being redistributed locally. Providing a link road to exit onto a motorway slip road and expecting this to reduce traffic is absurd. These "results" directly contradict the stated aim of Hampshire County Council's survey of the A27 to "increase traffic capacity on the Delme roundabout gyratory to help deal with predicted increased traffic flows as a result of proposed local developments such as... a number of locations in Portchester." Experience of the planning application for land west of Downend Rd (P/20/0912/OA) has taught that computer modelling is unreliable, completely refuted by the lived experience of residents and councillors alike. Already the PM2.5 levels in Downend exceed the World Health Organisation limits of 10micrograms per m3 per annum. During term time we see hundreds of children walking to school past stationary vehicular traffic on Downend Rd and the A27. The committee will be aware that air pollution has been recorded as a cause of the tragic death of a 9 year old Londoner. Additional traffic in this area would have a significant deleterious effect on the health and well-being of the residents and school-going population of Downend. This proposal is unsound and we urge that you remove it from the local plan.

**What modification(s) is necessary to make the Revised Pub...**

The housing allocation must be redistributed or altered. Development must be sustainable and not rely on private automobiles for transport.

**How would the modification(s) you propose make the Revise...**

It is incumbent on the Council to identify suitable alternatives to the site which do not have a deleterious impact on the health and well-being of residents and to stipulate the requirements for cycling, walking and public transport alternatives.

**Your suggested revised wording of any policy or text:**

Removal of the section Land to the north-west of Portchester from the Local Plan

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	mrs
First Name:	marie
Last Name:	cummings
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

A masterplan to create 1250 new homes would be detrimental to this area. A picture of a beautiful bird is not synonymous with future residents enjoying the benefit of living near a beautiful countryside location when after all these new homes are built there's hardly going to be any countryside left to enjoy. Community benefits eg shops, schools and sports pitches will in the main involve a means of transport to access them and the extra volume of traffic would create real problems with regard to health, noise, pollution, safety, parking etc. There's no mention of medical facilities - hospital, Doctors, Dentists, Care Homes, Children's Nursery's etc An extra 1250 homes plus cars is still far too many and would in my opinion not make for a sustainable community in an already densely populated area.

**What modification(s) is necessary to make the Revised Pub...**

Much more of a practical plan than a masterplan is needed.

**How would the modification(s) you propose make the Revise...**

To simply take a view of the bigger picture and what the proposals entail.

**Your suggested revised wording of any policy or text:**

Forget the word /term 'Masterplan'.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

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**From:** Shaun Cunningham <[REDACTED]>  
**Sent:** 18 July 2021 14:31  
**To:** Consultation  
**Subject:** Local Plan

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

To who it may concern.

Can I say, I find it astonishing how difficult it is to forward one's thoughts outside of the council's perceived way of doing things. I will be bringing this matter up with the inspector.

My response to the local plan. I ask for my comments to be recorded.

Reads.

The draft Local Plan has outlined is a testimony to ignorance, naivety and a lack of intelligence.

Like many across Fareham, I have lost the conviction that's this public consultation is anything other than a paper exercise.

Much like origami, which involves making things out of paper that looks admirable, this Local Plan makes a mockery of that. This dog's dinner of a plan sets out a vision based not on what the communities of Fareham desire but what a few senior councillors believe to be in the interest of Fareham. There is no debate, no meaningful heed to what communities are saying, just resolve to push forward with a plan founded on fallacious misrepresentation of the facts that will mean the destruction of local communities and more importantly the devastation of their local wildlife.

Promised made concerning what would be acceptable in future planning terms are now degraded to clouds of dust which the developers' bulldozers will undoubtedly form in the daytime sky across Fareham.

Supported by a bunch of Councillors who are too frightened to speak out. Councillors who are acting like sheep rather than doing what they were elected to do, explore, examine and analyse with a free mind, simply take the easy solution and can't be bothered to do what is expected of them.

This plan has no credence and it is nothing more than a distortion of the facts, like a length of rope that twists along its span this plan is based on what developers want and has nothing to do with what the local communities' aspirations are.

Fareham Borough Council is only too willing to talk to developers and such talks are concluded away from the public eye. Such courtesy does not apply to Fareham residents, where any discussion on the subject of future development is accomplished through closely controlled conditions; the local plan consultation is a component of that.

This consultation will change nothing in any meaningful way, not a dot in any paragraph. I rest my case.

Shaun Cunningham  
[REDACTED]

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## White, Lauren

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**From:** Shaun Cunningham <[REDACTED]>  
**Sent:** 25 July 2021 18:03  
**To:** Shaun Cunningham  
**Subject:** Local Plan

Final thoughts on the local Plan.

Wish to make further representations on the Draft Local Plan currently out for public consultation. Please pass on my thoughts to the inspector.

### History

The present version is the 3rd attempt Fareham Borough Council has endeavoured to bring forward a plan that meets its legal obligations and to fulfil the test of soundness.

The first venture was shredded due to the government publishing a new National Planning Policy Framework (NPPF) making the draft hopelessly flawed although large parts of the evidence base endured the NPPF's remodelling and the government changes to the methodology Councils use to calculate housing need.

The second attempt ended in a catastrophe calamity when senior Councillors tried to second-guess the Office for National Statistics data-set the government would use in their prospective housing need calculation. The housing need figures the Council used in that second draft was a high-risk strategy based on nothing else but prayer.

The Council blames the government for backtracking but the truth is the Council were gambling and took a huge risk that spectacularly backfired. Of course, the Government in the eyes of FBC became the convenient excuse to blame for FBC misadventure, however, their adventure was always going to end in tears. Mystic meg could have done a better job of predicting what was coming down the road.

There was no formal commitment from the government to what data-set was to be used before their final published decision. The council took it on themselves to predict government thinking resulting in an astonishing miscalculation. To blame the government is an absurd position to take. Such blunders should be fully documented and placed within the public domain.

This brings us to the current draft.

### Soundness?

Careful consideration should be given to whether the present draft meets the test of soundness.

Fareham Borough Council is saying because they are considering the Published draft the public can only comment on 3 basic questions under the heading:

#### **What can I make a representation on?**

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

1) Legally Compliant: Does the Plan meet the legal requirements for plan making as set out by planning laws?

2) Sound: Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?

3) Complies with the Duty to Co-operate: Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

Fareham Borough Council Conveniently has short-circuited the process they lawfully have to follow.

This 3rd Draft plan hasn't been subject to the proper due process. There are substantial changes between this draft and the second draft.

What is important here, several sites that were in the first draft were removed from the second draft. Some sites are being considered for the first time in the third draft (present draft).

Updated Information on the various proposed development sites now incorporated in this 3rd draft have not had full and proper scrutiny.

Many of the sites within the Draft Plan are new or have seen information on how the site will come forward updated and yet the public are told they are not allowed to comment on the fine detail.

Fareham Borough Council is clearly saying:

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comments on three specific questions.

The question is what are the options? What opinions?

The second draft did not lay out any alternatives while the third, the present draft presently out for consultation, has major changes to it that will have huge ramifications for local communities and yet the public are informed they have missed the boat for making any comment. It is an absolute disgrace. This whole process is driven by politics and not what is in the interests of local communities.

I refer you to the representation forwarded to you made by Mrs Hillary Megginson who elegantly sets out why this plan is unsound and sets out important errors within the current draft.

Fareham Borough Council has dismissed Mrs Migginson's informative work, however, it is my opinion Fareham Borough Council has a case to answer and I hereby request the appointed inspector addresses the issues raised and ask the inspector to address Mrs Migginsons points.

### **Final Point**

The Downend West site in Portchester and the Newlands site in Fareham South have both been include in the latest draft plan and yet the public is informed they are not allowed to make any comment as to why they are included in the draft plan. The previous defunct plan had no mention of them. Both sites have now been updated to demonstrate how they will come forward, important information with regard to on-site access for example and yet the public are being told they cannot comment on such detail. The Executive member of Fareham Borough Council for planning stated at a recent council meeting the Downend site, Portchester, is an important site. The Executive Leader of the Council is on public record saying, the inclusion of the sites in the plan does not mean they will be developed. The whole purpose of the draft plan is to bring forward sites to meet the projected housing needs of Fareham and importantly the public have the opportunity at every stage to make their thoughts known. It therefore begs the question, what are the alternative sites? Surely they should be laid out within this draft plan.

Fareham Borough has short-circuited the Local plan process due to their Incompetence and shortfalls in bringing forward a plan which involves tangible community involvement and not what we witness, simply a paper exercise to demonstrate to you, the inspector, the job is done.

Shaun Cunningham



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**Respondent details:**

Title:	Cllr
First Name:	Peter
Last Name:	Davies
Job Title: (where relevant)	Councillor Fareham North West 1978-1990, 2002-present
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

HA50 Housing allocation 1. This allocation involves the loss of 25% of the only recreation ground in Fareham North West and this is a particular loss in an area mainly of social housing, where it is most needed as it includes an area of flats, including three blocks of 24 flats and three blocks of 16 maisonettes, so private garden space is more limited. 2. The loss of this open space would involve the demolition of Fareham North West Community Centre, a multi use sports area and a children's play area. There is no provision in the Council Capital Programme for replacement facilities - probably the cost would be at least £400,000. if they were to be replaced that and the necessary associated car parking, would reduce further the remaining recreation ground, which is used for weekend team football and informal recreation and dog walking. 3. To achieve the Indicative yield of 55, the development would need to be 3 or 4 storeys and have to provide at least 55 parking spaces. 4. The access to Henry Cort Drive is via Hillson Drive, an already congested road built in the 1950s - an era when it was assumed council tenants did not have cars, and although some residents now have front garden parking, this is difficult to achieve when much of the west side of Hillson Drive consists of blocks of 4 flats. 4. There are no nearby shops and the F1 bus serving Hillson Drive only operates every 35 minutes, with no service after 6.15pm weekdays and no service Sundays. 5. the development site is situated in a Strategic Gap. whilst supporting the need for more Housing and especially affordable housing, this is simply the wrong location. Within Fareham North West, I support the redevelopment of Menin House and the backland site at Wynton Way and have long argued the case for redeveloping the St. Columba Church site at the junction of Highlands Road and Hillson Drive.

**What modification(s) is necessary to make the Revised Pub...**

it is not sound as it takes away 25% of the recreation space in Fareham North West and intensifies the traffic problems in Hillson Drive it is not sound to build in the strategic gap and increase urban sprawl.

**How would the modification(s) you propose make the Revise...**

deleting this site would preserve open space and protect the amenity of this most deprived area of the Borough of Fareham thus preserving the recreation area.

**Your suggested revised wording of any policy or text:**

That Housing Allocation HA50 be deleted from the policy That Fareham Borough Council acquires some scrubby Hampshire County Council land adjacent to the Menin House site to enable a small increase in that development and Fareham Borough Council investigates the re-development of the St. Columba Church site

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

As ward councillor for 32 years, I know the area well and the residents within the area and have been a member of the Planning Committee. i am also a local resident, living in Highlands Road

---



Defence  
Infrastructure  
Organisation

Ref. JJB/FBCReg19



SENT VIA EMAIL

The Planning Strategy Team  
Fareham Borough Council  
Civic Offices  
Civic Way  
FAREHAM  
PO16 7AZ

28/07/2021

Dear Sir/Madam,

**Fareham Borough Council Revised Publication Local Plan for consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**

We thank the Council for the opportunity to comment on the above consultation. Please find set out below specific representations submitted on behalf of the Secretary of State for Defence on the consultation.

We would be grateful if you could acknowledge their receipt, by return.

If you have any questions arising, please contact me on  in the first instance.

Yours faithfully,



Joanne Billingham (Mrs)  
Senior Town Planner  
DIO SEE-EPS Plan6

## 1. Background

1.1 The Defence Infrastructure Organisation (DIO), on behalf of the Ministry of Defence (MOD) welcomes the opportunity to comment on the Reg 19 Local Plan Consultation (the Consultation Plan). DIO manages the Defence Estate on behalf of the MOD.

1.2 This representation refers specifically to new Policy HA55 Land South of Longfield Avenue. The Policy Site is located immediately adjacent to HMS Collingwood, an operational Defence establishment of national importance. The Ministry of Defence (MOD) has a number of concerns regarding the potential impact of the proposed development on HMS Collingwood. Indeed, the DIO submitted a representation dated 7<sup>th</sup> October 2020 to planning application P/20/0646/OA by Hallam Land Management Ltd at Land South of Longfield Avenue, Fareham, expressing these concerns. These are set out in further detail below, but essentially relate to:

- a Noise and light
- b Security
- c Traffic

1.3 Given that the proposed site is immediately adjacent to an operational MOD establishment I would like to draw your attention to paragraph 97 of the National Planning Policy Framework (July 2021), which states:

“Planning policies and decisions should promote public safety and take into account wider security and defence requirements by:... b) recognising and supporting development required for operational defence and security purposes, and ensuring that operational sites are *not affected adversely by the impact of other development proposed in the area.*” (my emphasis)

## 2. Representations

2.1 There are a number of aspects of the proposals which have the potential to impact adversely on National Defence interests. We note section a) of Policy HA55 states

- a) *The quantity, layout and nature of housing and other land uses shall be agreed within a Council-led Masterplan and Design Code as developed through an appropriate policy tool, such as a supplementary planning document, and in accordance with the HA55 Strategic Land Use Framework Plan;*

This Strategic Land Use Plan is shown in Figure 4.4 on Page 148 of the Consultation document (also entitled ‘Indicative Masterplan’).

The MOD would wish to see the following concerns addressed in the Proposed Policy Document and would welcome the opportunity to work with the Local Planning Authority and the Developers to ensure these impacts are mitigated.

### 2.2 . Noise and Light from the Establishment

2.2.1 The indicative masterplan in Figure 4.4 on page 148 of the Consultation Plan shows residential use adjacent to the western boundary of HMS Collingwood.

2.2.2 HMS Collingwood is a highly operational unit and a number of facilities / uses on the site can produce a considerable amount of noise. This includes, but is not limited to:

- i. training activities
- ii. the use of the ranges
- iii. the camp attack alarm

- iv. generators within a number of key buildings.
- v. low level helicopter activity, one flight corridor being directly over the proposed residential development. Additionally, the Landing Zone is the rugby field adjoining the proposal area.

The site operates 24 hours a day, seven days a week for 365 days a year. With the closure of nearby MOD sites, the use of HMS Collingwood will intensify.

2.2.3 The MOD note that there is a fairly wide landscaping bund between the development area and the boundary with HMS Collingwood in the Indicative Masterplan. However, this is indicative only at this stage and could change.

2.2.4 The MOD made representations regarding noise to planning application ref P/20/0646/OA, which are relevant here. The Environmental Statement for that application contains a preliminary noise assessment for the site, however there was not a great deal of information relating to the impact of military activity upon the proposed development. Some predicted noise modelling has taken place but this only relates to future impact from the nearby road network and not military activity. In addition, the firing range is due to be upgraded and certain training requirements could involve night time firing.

2.2.5 The proposal could therefore lead to the potential for noise complaints from the new residents, potentially forcing the MOD to amend activities on the site, which could in turn adversely affect the operational effectiveness of HMS Collingwood. This conflicts with NPPF Paragraph 97b.

2.2.6 Additionally, the perimeter fence is lit at night for security reasons. The lighting is currently being upgraded to brighter LED lighting and this would impact on the amenity of residential development adjacent to the establishment.

2.2.7 The MOD notes the wording of proposed Policy HA55 section b, which states:

- b) *The built form, its location and arrangement will maximise the open nature of the existing landscape between the settlements of Fareham and Stubbington, limiting the effect on the integrity of the Strategic Gap in line with DS2 through appropriate design including the absence of visually intrusive physical barriers and structures to ensure acceptable noise levels within dwellings;*

2.2.7 The MOD requests that Fareham Borough Council fully consider the noise and light issues arising from MOD operations, their impacts upon future residents and mitigation measures in the preparation of the SPD or other Policy Document for the Proposed Site. The methodology of any such noise assessment, and timing of additional monitoring should be discussed and agreed with the MOD to ensure that all appropriate sources of noise are adequately captured.

2.2.8 It should be noted that MOD are exempt from action under the Environmental Protection Act for noise nuisance and in line with the 'agent of change' principle MOD will not accept responsibility for any future complaints regarding noise or light which may arise from activity within its estate.

## .2.3 Security

2.3.1 It is vitally important that the design of the development does not allow unauthorised access to the Establishment or create opportunities for overlooking of the activities there. There should be a sanitised gap between the residential development and/or any newly created planting and the outer security fence.

## 2.4 Traffic

2.4.1 The MOD previously objected to the planning application P/20/0646/OA regarding the significant traffic generation along Longfield Avenue and Newgate Lane from that development. There were concerns that the increased traffic generation in the area would impact on the main access and egress at HMS Collingwood on Newgate Lane and the secondary access and egress

point on Longfield Avenue onto Liverpool Road. As one of the main routes to and from Gosport, Newgate Lane's problems with congestion and journey time reliability have only recently been improved with Hampshire County Council's Highway Improvement Scheme. Thus, it was considered that the significant increased traffic generation in this area from the proposal will have a retrograde effect upon accessibility and viability of the Establishment for ongoing operational outputs.

The MOD notes the transport policies of the Consultation Plan and that site specific Transport Assessments are to be undertaken for allocated sites. The MOD also notes the conclusions of the Technical Transport Note in support of Fareham Local Plan (2037) dated June 2021, which states that the Consultation Plan is '*anticipated to be deliverable and sound overall from a transport perspective, albeit potentially with some additional localised mitigation measures.*'

The MOD requests that the transport impacts of the proposed development on HMS Collingwood are included in the site specific Transport Assessment for Policy HA55.

### 3. Conclusion

3.1 Whilst the MOD do not object to the proposed allocation in HA55 in principle, it does have concerns regarding the potential impacts of that development on the operational capabilities of HMS Collingwood, as explained in section 2 of this representation. The MOD believes that by restating its concerns at this consultation stage there is opportunity to ensure that appropriate mitigation measures can be sought and implemented.

3.2 The MOD would, therefore, welcome the opportunity to work with the Local Planning Authority and the Site Developers to ensure these impacts are addressed and mitigated within the Council-led Masterplan and Design Code as developed through an appropriate policy tool, such as a supplementary planning document, and in accordance with the HA55 Strategic Land Use Framework Plan.

3.3 If you have any questions arising, please contact me on  in the first instance.



**Respondent details:**

Title:	Mrs
First Name:	Caroline
Last Name:	Dinenage MP
Job Title: (where relevant)	MP for Gosport
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

As the MP for the Gosport Constituency, I have objected to proposals within these parcels of land previously due to the huge pressures on local infrastructure, including roads, housing, schools GP surgeries and hospitals, which I believe developments of this nature would only exacerbate. Specifically in relation to HA55, I believe that developing 1250 homes at this site would create excessive pressure on our already overburdened roads, because this location is a critical juncture between Fareham and Gosport. The difficulty of getting in and out of the Gosport peninsula is infamous and adding so many more cars to the local roads would be entirely unfair for residents, particularly my constituents in Stubbington. This, partnered with the excessive congestion on the M27 and the future Welborne development would cause the local infrastructure issues to become extremely unmanageable. This development would negate any infrastructure works that have taken place. While I note that these developments would keep some of the strategic gap in place, the size of the development would diminish the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap and exacerbate the numerous issues residents already face with our local infrastructure and I believe it is vital that we protect this land as a stretch of countryside that keeps communities distinct and prevents urban sprawl, whilst providing valuable green space to the local community.

**What modification(s) is necessary to make the Revised Pub...**

Please see previous comments.

**How would the modification(s) you propose make the Revise...**

Please see previous comments.

**Your suggested revised wording of any policy or text:**

Please see previous comments.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

## 2) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### Please provide details you have to support your answers a...

As the MP for the Gosport Constituency, I have objected to proposals within these parcels of land previously due to the huge pressures on local infrastructure, including roads, housing, schools GP surgeries and hospitals, which I believe developments of this nature would only exacerbate. While I note that these developments would keep some of the strategic gap in place, the size of the development would diminish the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap and exacerbate the numerous issues residents already face with our local infrastructure and I believe it is vital that we protect this land as a stretch of countryside that keeps communities distinct and prevents urban sprawl, whilst providing valuable green space to the local community.

### What modification(s) is necessary to make the Revised Pub...

Please see previous response.

### How would the modification(s) you propose make the Revise...

Please see previous response.

### Your suggested revised wording of any policy or text:

Please see previous response.

### If your representation is seeking a modification to the P...

No, I don't want to take part in a hearing session

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## 3) Policy: HP4

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### Please provide details you have to support your answers a...

My final concerns within the Revised Publication is in relation to policies HP4, HP5 and HP6, specifically when they are linked to DS1. I can foresee that it is possible that a series of sites could come forward whereby the cumulative impact would not be sufficiently assessed as they would be speculative sites becoming available on a piecemeal manner.

### What modification(s) is necessary to make the Revised Pub...

See previous response.

### How would the modification(s) you propose make the Revise...

See previous response.

### Your suggested revised wording of any policy or text:

See previous response.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**4) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

As the MP for the Gosport Constituency, I have objected to proposals within these parcels of land previously due to the huge pressures on local infrastructure, including roads, housing, schools GP surgeries and hospitals, which I believe developments of this nature would only exacerbate. Specifically in relation to HA55, I believe that developing 1250 homes at this site would create excessive pressure on our already overburdened roads, because this location is a critical juncture between Fareham and Gosport. The difficulty of getting in and out of the Gosport peninsula is infamous and adding so many more cars to the local roads would be entirely unfair for residents, particularly my constituents in Stubbington. This, partnered with the excessive congestion on the M27 and the future Welborne development would cause the local infrastructure issues to become extremely unmanageable. This development would negate any infrastructure works that have taken place. While I note that these developments would keep some of the strategic gap in place, the size of the development would diminish the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap and exacerbate the numerous issues residents already face with our local infrastructure and I believe it is vital that we protect this land as a stretch of countryside that keeps communities distinct and prevents urban sprawl, whilst providing valuable green space to the local community.

**What modification(s) is necessary to make the Revised Pub...**

Please see previous response.

**How would the modification(s) you propose make the Revise...**

Please see previous response.

**Your suggested revised wording of any policy or text:**

Please see previous response.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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Gayle Wooton  
Fareham Borough Council  
Civic Offices  
Civic Way  
Hampshire  
PO16 7AZ

30<sup>th</sup> July 2021

BDL010 / JGC

Dear Gayle

**FAREHAM DRAFT LOCAL PLAN 2037**

**Response on behalf of Buckland Development Limited**

We are pleased to respond to the above consultation on behalf of our clients, Buckland Development Ltd (Buckland). As you are aware, Buckland are the promoters and master developers of Welborne. The Outline Planning Application for Welborne was submitted in March 2017 and is expected to be determined this later this year, with reserved matters applications and construction to follow in the coming years. It is in this context we write to respond to the above consultation. We have also responded to the online questionnaire with answers supporting the points raised below.

Welborne, as the single largest site in the Borough, is of strategic importance to Fareham and the wider area as a whole. Buckland are committed to delivering Welborne and the aspirations of the Welborne Plan. Therefore, we support the Council's position to not revisit the detailed policies of the Welborne Plan, as the plan remains suitable. We also continue to support the trajectories shown in this local plan for Welborne, as these match Buckland's aspirations.

We look forward to formal confirmation that these comments have been received and processed. If you have any questions or queries regarding the points raised in this letter, please do not hesitate to be in touch with me at your earliest convenience.

Yours sincerely



encs

cc.

Lee Smith	FBC
Rachael Hebden	FBC
Mark Thistlethwayte	BDL
John Beresford	BDL
Fiona Gray	BDL
Paul Willoughby	BDL

**Respondent details:**

Title:	Mrs
First Name:	Sheila
Last Name:	Doherty
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: BL1- Broad Location for Housing Growth**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

The Town Centre allocation is huge and will cause severe traffic congestion in an already heavily congested area. It will also destroy Fareham Shopping Centre by removing essential carparking facilities, forcing people to get into their cars to drive to Whiteley or Portsmouth. It is concerning that this part of the borough is being forced to take the lion's share of development (including the monstrous Welborne development) when other areas, such as Sarisbury Green and other parts of the Western wards remain relatively unscathed and supported with facilities. The situation with doctors' surgery in the town centre is dire, with huge difficulties getting local appointments (without driving all the way to Fareham Community Hospital). The extra input will create enormous pressure on the services in the town. The figures given for potential population growth are highly dubious and do not reflect the growth from current residents. Instead they appear to be relying on external influx, which is not sustainable given the geography of the area.

**What modification(s) is necessary to make the Revised Pub...**

Remove or substantially reduce the town centre allocation and provide free or low cost parking facilities to support Fareham Shopping Centre rather than destroy it.

**How would the modification(s) you propose make the Revise...**

By accurately reflecting the housing and employment needs of the town centre

**Your suggested revised wording of any policy or text:**

The plans are not positively prepared or justified.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

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**From:** Andy Downing Downing <[REDACTED]>  
**Sent:** 30 July 2021 14:59  
**To:** Consultation  
**Subject:** Comments on future development in Fareham.

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

I think it is folly to try to accommodate government new housing quotas. The current government is continuing to allow mass immigration into this country which is fuelling demand for housing. The government should be seeking to reduce immigration rather than build its way out of the problem. The analogy is trying to mop up water from an over-flowing bath with the taps still running flat out. Fareham is a lovely place to live, but I fear that it will be trashed by this housing development policy.

We were told that Welborne would mean that there would not need to be any building else where in the borough, but this has turned out to be no longer true and now it looks like every open space is going to be built on.

What specifically concerns me is creating 620 homes in the Town Centre which I can't see happening without severely impacting the shopping centre and the civic centre.

Also there is a proposal for 12 houses near the crematorium in Dore Avenue. Building was refused previously because it is a habitat for slow worms and lizards and this should be the case now. Also any access road will create an awkward cross roads with Linden Lee and Dore Avenue.

I also hope that the impact of neighbouring councils and their development plans are also taken into account regarding shared infrastructure such as roads, hospitals, etc.

Yours sincerely  
Andrew Downing

**Respondent details:**

Title:	Mr
First Name:	Stephen
Last Name:	Dugan
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

This additional site, will be built on the strategic gap and will significantly decrease it's size. Longfield Avenue will take the brunt of the traffic for those going to shops as these centres are away from the Stubbington By Pass which will also suffer form increased levels of traffic due to the close proximity of the proposed site. I believe the traffic estimates given by Hampshire Highways are flawed as a result of using computer modelling to obtain their figures. It is also extremely unfortunate that another government department continues to move the goal posts in respect of the housing numbers required. Had the latest figures from the ONS been used this site would not be required as the numbers for Fareham would be considerably less. It appears the government will change the rules in order to meet their stated building target rather than actual need.

**What modification(s) is necessary to make the Revised Pub...**

Use the latest published figures from the ONS to provide the required number of houses for Fareham.

**How would the modification(s) you propose make the Revise...**

It would reflect the actual need rather than massaging the government target.

**Your suggested revised wording of any policy or text:**

None.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Graham
Last Name:	Durrant
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Many studies into the effects of living close to high voltage overhead power cables have shown an increase risk of brain cancer, breast cancer cardiovascular disease and reproductive development disorders. and with a much higher risk of childhood leukemia, how can the council say it is a "sound plan" to build houses and a school so close to the current overhead power lines. Having seen new developments in Romsey where the overhead high voltage power lines have been taken underground, rather than crossing the new housing estate, I can only conclude other planning bodies have taken the health of the local population into account.

**What modification(s) is necessary to make the Revised Pub...**

No new developments should be built close to overhead high voltage power lines

**How would the modification(s) you propose make the Revise...**

It would take into account the health of those people living in the area

**Your suggested revised wording of any policy or text:**

none

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Peoples health should be more important than profit and someone needs to speak up.

Note- Where "....." appears the letter was illegible

Patricia E

To the Planning and Strategy Team

Objection to the building of houses east of Crofton Cemetery. We picked Crofton because we particularly wanted to be interred in a country setting. My husband and some of my neighbours are already there and I don't wish the .....ment to be altered.

I went with my son who has been ..... To visit many sites, including Winchester Hill to see which most met with both our wishes, my husband was a keen naturalist and loved the countryside and would not want to be overlooked by housing.

I am aware that people need housing but as a long term resident of Fareham I expect my needs and wishes to be accommodated. By virtue of the fact that the church and cemetery are centuries old surely this site should be treated with respect. I took it for granted that the land referred to would in time become an extension to the existing cemetery.

Yours Faithfully Patricia E....

**Respondent details:**

Title:	Mr
First Name:	Graham
Last Name:	Tuck
Job Title: (where relevant)	Planning Policy Senior Specialist
Organisation: (where relevant)	Eastleigh Borough Council
Address:	Council Offices
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: H1**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Thank you for consulting Eastleigh Borough Council on the Revised Fareham Publication Local Plan 2037. This Council continues to recognise the importance of collaborative working as reflected in meetings held with Council officers and work undertaken through the Partnership for South Hampshire (PfSH). This Council supports the overall approach to housing provision taken by the Revised Fareham Publication Local Plan (June 2021). We note that the proposed annual housing target has increased from that included in the Fareham Publication Plan (October 2020) from 403 to 541 dwellings to reflect the Government deciding not to proceed with changes which it previously proposed to the standard methodology. This Council welcomes the corresponding increase in housing numbers. We note that the total housing requirement over the Plan period therefore equates to 8,656 dwellings. We support the latest progress to bring forward Fareham's Plan which will help to provide a further contribution of 900 dwellings equating to approximately 11% above the total housing requirement for meeting unmet housing needs within the wider sub-region. The effect of the plan, by fully meeting Fareham's own needs and making a contribution to meeting wider unmet needs, is to make a significant contribution to reducing the PfSH wide unmet needs. A significant PfSH wide unmet housing need will remain which needs to be addressed across the whole South Hampshire area through the work currently being undertaken on the revised PfSH Strategy. It is too early to know what the implications of this for individual Councils will be. In the meantime Eastleigh supports Fareham in bringing forward a Local Plan and is content that any further implications of the PfSH strategy for individual Councils can be addressed through an early review of their plans if needed. For clarity the policy's supporting text should commit to a review of the plan should this be necessary following the completion and approval of the PfSH Strategy. (We are happy to discuss the wording to address this issue). I trust this is of assistance. Please do not hesitate to contact us if you have any queries with regards to our response.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Policy: E1**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

This Council welcomes the contribution the Revised Publication Plan will continue to make towards built employment floorspace, primarily within the proposed Daedalus and Welborne allocations for meeting both local and wider strategic employment needs. The sub-regional importance of the Solent Enterprise Zone also continues to be recognised in terms of the wider employment, skills and training opportunities this will continue to provide.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**Respondent details:**

Title:	Mr
First Name:	Michael
Last Name:	Edwards
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: HP11**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The Local plan to site 3 additional gypsy pitches at Burr ridge Road is neither effective nor is there a real need. The family concerned have made various planning applications for permanent dwellings on this site. The most recent of which (see Appeal Ref: APP/A1720/W/18/3209865) was refused in 2019. Apart from the cited planning policies, one of the Inspector's reasons for refusal was that it would be intrusive on the occupants of the current mobile home. It was in fact the same occupants of the mobile home that wanted the permanent dwelling. The "need" for the Gypsy allocation as per HP11 and specifically HA45 only exists because of the refusal of FBC to approve permanent dwellings on the site. I reside directly opposite the site and have had extensive personal contact with the residents. They (Mr & Mrs Barney) do not want to reside in a temporary gypsy caravan/mobile home. They do not want their extended family to reside in temporary gypsy caravans/mobile homes. They want permanent dwellings. The present situation proposed in HA45 is not the wish of the gypsy family, it gives FBC a problem that it could avoid and is costing the residents of Burr ridge Road up to 20% of the market value of their properties. In my case this is in excess of £200,000 for which there is apparently no recompense. Everybody can win if FBC reviewed a future planning application/s for permanent dwellings on the site. Site owner happy, Local residents happy, FBC problem goes away and the proposed housing allocation for the Borough is increased. I have suggested to the site owners and to the Leader of FBC that the first step may be a planning application similar to the one made in 2019 be considered. The difference being that the permanent dwelling to be sited to the frontage of the property (where the current mobile home is situated) followed by outline plan for 3 further permanent houses to the rear. It may be necessary to use the site for up to 3 temporary homes during the transition. I can be very confident that every householder in Burr ridge Road would be delighted ! The generic requirements of HP11 are the same as HP2 (Small scale development outside of the urban area). Thus, if the current local plan accepts the Gypsy site complies with HP11, it must also, de facto, comply with HP2. Given the scale of considerable building developments all around the Borough, it would appear disproportionate to refuse an application for such a small additional develop that only affects its immediate neighbours, from whom there would be no objection. I submit, therefore, that the Policy HP11 and Application HA45 fall as there is no actual need that cannot be accommodated by other means. In addition HA45 is not the most effective use of available development land.

**What modification(s) is necessary to make the Revised Pub...**

Revise stated need HP11 and amend HA45

**How would the modification(s) you propose make the Revise...**

More effective use of available development land and increase housing allocated. Removes the statement of need, which is a false need created by FBC planning application refusals. This can be rectified by taking a progressive view on any future planning application.

**Your suggested revised wording of any policy or text:**

HP11 to to revised to state that only one need has been identified AND that said need is only temporary, pending planning applications for permanent dwellings on site. HA45 should be set aside.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I do not trust FBC officials to tell the truth or give due recognition and consideration of this submission.

---

---

**Respondent details:**

Title:	Mrs
First Name:	Laura
Last Name:	Lax
Job Title: (where relevant)	Planning Specialist
Organisation: (where relevant)	Environment Agency
Address:	
Postcode:	
Telephone Number:	
Email Address:	

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**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Within this policy it is correctly recognised that a small part of the site lies in current day flood zones 2 and 3. We are pleased to see that a development criteria (c) has been included to specify that development should avoid this area and that it should be retained as open space. This will ensure that the site is developed safely without increasing flood risk to occupants or others and reducing risk where possible.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

# FAREHAM Local Plan 2037

## PERSONAL DETAILS

A1	Is an Agent Appointed?	
	<input type="checkbox"/>	
	<input type="checkbox"/>	No

A2	Please provide your details below:	
	Title: Mr	

Robert :

Marshall

N/A)

The Fareham Society

### **Paragraphs and Evidence Base**

#### **B1a and B1e**

#### **Paragraph 1.14**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – No

#### **B3**

Note: it is not paragraph 1.14 I am commenting on. I used this ref. just to proceed to this page. My comments are on paragraphs 1.28 – 1.31. They have not changed but have special relevance given the new housing allocations. The Statement of Compliance with the Duty to Co-operate published in September 2020 does not adequately deal with the cross boundary strategic housing and employment issues. In the absence of an agreed Statement of Common Ground the major new allocations, BL1, HA54, HA55 and HA56 cannot be justified and are therefore not sound.

It is recognised that the Partnership for South Hampshire (PfSH) has not completed its work on a Statement of Common Ground, however in January 2021 it agreed a Statement of Common Ground for Havant. There is no evidence justifying the absence of a similar Statement of Common Ground for Fareham. The Planning Advisory Service advice makes it clear that the Statement of Common Ground should be a 'live' document which is expected to be reviewed and updated on an ongoing basis, and that it should incorporate a section on timetable, review and update

#### **B4a**

The preparation and publication of a Statement of Common Ground approved by the Partnership for South Hampshire.

#### **B4b**

It would meet the requirement in prepare a Statement of Common Ground and comply with the PAS guidance.

#### **B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **Paragraphs and Evidence Base**

#### **B1a and B1e**

#### **Paragraph 3.3**

#### **B2**

*Legally compliant – Yes*

*Sound – No*

*Complies with the duty to cooperate – No*

#### **B3**

Note: This does not relate to para. 3.3. This was used to pass onto the next stage. It refers to paragraph 3.15. Although this is not a new para. it is relevant

given the new housing allocations. The Plan and its evidence base do not adequately set out the reasons for the selection of sites that are allocated and the reasons for rejecting reasonable alternatives. There is an extensive evidence base, but it is not clear how much of this has been used in site selection. For example, there are sites with low ratings for accessibility or high landscape sensitivity that have been selected for allocation when other sites with better accessibility or low landscape sensitivity have been rejected without adequate justification being set out.

Paragraph 3.15 of the Plan states that, “the need to find sustainable locations for development that are accessible to local facilities and services runs throughout the Local Plan and the revised Development Strategy. Each growth scenario, each potential development area and then each site considered for development has been assessed against the sustainability objectives set by the Council in the Sustainability Appraisal.” However, there is no reference to the Sustainability Appraisal and its findings in the Strategic Housing and Employment Land Availability Assessment (SHELAA) which appears to be the only document that sets out reasons for site selection or rejection.

#### **B4a**

Prepare, publish and carry out consultation on comprehensive site assessments that clearly set out the relevant data from the SHELAA and the SA/SEA.

#### **B4b**

It would meet the requirement for a comprehensive and up-to-date evidence base.

#### **B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society’s views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

### **BL1: Broad location for Housing Growth**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – No

#### **B3**

This area includes Market Quay, the town centre shopping area and the so called Civic Quarter.

It is accepted that new housing in the town centre would: be sustainably located in terms of access to facilities and public transport; support town centre uses; and reduce the need for greenfield sites for housing. As such some additional housing in this area would be welcomed.

However, there is no evidence to show that the site could accommodate the proposed 620 homes along with all the other commercial and civic uses required now **and** for the future. Reference is made to production of a Town Centre Masterplan SPD to guide development. However, that would be some time off. It is necessary at this stage to have a reasonably clear idea as to how the 620 houses would be accommodated and what form that accommodation would take, i.e. would it be for flats and largely car free. If not largely car free the traffic implications would be substantial. The High Street and Osborne Road Conservation areas would impose constraints on the scale and design of housing and its location.

At the Council's Executive Committee reference was made to redevelopment of this area being to accord broadly with the Council's 2017 Town Centre Vision. However, this very broad-brush document never got beyond consultation stage. All it said on housing on Market Way was that it could be above the shops and cafes (site allocation FTC2 – Market Quay in the previous iteration of the plan suggested a mixed-use development with approx. 100 houses) and that there could be at least 100 new houses in the Civic Quarter. The amount of housing now proposed far exceeds that previously suggested.

The current SHELAA 2021 says that the majority of the Civic Quarter (ID108) is required for the existing use and is not immediately available for development, though it suggests a yield of 100 homes. Thus, there is no suggestion anywhere that 620 homes could be accommodated and even the suggested 100 houses in the Civic Quarter would seem to require the removal of some existing uses. Without knowing what would be proposed the full ramifications of this broad location for housing growth are unknown, and thus it is impossible to make a meaningful comment on it.

Hence it has not been shown that this allocation would meet the environmental objective in the National Planning Policy Framework (NPPF) of protecting and enhancing the built and historic environment. It would thus fail to deliver sustainable development in accordance with the policies of the NPPF and as such be an unsound allocation.

#### **B4a**

Given all the observations made above the only modification that could make the Revised Publication Local Plan sound, at this stage, would be the deletion of this allocation and for an agreement that should any consequent shortfall in housing numbers arise that this be dealt with in a later revision to the Local Plan.

#### **B4b**

N/A

**B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**A new housing allocation site**

**B1d**

**HA54 Land East of Crofton Cemetery and Peak Lane**

**B2**

*Legally compliant – Yes*

*Sound – No*

*Complies with the duty to cooperate – No*

**B3**

This allocation is in the Fareham/Stubbington Strategic Gap. For many years this gap has been recognized as essential in providing an effective physical and visual separation between Fareham and Stubbington and preventing urban sprawl. This is valued and strongly supported by the Fareham Society and by residents in the Borough.

There has been support for this gap in various Studies over the years and in previous Local Plan Inspector's reports. The gap was reviewed in a study undertaken for the Council in 2012 and no changes were recommended in relation to the land immediately adjacent to Stubbington. Support is given to this view by the Fareham Landscape Study 2017 which says that the majority of open farmland in the gap between Fareham and Stubbington is critical to maintaining the sense of separation between these settlements. It says that only a few small, enclosed parcels of land around the immediate northern fringes of Stubbington may play a marginally less critical role.

The Inspector's report on the Fareham Borough Local Plan Part 2 (para 15) found that the Council was justified in taking the view that construction of the new Stubbington by-pass and ancillary works did not justify a revision to the Strategic Gap boundary.

The proposed development would be a substantial incursion into the Strategic Gap and the Fareham Society has objected, on these grounds, to recent residential developments of the allocation site. The site is too large to be one of the small parcels of land referred to in the 2017 Study as playing a less critical role.

A further disadvantage of this allocation is its unsustainable location. It has a SHELAA rating of 4/10 for accessibility and there is no suggestion as to how that could be overcome. The Society observed as such in the following observations on the planning applications on the site:

*The proposed development would be located adjacent to the existing settlement boundary of Stubbington. It would not, however, be sustainably related to it. Vehicular access to and from the site is to the north. As such vehicular access to Stubbington village centre would be lengthy, and that would especially be the case from the middle and southernmost sections of the site. Footpath links would be provided southwards from the site through Crofton Churchyard and also onto Marks Tey Road. However, they would not provide a particularly direct route to the centre of Stubbington. Moreover, to get to the centre would involve fairly lengthy walking along either Titchfield Road or Mays Road. As these are both busy roads pedestrian movement would be discouraged, as would cycling.*

There are, therefore, strong grounds to oppose this allocation.

The latest SHELAA suggests that harm to the integrity of the Strategic Gap could be avoided with a sensitively designed proposal. However, this is difficult to reconcile with the previous 2012 and 2017 Studies and the Inspector's observations above which indicate that any significant incursion into the gap of the type proposed in this allocation would be harmful.

It is accepted that development on this site would afford some advantage in that it would be linked to an area to the north which would remain undeveloped as Brent Geese and Wader habitat and as such protect this land from future development. Harm to the Strategic Gap from this allocation could be reduced if housing numbers were limited to a degree that enabled a much more intensive landscape screen along the boundary with Oakcroft Lane to provide a more self-contained site.

However, such considerations cannot be considered in isolation. They would have to be considered in light of adequately set out reasons for the selection of sites and a need for housing justified in a Statement of Common Ground. For the reasons we have given on the Evidence base this has not been done. Given these concerns this allocation cannot be considered sound.

#### **B4a**

For the Plan to be sound the Council would need to justify the allocation with regard to the concerns set out in the final paragraph of **B3** above. It would also need to identify a housing capacity figure that would enable substantially improve screening on the boundary with Oakcroft Lane.

#### **B4b**

By ensuring that the allocation only remained in the Plan if it was justified on the basis of an appropriate strategy and protected the natural environment so as to meet the environmental objective of sustainable development.

#### **B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**A new housing allocation site**

**B1a**

**HA55 Land South of Longfield Avenue**

**B2**

*Legally compliant – Yes*

*Sound – No*

*Complies with the duty to cooperate – No*

**B3**

This allocation is in the Fareham/Stubbington Strategic Gap. For many years this Gap has long been recognized as essential in providing an effective physical and visual separation between Fareham and Stubbington and preventing urban sprawl. This is valued and has been strongly supported by the Fareham Society and by residents in the Borough.

There has been support for this Gap in various Studies over the years and in previous Local Plan Inspector's reports. The Gap was supported by a study undertaken for the Council in 2012. Support was also given by the Fareham Landscape Study 2017 which says that the majority of open farmland in the Gap between Fareham and Stubbington is critical to maintaining the sense of separation between these settlements.

The Inspector's report on the Fareham Borough Local Plan Part 2 (para 15) found that the Council was justified in taking the view that construction of the new Stubbington by-pass and ancillary works did not justify a revision to the Strategic Gap boundary.

The proposed development of the scale indicated would be a substantial incursion into the Strategic Gap and the Fareham Society has objected, on these grounds, to a recent planning application for the residential development of the allocation site.

Another concern of the Society is the impact of the proposed allocation on the road network in the surrounding area. Other than the suggested access point little is said about the transport implications of the proposal in the SHELAA or the text accompanying the allocation. However, clearly it would affect the existing area north of Longfield Avenue and place an additional burden on the Stubbington by-pass. The implications of this need to be made much clearer.

The Technical Review of the ASLQ and Strategic Gaps 2020 (by HCC) suggests that development on the allocation site could be visually absorbed into the Gap without compromising its function. This is difficult to reconcile with the findings of the previous studies.

In any event even if added weight was given to the 2020 Review it should be noted that it contains significant caveats to the redrawing of the Strategic Gap boundary necessary to accommodate the allocation. The Review states that:

*... such adjustment would be driven by more detailed testing of development forms, scale, landscape and GI interventions. Such work would also need to consider the potential reduction of tranquility and dark night skies ratings in the area. Establishing a GI Framework or Strategy is recommended.*

There is no indication within the Local Plan of any of the necessary detailed testing referred to above.

There are, therefore, strong grounds to oppose this allocation.

There would be some advantages with the allocation:

the large-scale of development proposed would be capable of absorbing a significant amount of Fareham's housing needs, on a site with a good accessibility rating of 8/10, and spare other land in the Borough from development;

the large scale of the development would have the potential to ensure a good provision of services; and

it also has the potential to protect from future development substantial areas within the allocation labeled as Green Infrastructure areas.

However, standing against the allocation, in addition to the absence of the detailed testing referred to above referred to above, is the absence of adequately set out reasons for the selection of sites and of housing being justified in a Statement of Common Ground . The Society has made observations on this in its statement on the Evidence base. These 3 considerations taken together outweigh the advantages referred to above and thus the allocation is unsound.

The Society also wishes to draw the Inspector's attention to the following detailed concerns on the allocation.

- a) Whilst the proposed developable area would be reasonably well screened from Longfield and Peak Lane, at least in summer months, substantial additional screening would be required for an acceptable level of year-round screening. There is no evidence that this would be provided by Green Infrastructure belt shown on the Land Use Framework Plan. Any widening of this belt could potentially have an adverse impact on the suggested housing yield and place future pressure to add to the suggested developable area.
- b) The southern boundary of the allocation is not demarcated by any natural boundary. A substantial tree belt would be required to limit views from the south from the by-pass and to provide a clear edge to the development.

The Society is concerned about the reference on the Framework Plan to a "Flexible development edge subject to master planning" on this boundary. This is not acceptable. A clear indication needs to be given at this stage on exactly how far to the south this boundary would extend.

- c) The Framework Plan says that within the Green Infrastructure, beyond the developable area, there could be a play space and sports hub and a 4 ha. area incorporating buildings and parking is proposed. Such uses/structures, and floodlighting often associated with them, would intrude unacceptably on the Strategic Gap. Any play space and sports hub would need to be within the developable area.

Were the Inspector minded to allow the allocation he is urged to take these matters, also bearing upon soundness, into account.

#### **B4a**

The lack of soundness could only be overcome with the Council:

- a) undertaking the work required on the selection of sites and the justification for housing referred to above;
- b) undertaking the detailed testing required in the Technical Review of the ASLQ and Strategic Gaps 2020 (by HCC), as referred to above; and
- c) making the changes to the Land Use Framework Plan referred to above.

#### **B4b**

By ensuring that the allocation only remained in the Plan if it was justified on the basis of an appropriate strategy and protected the natural environment so as to meet the environmental objective of sustainable development.

#### **B4c**

Not applicable at this stage.

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

### **HA56 Land west of Downend Road**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – No

### **B3**

This is the western part of one of the previously proposed growth areas in a previous iteration of the emerging Local Plan on which the Fareham Society raised strong objections.

The landscape impact of this allocation would be significant and harmful. In plan form this site may appear as a logical extension of the established development to the east extending up the slopes of Portsdown Hill. However, this development is largely unseen from Downend Road and thus does not impinge upon views from it. By contrast the allocation site is clearly visible from Downend Road when driving along it into Fareham or out onto Portsdown Hill. Leaving Fareham the impression on having crossed the railway bridge is of the countryside being entered as you make your way onto Portsdown Hill. And entering Fareham there is the impression of being on the lower slopes of Portsdown Hill until the railway bridge has been crossed. For walkers a path runs around the site from which there are views across onto Portsdown Hill and both the site and the lower slopes of the Hill are seen to merge seamlessly together.

For the above reasons residential development of this land would be most undesirable. Arguments that such development could be screened from Downend Road should carry little weight, for extensive screening would result in the loss of attractive open views from the road.

Support for our concerns may be found in the 2017 Landscape Assessment. This refers to the undeveloped character of the eastern side of the site as being clearly visible on the approach from the north along Downend Road and that the tree lined railway cutting forms a strong urban edge and minor "gateway" to the residential area of Downend. It goes on to say that new visible development in this area may potentially blur the strong definition between town and country.

In addition, the proposed access arrangements raise considerable concerns. First, they are not clearly described on the text to the allocation or on the Framework Plan. The Framework Plan appears to show the access onto the A27 between Delme Roundabout and M27 Junction 11 being an inward access only. It does not indicate, as later explained at Full Council Meeting that it would be a traffic light junction with traffic able not only to enter the site but exit it to both left and right. At the Meeting there was confusion and uncertainty over what was proposed and expressions of concerns were raised. It is the Society's view that the proposed junction onto a busy slip road leading to a major motorway junction would be detrimental to the free flow of traffic on that road and, by causing tailbacks, potentially dangerous.

Nor is it clear from the text to the allocation and the Framework Plan that the proposed road layout is, as explained at the Meeting, to enable traffic existing Junction 11 to travel to Portchester via the allocation site and thence to Downend Road to access the A27. Any advantage of this in terms of reducing the pressure on the Delme roundabout would be outweighed by the increased use of Downend Road over the narrow railway bridge and the A27/Downend road junction. It is assumed that the "multi-modal" improvement works to the

bridge are in effect the traffic light system already put forward for proposed development east of Downend Road. Additional traffic over this bridge from the proposed development and those using the road through the site as a shortcut to Portchester would inevitably add to unacceptable further delays.

The Society also has the following additional concerns on this allocation:

- a) The 2021 SHELAA refers to the potential for noise and air quality issues. A site visit showed quite a considerable noise impact from the M27 on the far northern part of the site. This may have an impact upon the potential housing yield on the site.
- b) The SHLAA says the site has the potential for nationally important archeological remains. If the site is allocated it should be made clear that the indicative housing number may need to be reduced should important finds be made.
- c) On the SHLAA the site has an accessibility factor of only 3/10. As such it is not a sustainable location.

#### **B4a**

The deletion of the allocation

#### **B4b**

By removing an allocation that would be unsound.

#### **B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

#### **HA48 76-80 Botley Road**

#### **B2**

*Legally compliant* – Yes

*Sound* – Yes, subject to caveat – see B3 below

*Complies with the duty to cooperate* – No

#### **B3**

Re. compliance with duty to co-operate: Not applicable, rather than no. . Re soundness the answer "yes" is caveated, see box B3 below. This is a sustainable site in an area which has recently undergone considerable flattened development and with an accessibility factor of 9/10. As such the Fareham Society has no

objection to this allocation. However, given the site's proximity to existing development the text to the allocation on the indicative yield should be more strongly worded.

#### **B4a**

The text to the allocation should be revised to read: "*The quantity of housing proposed shall be as consistent with the indicative yield as site constraints permit*".

#### **B4b**

By ensuring that any future development of the site caused no harm to the living conditions of adjoining residents.

#### **B4c**

See **B4a** above.

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

#### **HA49 Menin House, Privett Road**

#### **B2**

*Legally compliant* – Yes

*Sound* – Yes

*Complies with the duty to cooperate* – No

#### **B3**

Soundness is subject to a caveat in box B3 below. Duty to co-operate should really be not applicable. This allocation is supported as a good redevelopment opportunity in a sustainable location with an accessibility score of 8/10. It would result in the replacement of an unattractive run-down block of flats and associated garage court.

The only caveat is that, given the predominance of 2 storey houses in the area and the 3 storey height of the existing flats, achieving a net yield of 26 flats with a 4 storey development would require an especially well designed scheme.

#### **B4a**

Sub paragraph c in the allocation text should be revised to address the above concern.

#### **B4b**

By ensuring that any future development of the site met the Social Objective of the NPPF of fostering well designed and beautiful places.

#### **B4c**

Sub paragraph c be revised to say "*Subject to a good quality design a building height of a maximum of 4 storeys will be permitted.*"

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

#### **HA50 Land North of Henry Cort Drive**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – No

#### **B3**

Duty to co-operate should really be not applicable. The site is currently occupied by a community hall, multi-use games area, equipped children's play space and a boules court. The SHLAA simply says that the loss of open space and community facilities needs to be addressed. However, no indication is given to if and how that could be done.

The site is within or adjoining Henry Cort School. It is within the Meon Valley Strategic Gap, and adjacent to an ASLQ. No reference to this is made in the SHELAA.

The reference below from the latest (2021) Strategic Gap Review suggest this site is not suitable for development. Retaining trees as suggested in the SHLAA would only provide a screen from the west in summer months. Low rise housing may not be as intrusive as the school but there is no evidence of work having been undertaken to assess this.

*"8. There are no proposed changes to the Strategic Gap including Henry Cort School. The existing and proposed Strategic Gap functions well in this location. It provides a valuable recreational resource for residents of the Hill Park. Being on high ground and with sloped valley sides, the strong green woodland structure provides valuable screening between this area and the M27, but also between this area and industrial/retail parks to the West. Development would weaken this valuable GI and make the settlement edge of Fareham more visible. As well as undermining the gap characteristics it would also undermine the ASLQ status of the area and possibly impact on the setting of Titchfield Abbey Conservation Area (Henry Cort Community College is currently the only building along this settlement edge that is visible from the PRow network around Titchfield Abbey)."*

#### **B4a**

The allocation should be deleted from the Local Plan.

#### **B4b**

By removing an allocation which would conflict with the social and environmental objectives of the NPPF.

#### **B4c**

N/A.

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new housing allocation site**

#### **B1d**

#### **HA51 Redoubt Court, Fort Fareham Road**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – No

#### **B3**

Duty to co-operate not applicable. The site is at the junction of Longfield Avenue and Fort Fareham Road. Fronting the former are two blocks of unattractive and rundown two storey flats. Redeveloping these in a sustainable location (accessibility score 8/10) would be advantageous.

However, the site also contains a substantial portion of open amenity space fronting Longfield Avenue. The SHLAA clearly sees this as being part of the area to be developed and to obtain the net yield that would have to be the case.

This open land is part of an extensive and attractive larger open area of land fronting Longfield Avenue that leads travelling eastward to the attractive frontage woodland of Fort Fareham. Development of the open space would look intrusive and out of keeping. Moreover, this land appears to be used for recreational purposes by local residents. No evidence has been given on the adequacy, or otherwise, of such space in this area.

Only a development on the existing built-up area would be acceptable.

#### **B4a**

The net yield should be reduced and development limited to the area covered by the existing flats.

#### **B4b**

By meeting the Social and Environmental objectives of the NPPPF by ensuring well designed places and protecting the built environment.

#### **B4c**

Revise sub paragraph A to say "*Development shall be limited to the area covered by the existing housing and of a scale to be identified through a development brief.*"

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new industrial allocation site**

#### **B1d**

#### **E4a Land north of St Margaret's roundabout, Titchfield**

#### **B2**

*Legally compliant* – Yes

*Sound* – Yes, subject to caveat – see B3 below

*Complies with the duty to cooperate* – No

#### **B3**

Complies with duty to co-operate not applicable. Given the location this is a sensible site for employment use. The only caveat is that its prominent roundabout setting makes it a highly visible site which would make a high standard of building design and good quality and extensive landscape screening on the road frontage essential.

#### **B4a**

Insert in the text of the allocation a reference to the above along with an indication that this may affect the sites capacity.

#### **B4b**

By meeting the Environmental objectives of the NPPPF by protecting the built environment.

#### **B4c**

Revise subparagraph a to say "*The amount of employment floorspace shall be consistent with the site capacity to the extent that that this enables the provision of a high standard of building design good quality and extensive landscape screening on the road frontage.*"

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**A new industrial allocation site**

**B1d**

**E4b Land off Military Road, Wallington**

**B2**

*Legally compliant – Yes*

*Sound – No, but potentially resolvable– see B3 below*

*Complies with the duty to cooperate – Not applicable*

**B3**

This land is subject of undetermined planning application P/20/0636/OA. The above application is for 3,132 sq m floorspace. At even this level the Fareham Society had concerns on the ability to provide a satisfactory site layout. The indicative floorspace in the allocation is 4,750 sq m. and it is considered that this would constitute an unacceptable overdevelopment.

Traffic surveys with the above application indicated that significant additional traffic would be generated on Standard Way and Pinks Hill. This led to Hampshire County Council highways saying that improvements would be required on the narrow Pinks Hill. The acceptability or otherwise of this allocation would depend upon this.

The text to the allocation should be worded to reflect the above matters.

**B4a**

It would be necessary to require any application to be accompanied by a development brief to indicate the appropriate floorspace figure and it should be stated that development would be subject to the ability to provide satisfactory improvements to Pinks Hill with costs shared with allocation **E4d**.

**B4b**

To ensure the protection of the built environment and the provision of necessary infrastructure improvement so as to enable sustainable development in NPPF terms.

**B4c**

Amend subparagraph a to say "A *development brief shall accompany any planning application to determine the appropriate floorspace figure.*"

A new sub paragraph shall be provided to say that *"Any development of the site must be contingent upon the ability to provide satisfactory improvements to Pinks Hill and the payment of contributions to ensure this."*

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A new industrial allocation site**

#### **B1d**

#### **Policy E4d Standard Way, Wallington**

#### **B2**

*Legally compliant* – Yes

*Sound* – Yes, but with caveat – see B3 below

*Complies with the duty to cooperate* – Not applicable

#### **B3**

This is the subject of undetermined application P/19/0169/OA for the same floorspace referred to in the allocation. The Fareham Society raised no objection to this.

However, there is one caveat to the soundness of the allocation. As with allocation **E4b** access would be via Pinks Lane and Standard Way. HCC seek on improvements to Pinks Lane with costs shared with allocation **E4b**. The text to the allocation should be worded to reflect this to ensure adequate access arrangements for the development.

#### **B4a**

Sub para b should be deleted (NB refence to the site access being onto Military Way must be inaccurate) and replaced with text to reflect the concerns in **B3** above.

#### **B4b**

To ensure the provision of save access arrangements to accord with the sustainability requirements of the NPPF.

#### **B4c**

Sub paragraph b to read: *""Any development of the site must be contingent upon the ability to provide satisfactory improvements to Pinks Hill and the payment of contributions to ensure this."*

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**A Policy**

**B1b**

**HP2 New Small-Scale Development Outside the Urban Areas**

**B2**

*Legally compliant – Yes*

*Sound – No*

*Complies with the duty to cooperate – Not applicable*

**B3**

The Fareham Society objected to this Policy on grounds of unsoundness. The minor changes to the Policy wording do not alter our views.

**B4a**

N/A

**B4b**

N/A

**B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**A Policy and Paragraph**

**B1b**

**Retail and Community Facilities**

**B2**

*Legally compliant – Yes*

*Sound – No*

*Complies with the duty to cooperate – Not applicable*

### **B3**

**Para. 7.6** An amendment to this paragraph says that “the majority of new retail and town centre development will be directed to Fareham Town Centre in line with the Council’s Town Centre Vision 2017”. This is too vague a document to be relied upon and is one that has not gone beyond an initial consultation stage.

### **B4a**

Remove the reference to “...in line with the Council’s Town Centre Vision 2017”.

### **B4b**

By ensuring that the Plan does not direct development to the town centre on the basis of a document which affords insufficient guidance and which has not undergone appropriate consultation.

### **B4c**

See **B4a** above.

**I want to take part in the hearing session. To ensure that the Fareham Society’s views are discussed and an opportunity is given to respond to the views of others**

## **A Policy**

### **B1b**

### **Strategic Policy R4. Community and Leisure Facilities**

### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – Not applicable

### **B3**

Community and leisure facilities are vital to ensure a strong, vibrant and healthy community. The suggested change would unacceptably dilute the grounds for contesting the loss of a community facility by removing the requirement for any replacement to be equivalent and requiring simply that it be sufficient.

### **B4a**

Retain the requirement for equivalence.

### **B4b**

See **B3** above.

#### **B4c**

See **B3** above.

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

### **A Policy and Paragraphs**

#### **B1a and B1b**

#### **Policy TIN2 and paragraphs 10.1-10.19**

#### **B2**

*Legally compliant* – Yes

*Sound* – No

*Complies with the duty to cooperate* – Not applicable

#### **B3**

The transport evidence is out of date and incomplete. The Plan introduces a significant new highway proposal in relation to the site West of Downend Road. The proposed link road through the site to a new junction on the A27 (link to M27 J11) is considered in the Downend Sites Highway Review, which relies on a significant body of work carried out during 2017-2020 in relation to planning applications. This work does not appear to be in the public domain. It refers to the use of the Sub-Regional Transport Model (SRTM) and identifies significant changes to traffic flows on key junctions. However, the SRTM (September 2020) included in the evidence base does not include this proposed new link road and junction and there are no references to it in the Strategic Transport Assessment.

#### **B4a**

Prepare, publish and carry out consultation on an up-to-date Strategic Transport Assessment and SRTM. Publish the evidence prepared to support the proposal for a link road through the site west of Downend Road to a new junction on the A27 (link to M27 J11) that is referred to in the Downend Sites Highway Review

#### **B4b**

It would meet the requirement for a comprehensive and up-to-date evidence base.

#### **B4c**

N/A

**I want to take part in the hearing session. To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others**

**Respondent details:**

Title:	Mr
First Name:	Robert
Last Name:	Marshall
Job Title: (where relevant)	N/A
Organisation: (where relevant)	The Fareham Society
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: 1.14**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Note: it is not paragraph 1.14 I am commenting on. I used this. ref just to proceed to this page. My comments are on paragraphs 1.28 -1.31. They have not changed but have special relevance given the new housing allocations. The Statement of Compliance with the Duty to Co-operate published in September 2020 does not adequately deal with the cross boundary strategic housing and employment issues. In the absence of an agreed Statement of Common Ground the major new allocations, BL1, HA54, HA55 and HA56 cannot be justified and are therefore not sound. It is recognised that the Partnership for South Hampshire (PfSH) has not completed its work on a Statement of Common Ground, however in January 2021 it agreed a Statement of Common Ground for Havant. There is no evidence justifying the absence of a similar Statement of Common Ground for Fareham. The Planning Advisory Service advice makes it clear that the Statement of Common Ground should be a 'live' document which is expected to be reviewed and updated on an ongoing basis, and that it should incorporate a section on timetable, review and update

## Please provide details you have to support your answers a...

This area includes Market Quay, the town centre shopping area and the so called Civic Quarter. It is accepted that new housing in the town centre would: be sustainably located in terms of access to facilities and public transport; support town centre uses; and reduce the need for greenfield sites for housing. As such some additional housing in this area would be welcomed. However, there is no evidence to show that the site could accommodate the proposed 620 homes along with all the other commercial and civic uses required now and for the future. Reference is made to production of a Town Centre Masterplan SPD to guide development. However, that would be some time off. It is necessary at this stage to have a reasonably clear idea as to how the 620 houses would be accommodated and what form that accommodation would take, i.e. would it be for flats and largely car free. If not largely car free the traffic implications would be substantial. The High Street and Osborne Road Conservation areas would impose constraints on the scale and design of housing and its location. At the Council's Executive Committee reference was made to redevelopment of this area being to accord broadly with the Council's 2017 Town Centre Vision. However, this very broad-brush document never got beyond consultation stage. All it said on housing on Market Way was that it could be above the shops and cafes (site allocation FTC2 – Market Quay in the previous iteration of the plan suggested a mixed-use development with approx. 100 houses) and that there could be at least 100 new houses in the Civic Quarter. The amount of housing now proposed far exceeds that previously suggested. The current SHELAA 2021 says that the majority of the Civic Quarter (ID108) is required for the existing use and is not immediately available for development, though it suggests a yield of 100 homes. Thus, there is no suggestion anywhere that 620 homes could be accommodated and even the suggested 100 houses in the Civic Quarter would seem to require the removal of some existing uses. Without knowing what would be proposed the full ramifications of this broad location for housing growth are unknown, and thus it is impossible to make a meaningful comment on it. Hence it has not been shown that this allocation would meet the environmental objective in the National Planning Policy Framework (NPPF) of protecting and enhancing the built and historic environment. It would thus fail to deliver sustainable development in accordance with the policies of the NPPF and as such be an unsound allocation.

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Duty to co-operate not applicable. Para. 7.6 An amendment to this paragraph says that "the majority of new retail and town centre development will be directed to Fareham Town Centre in line with the Council's Town Centre Vision 2017". This is too vague a document to be relied upon and is one that has not gone beyond an initial consultation stage.

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Duty to co-operate not applicable. Given the location this is a sensible site for employment use. The only caveat is that its prominent roundabout setting makes it a highly visible site which would make a high standard of building design and good quality and extensive landscape screening on the road frontage essential.

## What modification(s) is necessary to make the Revised Pub...

The preparation and publication of a Statement of Common Ground approved by the Partnership for South Hampshire.

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Given all the observations made above the only modification that could make the Revised Publication Local Plan sound, at this stage, would be the deletion of this allocation and for an agreement that should any consequent shortfall in housing numbers arise that this be dealt with in a later revision to the Local Plan.

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Remove the reference to "...in line with the Council's Town Centre Vision 2017".

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Insert in the text of the allocation a reference to the above along with an indication that this may affect the sites capacity.

## How would the modification(s) you propose make the Revise...

It would meet the requirement in prepare a Statement of Common Ground and comply with the PAS guidance.

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N/A

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By ensuring that the Plan does not direct development to the town centre on the basis of a document which affords insufficient guidance and which has not undergone appropriate consultation.

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By meeting the Environmental objectives of the NPPPF by protecting the built environment.

## Your suggested revised wording of any policy or text:

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N/A

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N/A

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See box B4a above.

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Revise subparagraph a to say "The amount of employment floorspace shall be consistent with the site capacity to the extent that that this enables the provision of a high standard of building design good quality and extensive landscape screening on the road frontage."

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are taken into account and an opportunity is given to respond to the views of others.

to ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

**2) Policy: 3.3**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Note: This does not relate to para. 3.3. This was used to pass onto next stage. It refers to paragraph 3.15. Although this is not a new para. it is relevant given the new housing allocations. The Plan and its evidence base do not adequately set out the reasons for the selection of sites that are allocated and the reasons for rejecting reasonable alternatives. There is an extensive evidence base, but it is not clear how much of this has been used in site selection. For example, there are sites with low ratings for accessibility or high landscape sensitivity that have been selected for allocation when other sites with better accessibility or low landscape sensitivity have been rejected without adequate justification being set out. Paragraph 3.15 of the Plan states that, "the need to find sustainable locations for development that are accessible to local facilities and services runs throughout the Local Plan and the revised Development Strategy. Each growth scenario, each potential development area and then each site considered for development has been assessed against the sustainability objectives set by the Council in the Sustainability Appraisal." However, there is no reference to the Sustainability Appraisal and its findings in the Strategic Housing and Employment Land Availability Assessment (SHELAA) which appears to be the only document that sets out reasons for site selection or rejection.

## **Please provide details you have to support your answers a...**

This allocation is in the Fareham/Stubbington Strategic Gap. For many years this gap has been recognized as essential in providing an effective physical and visual separation between Fareham and Stubbington and preventing urban sprawl. This is valued and strongly supported by the Fareham Society and by residents in the Borough. There has been support for this gap in various Studies over the years and in previous Local Plan Inspector's reports. The gap was reviewed in a study undertaken for the Council in 2012 and no changes were recommended in relation to the land immediately adjacent to Stubbington. Support is given to this view by the Fareham Landscape Study 2017 which says that the majority of open farmland in the gap between Fareham and Stubbington is critical to maintaining the sense of separation between these settlements. It says that only a few small, enclosed parcels of land around the immediate northern fringes of Stubbington may play a marginally less critical role. The Inspector's report on the Fareham Borough Local Plan Part 2 (para 15) found that the Council was justified in taking the view that construction of the new Stubbington by-pass and ancillary works did not justify a revision to the Strategic Gap boundary. The proposed development would be a substantial incursion into the Strategic Gap and the Fareham Society has objected, on these grounds, to recent residential developments of the allocation site. The site is too large to be one of the small parcels of land referred to in the 2017 Study as playing a less critical role. A further disadvantage of this allocation is its unsustainable location. It has a SHELAA rating of 4/10 for accessibility and there is no suggestion as to how that could be overcome. The Society observed as such in the following observations on the planning applications on the site: "The proposed development would be located adjacent to the existing settlement boundary of Stubbington. It would not, however, be sustainably related to it. Vehicular access to and from the site is to the north. As such vehicular access to Stubbington village centre would be lengthy, and that would especially be the case from the middle and southernmost sections of the site. Footpath links would be provided southwards from the site through Crofton Churchyard and also onto Marks Tey Road. However, they would not provide a particularly direct route to the centre of Stubbington. Moreover, to get to the centre would involve fairly lengthy walking along either Titchfield Road or Mays Road. As these are both busy roads pedestrian movement would be discouraged, as would cycling." There are, therefore, strong grounds to oppose this allocation. The latest SHELAA suggests that harm to the integrity of the Strategic Gap could be avoided with a sensitively designed proposal. However, this is difficult to reconcile with the previous 2012 and 2017 Studies and the Inspector's observations above which indicate that any significant incursion into the gap of the type proposed in this allocation would be harmful. It is accepted that development on this site would afford some advantage in that it would be linked to an area to the north which would remain undeveloped as Brent Geese and Wader habitat and as such protect this land from future development. Harm to the Strategic Gap from this allocation could be reduced if housing numbers were limited to a degree that enabled a much more intensive landscape screen along the boundary with Oakcroft Lane to provide a more self-contained site. However, such considerations cannot be considered in isolation. They would have to be considered in light of adequately set out reasons for the selection of sites and a need for housing justified in a Statement of Common Ground. For the reasons we have given on the Evidence base this has not been done. Given these concerns this allocation cannot be considered sound.

Duty to co-operate is not applicable. Community and leisure facilities are vital to ensure a strong, vibrant and healthy community. The suggested change would unacceptably dilute the grounds for contesting the loss of a community facility by removing the requirement for any replacement to be equivalent and requiring simply that it be sufficient.

Although we tick "no" on soundness this is potentially resolvable - see B3 below. Duty to co-operate not applicable. This land is subject of undetermined planning application P/20/0636/OA. The above application is for 3,132 sq m floorspace. At even this level the Fareham Society had concerns on the ability to provide a satisfactory site layout. The indicative floorspace in the allocation is 4,750 sq m. and it is considered that this would constitute an unacceptable overdevelopment. Traffic surveys with the above application indicated that significant additional traffic would be generated on Standard Way and Pinks Hill. This led to Hampshire County Council highways saying that improvements would be required on the narrow Pinks Hill. The acceptability or otherwise of this allocation would depend upon this. The text to the allocation should be worded to reflect the above matters.

## **What modification(s) is necessary to make the Revised Pub...**

Prepare, publish and carry out consultation on comprehensive site assessments that clearly set out the relevant data from the SHELAA and the SA/SEA.

For the Plan to be sound the Council would need to justify the allocation with regard to the concerns set out in the final paragraph of B3 above. It would also need to identify a housing capacity figure that would enable substantially improve screening on the boundary with Oakcroft Lane.

Retain the requirement for equivalence.

It would be necessary to require any application to be accompanied by a development brief to indicate the appropriate floorspace figure and it should be stated that development would be subject to the ability to provide satisfactory improvements to Pinks Hill with costs shared with allocation E4d.

**How would the modification(s) you propose make the Revise...**

It would meet the requirement for a comprehensive and up-to-date evidence base.

By ensuring that the allocation only remained in the Plan if it was justified on the basis of an appropriate strategy and protected the natural environment so as to meet the environmental objective of sustainable development.

See B3 above.

To ensure the protection of the built environment and the provision of necessary infrastructure improvement so as to enable sustainable development in NPPF terms.

**Your suggested revised wording of any policy or text:**

N/A

N/A

See B3 above.

Amend subparagraph a to say "A development brief shall accompany any planning application to determine the appropriate floorspace figure." A new sub paragraph shall be provided to say that "Any development of the site must be contingent upon the ability to provide satisfactory improvements to Pinks Hill and the payment of contributions to ensure this."

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others

To ensure that the Fareham Society's vies are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

**3) Policy: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

## Please provide details you have to support your answers a...

This allocation is in the Fareham/Stubbington Strategic Gap. For many years this Gap has long been recognized as essential in providing an effective physical and visual separation between Fareham and Stubbington and preventing urban sprawl. This is valued and has been strongly supported by the Fareham Society and by residents in the Borough. There has been support for this Gap in various Studies over the years and in previous Local Plan Inspector's reports. The Gap was supported by a study undertaken for the Council in 2012. Support was also given by the Fareham Landscape Study 2017 which says that the majority of open farmland in the Gap between Fareham and Stubbington is critical to maintaining the sense of separation between these settlements. The Inspector's report on the Fareham Borough Local Plan Part 2 (para 15) found that the Council was justified in taking the view that construction of the new Stubbington by-pass and ancillary works did not justify a revision to the Strategic Gap boundary. The proposed development of the scale indicated would be a substantial incursion into the Strategic Gap and the Fareham Society has objected, on these grounds, to a recent planning application for the residential development of the allocation site. Another concern of the Society is the impact of the proposed allocation on the road network in the surrounding area. Other than the suggested access point little is said about the transport implications of the proposal in the SHELAA or the text accompanying the allocation. However, clearly it would affect the existing area north of Longfield Avenue and place an additional burden on the Stubbington by-pass. The implications of this need to be made much clearer. The Technical Review of the ASLQ and Strategic Gaps 2020 (by HCC) suggests that development on the allocation site could be visually absorbed into the Gap without compromising its function. This is difficult to reconcile with the findings of the previous studies. In any event even if added weight was given to the 2020 Review it should be noted that it contains significant caveats to the redrawing of the Strategic Gap boundary necessary to accommodate the allocation. The Review states that: "... such adjustment would be driven by more detailed testing of development forms, scale, landscape and GI interventions. Such work would also need to consider the potential reduction of tranquility and dark night skies ratings in the area. Establishing a GI Framework or Strategy is recommended." There is no indication within the Local Plan of any of the necessary detailed testing referred to above. There are, therefore, strong grounds to oppose this allocation. There would be some advantages with the allocation: the large-scale of development proposed would be capable of absorbing a significant amount of Fareham's housing needs, on a site with a good accessibility rating of 8/10, and spare other land in the Borough from development; the large scale of the development would have the potential to ensure a good provision of services; and it also has the potential to protect from future development substantial areas within the allocation labeled as Green Infrastructure areas. However, standing against the allocation, in addition to the absence of the detailed testing referred to above referred to above, is the absence of adequately set out reasons for the selection of sites and of housing being justified in a Statement of Common Ground. The Society has made observations on this in its statement on the Evidence base. These 3 considerations taken together outweigh the advantages referred to above and thus the allocation is unsound. The Society also wishes to draw the Inspector's attention to the following detailed concerns on the allocation. a) Whilst the proposed developable area would be reasonably well screened from Longfield and Peak Lane, at least in summer months, substantial additional screening would be required for an acceptable level of year-round screening. There is no evidence that this would be provided by Green Infrastructure belt shown on the Land Use Framework Plan. Any widening of this belt could potentially have an adverse impact on the suggested housing yield and place future pressure to add to the suggested developable area. b) The southern boundary of the allocation is not demarcated by any natural boundary. A substantial tree belt would be required to limit views from the south from the by-pass and to provide a clear edge to the development. The Society is concerned about the reference on the Framework Plan to a "Flexible development edge subject to master planning" on this boundary. This is not acceptable. A clear indication needs to be given at this stage on exactly how far to the south this boundary would extend. c) The Framework Plan says that within the Green Infrastructure, beyond the developable area, there could be a play space and sports hub and a 4 ha. area incorporating buildings and parking is proposed. Such uses/structures, and floodlighting often associated with them, would intrude unacceptably on the Strategic Gap. Any play space and sports hub would need to be within the developable area. Were the Inspector minded to allow the allocation he is urged to take these matters, also bearing upon soundness, into account.

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Duty to co-operate is not applicable. NB This observation is on the totality of Policy TIN2 and paragraphs 10.1 - 10.19 The transport evidence is out of date and incomplete. The Plan introduces a significant new highway proposal in relation to the site West of Downend Road. The proposed link road through the site to a new junction on the A27 (link to M27 J11) is considered in the Downend Sites Highway Review, which relies on a significant body of work carried out during 2017-2020 in relation to planning applications. This work does not appear to be in the public domain. It refers to the use of the Sub-Regional Transport Model (SRTM) and identifies significant changes to traffic flows on key junctions. However, the SRTM (September 2020) included in the evidence base does not include this proposed new link road and junction and there are no references to it in the Strategic Transport Assessment.

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We have ticked yes to soundness. However, it is with the caveat in box B3. Duty to cooperate is not applicable. This is the subject of undetermined application P/19/0169/OA for the same floorspace referred to in the allocation. The Fareham Society raised no objection to this. However, there is one caveat to the soundness of the allocation. As with allocation E4b access would be via Pinks Lane and Standard Way. HCC seek on improvements to Pinks Lane with costs shared with allocation E4b. The text to the allocation should be worded to reflect this to ensure adequate access arrangements for the development.

### What modification(s) is necessary to make the Revised Pub...

The lack of soundness could only be overcome with the Council: a) undertaking the work required on the selection of sites and the justification for housing referred to above; b) undertaking the detailed testing required in the Technical Review of the ASLQ and Strategic Gaps 2020 (by HCC), as referred to above; and c) making the changes to the Land Use Framework Plan referred to above.

Prepare, publish and carry out consultation on an up-to-date Strategic Transport Assessment and SRTM. Publish the evidence prepared to support the proposal for a link road through the site west of Downend Road to a new junction on the A27 (link to M27 J11) that is referred to in the Downend Sites Highway Review

Sub para b should be deleted (NB reference to the site access being onto Military Way must be inaccurate) and replaced with text to reflect the concerns in B3 above.

### How would the modification(s) you propose make the Revise...

By ensuring that the allocation only remained in the Plan if it was justified on the basis of an appropriate strategy and protected the natural environment so as to meet the environmental objective of sustainable development.

It would meet the requirement for a comprehensive and up-to-date evidence base.

To ensure the provision of safe access arrangements to accord with the sustainability requirements of the NPPF.

### Your suggested revised wording of any policy or text:

Not applicable at this stage.

N/A

Sub paragraph b to read: "Any development of the site must be contingent upon the ability to provide satisfactory improvements to Pinks Hill and the payment of contributions to ensure this."

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

## 4) Paragraph: HA56- Land west of Downend Road

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

### **Please provide details you have to support your answers a...**

This is the western part of one of the previously proposed growth areas in a previous iteration of the emerging Local Plan on which the Fareham Society raised strong objections. The landscape impact of this allocation would be significant and harmful. In plan form this site may appear as a logical extension of the established development to the east extending up the slopes of Portsdown Hill. However, this development is largely unseen from Downend Road and thus does not impinge upon views from it. By contrast the allocation site is clearly visible from Downend Road when driving along it into Fareham or out onto Portsdown Hill. Leaving Fareham the impression on having crossed the railway bridge is of the countryside being entered as you make your way onto Portsdown Hill. And entering Fareham there is the impression of being on the lower slopes of Portsdown Hill until the railway bridge has been crossed. For walkers a path runs around the site from which there are views across onto Portsdown Hill and both the site and the lower slopes of the Hill are seen to merge seamlessly together. For the above reasons residential development of this land would be most undesirable. Arguments that such development could be screened from Downend Road should carry little weight, for extensive screening would result in the loss of attractive open views from the road. Support for our concerns may be found in the 2017 Landscape Assessment. This refers to the undeveloped character of the eastern side of the site as being clearly visible on the approach from the north along Downend Road and that the tree lined railway cutting forms a strong urban edge and minor "gateway" to the residential area of Downend. It goes on to say that new visible development in this area may potentially blur the strong definition between town and country. In addition, the proposed access arrangements raise considerable concerns. First, they are not clearly described on the text to the allocation or on the Framework Plan. The Framework Plan appears to show the access onto the A27 between Delme Roundabout and M27 Junction 11 being an inward access only. It does not indicate, as later explained at Full Council Meeting that it would be a traffic light junction with traffic able not only to enter the site but exit it to both left and right. At the Meeting there was confusion and uncertainty over what was proposed and expressions of concerns were raised. It is the Society's view that the proposed junction onto a busy slip road leading to a major motorway junction would be detrimental to the free flow of traffic on that road and, by causing tailbacks, potentially dangerous. Nor is it clear from the text to the allocation and the Framework Plan that the proposed road layout is, as explained at the Meeting, to enable traffic existing Junction 11 to travel to Portchester via the allocation site and thence to Downend Road to access the A27. Any advantage of this in terms of reducing the pressure on the Delme roundabout would be outweighed by the increased use of Downend Road over the narrow railway bridge and the A27/Downend road junction. It is assumed that the "multi-modal" improvement works to the bridge are in effect the traffic light system already put forward for proposed development east of Downend Road. Additional traffic over this bridge from the proposed development and those using the road through the site as a shortcut to Portchester would inevitably add to unacceptable further delays. The Society also has the following additional concerns on this allocation: a) The 2021 SHELAA refers to the potential for noise and air quality issues. A site visit showed quite a considerable noise impact from the M27 on the far northern part of the site. This may have an impact upon the potential housing yield on the site. b) The SHLAA says the site has the potential for nationally important archeological remains. If the site is allocated it should be made clear that the indicative housing number may need to be reduced should important finds be made. c) On the SHLAA the site has an accessibility factor of only 3/10. As such it is not a sustainable location.

### **What modification(s) is necessary to make the Revised Pub...**

The deletion of the allocation

### **How would the modification(s) you propose make the Revise...**

By removing an allocation that would be unsound.

### **Your suggested revised wording of any policy or text:**

N/A

### **If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

### **Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

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## **5) Paragraph: HA48- 76-80 Botley Road, Park Gate**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Re. compliance with duty to co-operate: Not applicable, rather than no. . Re soundness: the answer "yes" is caveated, see box B3 below. This is a sustainable site in an area which has recently undergone considerable flatted development and with an accessibility factor of 9/10. As such the Fareham Society has no objection to this allocation. However, given the site's proximity to existing development the text to the allocation on the indicative yield should be more strongly worded.

**What modification(s) is necessary to make the Revised Pub...**

The text to the allocation should be revised to read: "The quantity of housing proposed shall be as consistent with the indicative yield as site constraints permit".

**How would the modification(s) you propose make the Revise...**

By ensuring that any future development of the site caused no harm to the living conditions of adjoining residents.

**Your suggested revised wording of any policy or text:**

See box 4a above

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

**6) Paragraph: HA49- Menin House, Privett Road, Fareham**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Soundness is subject to a caveat in box B3 below. Duty to co-operate should really be not applicable. This allocation is supported as a good redevelopment opportunity in a sustainable location with an accessibility score of 8/10. It would result in the replacement of an unattractive run-down block of flats and associated garage court. The only caveat is that, given the predominance of 2 storey houses in the area and the 3 storey height of the existing flats, achieving a net yield of 26 flats with a 4 storey development would require an especially well designed scheme.

**What modification(s) is necessary to make the Revised Pub...**

Sub paragraph c in the allocation text should be revised to address the above concern.

**How would the modification(s) you propose make the Revise...**

By ensuring that any future development of the site met the Social Objective of the NPPF of fostering well designed and beautiful places.

**Your suggested revised wording of any policy or text:**

Sub paragraph c be revised to say "Subject to a good quality design a building height of a maximum of 4 storeys will be permitted."

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the vies of the Fareham Society are discussed and an opportunity is given to respond to the views of others.

**7) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Duty to c-operate should really be not applicable. The site is currently occupied by a community hall, multi-use games area, equipped children’s play space and a boules court. The SHLAA simply says that the loss of open space and community facilities needs to be addressed. However, no indication is given to if and how that could be done. The site is within or adjoining Henry Cort School. It is within the Meon Valley Strategic Gap, and adjacent to an ASLQ. No reference to this is made in the SHELAA. The reference below from the latest (2021) Strategic Gap Review suggest this site is not suitable for development. Retaining trees as suggested in the SHELAA would only provide a screen from the west in summer months. Low rise housing may not be as intrusive as the school but there is no evidence of work having been undertaken to assess this. "8. There are no proposed changes to the Strategic Gap including Henry Cort School. The existing and proposed Strategic Gap functions well in this location. It provides a valuable recreational resource for residents of the Hill Park. Being on high ground and with sloped valley sides, the strong green woodland structure provides valuable screening between this area and the M27, but also between this area and industrial/retail parks to the West. Development would weaken this valuable GI and make the settlement edge of Fareham more visible. As well as undermining the gap characteristics it would also undermine the ASLQ status of the area and possibly impact on the setting of Titchfield Abbey Conservation Area (Henry Cort Community College is currently the only building along this settlement edge that is visible from the PRoW network around Titchfield Abbey)."

**What modification(s) is necessary to make the Revised Pub...**

The allocation should be deleted from the Local Plan.

**How would the modification(s) you propose make the Revise...**

By removing an allocation which would conflict with the social and environmental objectives of the NPPF.

**Your suggested revised wording of any policy or text:**

N/A

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

**8) Paragraph: HA51- Redoubt Court, Fort Fareham Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Duty to co-operate not applicable. The site is at the junction of Longfield Avenue and Fort Fareham Road. Fronting the former are two blocks of unattractive and rundown two storey flats. Redeveloping these in a sustainable location (accessibility score 8/10) would be advantageous. However, the site also contains a substantial portion of open amenity space fronting Longfield Avenue. The SHLAA clearly sees this as being part of the area to be developed and to obtain the net yield that would have to be the case. This open land is part of an extensive and attractive larger open area of land fronting Longfield Avenue that leads travelling eastward to the attractive frontage woodland of Fort Fareham. Development of the open space would look intrusive and out of keeping. Moreover, this land appears to be used for recreational purposes by local residents. No evidence has been given on the adequacy, or otherwise, of such space in this area. Only a development on the existing built-up area would be acceptable.

**What modification(s) is necessary to make the Revised Pub...**

The net yield should be reduced and development limited to the area covered by the existing flats.

**How would the modification(s) you propose make the Revise...**

By meeting the Social and Environmental objectives of the NPPF by ensuring well designed places and protecting the built environment.

**Your suggested revised wording of any policy or text:**

Revise sub paragraph A to say "Development shall be limited to the area covered by the existing housing and of a scale to be identified through a development brief."

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Fareham Society's views are discussed and an opportunity is given to respond to the views of others.

**9) Policy: HP2**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Complies with duty to c-operate not applicable. The Fareham Society objected to this Policy on grounds of unsoundness. The minor changes to the Policy wording do not alter our views.

**What modification(s) is necessary to make the Revised Pub...**

N/A

**How would the modification(s) you propose make the Revise...**

N/A

**Your suggested revised wording of any policy or text:**

N/A

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure that the Society's views are discussed and an opportunity is given to respond to the views of others.

---



**Respondent details:**

Title:	Mr
First Name:	Jim
Last Name:	Forrrest
Job Title: (where relevant)	Councillor
Organisation: (where relevant)	Fareham BC Liberal Democrat group; Stubbington ward
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Allocation HA 55 is a new salient into the Strategic Gap rather than a coherent extension of the urban area. The proposals are said to include provision to "maximise the open nature of the existing landscape", but the "green infrastructure" indicated includes a high proportion of parkland, play space and a sports hub. Presentations in Council have suggested a large part of this will be sports pitches or playing fields. This will transform much of the area into a bland, suburban landscape, rather than a stretch of mainly farmed countryside, changing with the seasons, which is more than a kilometre wide even at its narrowest point. The nightscape of predominantly dark sky will be lost in a huge increase in artificial lighting. The allocation should also be viewed in conjunction with allocation HA54 and with the Stubbington bypass, whose junction with Peak Lane will be light-controlled. Taking these together, the Strategic Gap will shrink to a few metres around what will inevitably be a busy junction at all times of day. At present, all residents travelling between surrounding parts of Fareham, Stubbington, Hill Head and western Gosport benefit from a clear sense of separation, as they pass from one urban landscape, through a stretch of countryside, and into another quite distinct settlement. That sense of separation will be entirely lost: Allocations HA55 and HA 54 are at odds with the Local Plan's aspirations for "the conservation and enhancement of natural and historic landscapes and assets " (Paragraph 1.2). They should therefore fail the test of soundness.

**What modification(s) is necessary to make the Revised Pub...**

I believe the requirement is on HMG to revert to the more up-to-date assessment of housing need which was the basis of the Publication Local Plan agreed by Fareham Council in December 2019. Consultation on that was just two days short of completion when this reversion took place. I believe the December 2019 Plan and comments on it should be referred to the Secretary of State.

**How would the modification(s) you propose make the Revise...**

They would prevent unjustified destruction of an important and valued landscape.

**Your suggested revised wording of any policy or text:**

Removal of Allocations HA55 and HA54.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Mr
First Name:	Kevin
Last Name:	Foster
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Having lived in Stubbington at our current address for more than 30 years we have enjoyed good swift access into Fareham and the M27 East via J11 as well as similar good access on to the A27 and on to the M27 west via J9. This has already been compromised by the new Stubbington by pass construction. The planned housing development further destroys the strategic gap between Fareham and Stubbington. New housing should be built on brownfield sites not greenfield.

**What modification(s) is necessary to make the Revised Pub...**

To focus on providing housing on brownfield sites.

**How would the modification(s) you propose make the Revise...**

See above

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

2) Paragraph: HA55- Land south of Longfield Avenue

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Having lived in Stubbington at our current address for more than 30 years we have enjoyed good swift access into Fareham and the M27 East via J11 as well as similar good access on to the A27 and on to the M27 west via J9. This has already been compromised by the new Stubbington bypass construction. The planned housing development further destroys the strategic gap between Fareham and Stubbington. New housing should be built on brownfield sites not greenfield.

**What modification(s) is necessary to make the Revised Pub...**

To provide new housing only on brownfield sites

**How would the modification(s) you propose make the Revise...**

To provide new housing only on brownfield sites

**Your suggested revised wording of any policy or text:**

To provide new housing only on brownfield sites

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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## **Representations by Southern Planning Practice Ltd under Regulation 19 on behalf of Frobisher Developments Ltd on the Fareham Local Plan 2037 Revised**

### **Introduction**

1. (X.X) For ease of reference, the number in brackets corresponds to the Local Plan paragraph numbering.

### **General Commentary**

2. These representations follow submissions made on the Regulation 18 consultation in October 2017 on the draft Local Plan and again in further consultation in December 2020.
3. Frobisher Developments Ltd welcome the amendments made to the Plan in particular:-
  - the allocation of more employment floorspace
  - taking a more flexible approach to employment uses
  - providing a greater choice of sites
4. The changes accord with the NPPF in helping to create the right conditions in which businesses can invest, expand and adapt, and where different locational requirements of businesses and submarkets drive the market.
5. Frobisher Developments Ltd strongly supports the allocation of Little Park Farm which makes a significant contribution to the employment strategy, by contributing to the range of sites that the Borough has to offer, giving more choice, offering freehold or leasehold options and with the strong locational advantage of having good access to the motorway.

### **Specific Commentary**

6. (6.3) As the application reference P/21/0077/FP for the upgrading of the access road to Little Park Farm demonstrates the work is being funded by the developer. In achieving the necessary infrastructure improvements in order to support the economic development the developers' contribution to help to fulfil this should also be recognised.
  - (i) The following text amendment in red is suggested:

The Council will work with partners, including the Solent LEP and Hampshire County Council, **and developers**, in order to achieve the necessary infrastructure improvements in order to support the economic development of the Borough.

7. 6.4(c) Live-work accommodation is not catered for in policy despite this being an aim of the Local Plan. It is mentioned in supporting text only, and then specifically in the context of development acceptable in the countryside.

- i. Policy E5 should be amended to align with the plan's aims.

Proposals that will result in the loss of land and/or buildings to uses other than employment within an Existing Employment Area will be permitted where policy requirements are demonstrated together with the following:

- i. The proposals are not for residential development (**excluding live-work units**); and
- ii. All appropriate alternative forms of employment use (**including live-work units**) have been dismissed as unsuitable or unviable; and
- iii. It can be clearly demonstrated that the land or building is not fit for purpose and modernisation or redevelopment for employment uses would be unviable; and
- iv. The proposals are accompanied by details of marketing of the vacant site/building covering a period of not fewer than twelve months; and
- v. Where proposals are for 'main town centre uses, such as retail and leisure facilities, but excluding offices, a full sequential assessment will be required as part of a planning application.

8. 6.6 It is not only Covid which will affect the local economy, the shake up of business models, tax changes and supply chains following Brexit will also have an impact as adjustments are made by businesses. The Solent Freeport is just one example which will draw investment into the region, which includes the Borough.

9. 6.12 Agreed

10. 6.12.1 Certainly the bulk of supply has come from smaller warehouse (See comments made by Propernomics, submitted with our representations made in December 2020 attached hereto as Appendix 1 for ease of reference.) But there is a shortage of supply for medium and large warehouses and a strong demand for such as confirmed by Propernomics, Appendix 1 and Vail Williams, Schedule of Market Interests at Little Park Farm, Appendix 2.

11. 6.12.2 Agreed

12. Strategic Policy E2

Supported

13. 6.16 Our earlier economic paper identified different submarkets. The NPPF para 83 requires planning policies to address specific locational requirements of business. This is achieved by providing a spread of employment locations through the Borough but the role of local submarkets should also be recognised as they partly dictate which businesses go where. The text should be amended as highlighted in red: -

By providing a range of types of site in different geographical locations **and economic submarkets** suiting different needs, the Plan will ensure that both short and long term employment need can be provided for, as well as offering choice and flexibility in terms of suitable sites for different uses.

14. 6.20 This is strongly supported. It is considered important to provide an oversupply. It is “far preferable to have a surplus of employment land in the Local Plan” not least for choice and because the nature of the market (especially for industrial and logistics space) means that supply is met by demand.<sup>1</sup> This will encourage sustainable economic growth, local and inward investment, overcomes potential barriers to business and is flexible enough to meet the employment needs of the Borough in accordance with the NPPF.

15. Site Specific Requirement

No objection

16. Policy E5: Existing Employment Areas

It is not clear why it is necessary to demonstrate that the proposal will create additional jobs to satisfy Policy E5. Alteration and redevelopment of premises may not always be driven by an expanding workforce. These works may be required for health and safety reasons, for reasons of efficiency (which does not necessarily translate to job creation) or to improve amenity. Proposals submitted for these reasons would fall foul of this policy. There is no requirement in the NPPF to demonstrate that economic proposals need to create jobs. Nor does the text of the policy justify it. This subclause should be deleted.

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<sup>1</sup> Propernomics Employment Land Report Dec 2020

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

## Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:	Mr
First Name:	Nigel
Last Name:	Wolstenholme
Job Title: (where relevant)	
Organisation: (where relevant)	Frobisher Developments Ltd
Address:	C/o Southern Planning Practice Ltd
Postcode:	
Telephone Number:	
Email Address:	

A3 Please provide the Agent's details:

Title:	Mr
First Name:	Andrew
Last Name:	Partridge
Job Title: (where relevant)	
Organisation: (where relevant)	Southern Planning Practice Ltd
Address:	
Postcode:	
Telephone Number:	
Email Address:	

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

See attached statement

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

See attached statement

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please see attached statement

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Please see attached statement of proposed changes, with particular reference to policy E5 and live-work units.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Please see attached statement for justification

B4c Your suggested revised wording of any policy or text:

See attached statement

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

To provide evidence in support of allocation, if required

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

**Employment land report**

**Little Park Farm, Segensworth, Fareham, Hampshire**

**December 2020**

**Prepared for Frobisher Developments Ltd**

**for representations in response to the Fareham Local Plan 2037**

## **Contents**

- 1.0 Introduction
- 2.0 Executive Summary
- 3.0 Policy Context
- 4.0 Supply
- 5.0 Demand
- 6.0 Employment Land Guidance and SHELAA
- 7.0 Business Needs, Site Assessments and Employment Land Study
- 8.0 Summary and Conclusions (chapter summaries)

## **1.0 Introduction**

- 1.1 Frobisher Developments Limited (FDL) own development land known as Little Park Farm at Segensworth in the borough of Fareham, Hampshire. The site, which is located close to Junction 10 of the M27 motorway, is allocated to provide up to 11,200 sq m of B2/B8 floorspace.
- 1.2 It has been assessed favourably in the council's "Business Needs, Site Assessments and Employment Land Study" (2019) with a caveat to the effect that the access could be improved. Steps have been taken to improve the access but in the meantime the council has proposed to de-allocate the site in the emerging Fareham (Reg. 19) Local Plan 2037.
- 1.3 We understand from FDL that Little Park Farm has attracted market interest; that further development of the site is now proposed, including access improvements; and that the site is suitable, available and viable, meaning that development is achievable and deliverable.
- 1.4 The purpose of our report is to review the employment land evidence underpinning the proposed Local Plan to help test the merits or otherwise of de-allocating Little Park Farm.
- 1.5 Propernomics specialises in property research and analysis, including economic development consultancy, for private and public sector clients. The author is an experienced expert witness in these matters and a long term resident of Hampshire with local property market knowledge.

## 2.0 Executive summary

- 2.1 The practical day to day choice of employment floorspace is limited and on a downward trend. Market feedback (within Lambert Smith Hampton's employment land evidence and advice from Vail Williams, plus former representations by the Chamber of Commerce) suggests that the situation is problematic for the business community. A simple summation of floorspace in the pipeline does not reveal these difficulties.
- 2.2 As explained in our report, alternative employment sites suggested in the Local Plan, upon which its soundness depends, are not without their problems and they tend to serve different markets.
- 2.3 Flexibility for a 17 year Local Plan is important, especially given uncertainties about the pace of development of the borough's major sites and how the balance between jobs and homes will unfold. To deallocate an allocated site like Little Park Farm removes flexibility for the council and the market.
- 2.4 Changes to the Use Classes Order and greater freedoms for changes of use created by Permitted Development also add to the need for flexibility in the Local Plan.
- 2.5 Economic recovery is especially important going into the next decade and employment generating land and premises, including Little Park Farm, are priority assets for the local economy to safeguard, especially in the context of the economic development policies of the borough and the sub-region.
- 2.6 The development of Little Park Farm will bring numerous benefits, including for example:
- Additional headroom in the proposed Local Plan for business growth and employment that will otherwise be constrained bearing in mind the qualitative and locational differences of sites (which are disguised by bald floorspace totals).
  - Responding to the market pressures and the tendency for floorspace demand to exceed supply, cause rental growth and limit choice – problems identified by both Lambert Smith Hampton and by Vail Williams.
  - Helping redress both a loss of existing employment floorspace at Welborne (due to new housing) and the acknowledged risks to the Welborne employment land trajectory during the proposed plan period

- Complementing without detracting from Daedalus due to being in different subsets of the market.
- Helping redress a loss of employment floorspace that cannot be fully realised at Solent 2 due to the reality of its constraints.
- Additional flexibility to help the borough achieve its objective of better self-containment.
- Less pressure for loss of employment generating land uses in the borough.
- Construction jobs and positive supply chain multiplier effects at a time when renewed economic activity is especially important.
- Helping to cater for strategic growth sectors and companies seeking space.
- Strategic fit with the national and local/LEP industrial strategies.
- Support for the sub-regional/cross-border role of Fareham within the M27 corridor.
- An estimated 150 to 270 ongoing operational jobs as a consequence of the development proposed by the current allocation.

2.7 We conclude that Little Park Farm should not be de-allocated in Fareham's proposed Local Plan and steps should be taken to proactively support the work being done on access improvements and the site's development.

### 3.0 Policy context

- 3.1 We defer to FDL's planning consultants (Southern Planning Practice) on Town Planning matters but it is appropriate that we should comment in our report on the council's Economic Development objectives, related policies and the underlying employment land evidence.
- 3.2 We start this chapter by reviewing the council's corporate strategy, then relevant objectives within the proposed Fareham Local Plan 2037 and Local Plan Part 3 (The Welborne Plan).

#### Fareham Corporate Strategy

- 3.3 The council's overarching objectives are set out in the document entitled, "Fareham, a Prosperous and Attractive Place to be, Corporate Strategy 2017-2023" (Reviewed December 2019).
- 3.4 Importantly, page 4 says the borough is "open for business". This implies that business growth, economic prosperity and employment are to be welcomed and that proper provision will be made in the Local Plan for a flexible supply of employment land to accommodate this ambition. As we have progressed with our research (see below) we have become increasingly concerned that the de-allocation of Little Park Farm as an employment site is inconsistent with this fundamental part of the corporate strategy.
- 3.5 Page 5 of the strategy focuses on the development of the Enterprise Zone and an innovation centre in the Daedalus area. This location is distinct from the Segensworth area, being located closer to Gosport in the southern part of the borough. This is a less well regarded location for business (as shown in market feedback and the relative scoring of sites in the employment land evidence); public investment in infrastructure and buildings has been necessary to catalyse development.
- 3.6 The strategy document promotes "high flying plans" for Solent Airport, confirming: "Solent Airport at Daedalus is owned by Fareham Borough Council. Forming part of the Solent Enterprise Zone, the site features two new business parks: Faraday and Swordfish"
- 3.7 The corporate strategy states: "Underpinned by an unflinching commitment to supporting and encouraging business growth, Fareham Borough Council's vision for the award winning Solent Airport at Daedalus has already begun to take shape." Whilst it makes sense to promote this part of the borough for economic development, not least to help reduce commuting from the Gosport peninsula and to create local job opportunities for Gosport, this is a long term site and should not

have the unfortunate by-product of displacing (mathematically) an employment site at Segensworth. These are separate sub-markets within Fareham that need their own supply and Little Park Farm is now part of the borough's short term supply.

- 3.8 The strategy also refers to Welborne, by Junction 10 of the M27: "Over the coming years, the new development at Welborne, which lies to the north of Fareham, will also play a significant role in creating jobs for the Borough." As explained later in our report, parts of the borough around Segensworth, including Little Park Farm, are rated highly in market terms for their location close to the M27; Welborne's employment is to help counterbalance the addition of homes.
- 3.9 Page 12 of the Corporate Strategy sets out "six corporate priorities" of which "Priority Four" has a business theme, i.e.:
- 3.10 "Maintain and extend prosperity by working with others to continue to support and promote the economic vitality of the Borough. Developing and improving vibrant town and district centres offering a range of shopping, leisure and employment opportunities, together with the delivery of an employment-led vision for Daedalus will be vital to achieving this."
- 3.11 Page 17 sets out greater detail on Priority Four, including endorsement of business growth and the need to attract new employers to the borough:
- 3.12 "We recognise that business growth is essential to the local economy, providing good quality jobs for local people and creating attractive, vibrant town and district centres. As well as supporting and protecting existing businesses we want to attract new employers to our Borough providing opportunities for future generations."
- 3.13 The employment capacity of Little Park Farm can play an important part in accommodating business growth, jobs and new employers. Hence its retention as an allocation would be consistent with the economic objectives of the strategy.

Fareham Local Plan 2037 (the proposed Local Plan)

- 3.14 Paragraph 2.10 of the proposed Local Plan 2037 affirms the council's vision for the borough including: "New employment space will be located in the most appropriate locations that are attractive to the market and acceptable in terms of environment impact. Existing employment areas and zones will be supported and all decisions made will seek a sustainable future for the employment provision in the Borough and its associated jobs." Taking these points in turn:

- 3.15 Firstly, as confirmed by the employment land evidence and market feedback, Little Park Farm is located in an area that is attractive to the market. Secondly. Although environmental impact is outside the scope of our report, we note that development of the site would create positive socio-economic effects for the community. Thirdly, given that Little Park Farm is an existing, allocated site and on the cusp of further development there is no practical reason in market terms why it should not be afforded the same “support” as “existing employment areas”.
- 3.16 The vision in the proposed Local Plan (p.13) also signals the need for more self-containment (i.e. an improved choice of jobs as an alternative to commuting from/to the borough for work): “Fareham Borough will have a strong and diverse economy with improved levels of self-containment with people working from home or close to home, with opportunities for public transport use and other sustainable travel choices maximised.” The Welborne Plan suggests a ratio of about 1 job per home to help achieve a degree of self-containment.
- 3.17 If, as suggested by the vision, more of the borough’s residents are to work locally then the requirement for employment floorspace, net of home based working, will need to increase. Hence it is instructive to ask whether the planned rate of delivery of homes and jobs capacity at Welborne are synchronised or whether there is a risk of under or over provision of employment space prior to 2037. Para 4.12 and Table 4.2 of the Local Plan show that 4,020 out of 8,389 net new homes across the borough are attributable to Welborne. Table 6.3 shows that 52,000 sq m of business space is attributable to Welborne; the following table shows that its employment capacity is circa 1,927 jobs, or 3,322 if including the same ratio of employment in non B-class space/homes as suggested by the Welborne Plan.

Fareham Local Plan 2037 - jobs estimate for the employment floorspace suggested in Table 6.3 for the phasing of development at Welborne				
Use class	Floor area	sq m per job	Jobs capacity	% split
B1a	15,000	12	1,250	
B1c/B2	17,000	41.5	410	
B8	20,000	75	267	
Subtotal	52,000		1,927	58%
Non B-class jobs if at same ratio			1,395	42%
Total			3,322	100%

- 3.18 It is evident therefore that the aspiration for greater self-containment, at say one job per home (especially at Welborne), may not be met by 2037 – with an under provision on these figures of almost 700 jobs (3,322 jobs minus 4,020 homes).

- 3.19 If the same employment densities are applied to Little Park Farm then it could make a useful contribution of 149 to 270 jobs (average 210) depending on its use (11,200 sq m divided by either 41.5 sq m per job for B1c/B2 or 75 sq m per job for B8). This analysis suggests that the certainty of job creation at Little Park Farm is greater than the certainty that Welborne will deliver as many jobs as homes during the Local Plan period.
- 3.20 The vision outlined at pages 13/14 of the Local plan also states: “Significant road improvements will take place, such as changes at Junction 10 on the M27, and the Stubbington bypass, which will relieve traffic congestion issues. Wherever possible other highway works will be undertaken to support development and minimise the impacts to our highway network and those that use it.” We understand there are risks of further delay to some of this work, which may affect the delivery of employment floorspace upon which the Local Plan depends (e.g. at J10). Yet compared to Little Park Farm, the proposed Local Plan does not propose to deallocate these sites due to the need for road improvements – resolving such a need is seen as part and parcel of development. In the meantime FDL is making arrangements to improve the access to Little Park Farm which should be welcomed by the council and taken as a sign of progress and confirmation that Little Park Farm should remain allocated.
- 3.21 Para 2.12 of the proposed Local Plan sets out 12 Strategic Priorities which include addressing employment needs to create places where businesses want to locate, as well as protecting and enhancing employment areas required for future use. The development of Little Park Farm would be consistent with these objectives.

#### The Fareham Local Plan Part 3: The Welborne Plan

- 3.22 The Fareham Borough Council website explains that the new community at Welborne (immediately to the north of Junction 10 of the M27) will comprise “around 6,000 homes, supporting 5,700 jobs”, a ratio of almost 1 job per home (0.95).
- 3.23 Planning policy for Welborne is to be found in Local Plan Part 3. Chapter 5 (“Economy and Self-Containment”) includes two key principles, namely encouraging self-containment and supporting the economic growth of South Hampshire.
- 3.24 Para 5.1 states: “The daily needs of Welborne’s residents will be catered for through the provision of a mix of services and employment opportunities which are easily accessible from where they live.” The close proximity of homes and jobs within the community is emphasised: “The close co-location of homes with jobs, retail, services, education and recreation in Welborne

will provide the opportunity to satisfy employment and family needs within the local community, helping to encourage self-containment.”

3.25 The first principle of encouraging self-containment is supported by the statement that: “Welborne should provide a range of jobs so that residents have the opportunity to work locally. This will support the principle of self-containment by minimising residents’ need to travel between home and work.”

3.26 This approach is reinforced by paragraph 5.4 which says: “A critical mass of employment floorspace is needed in order that Welborne can provide opportunities for people to live and work on site”.

3.27 The second principle has three components:

- Alignment of Welborne’s employment space with the sub-region’s priority sectors (i.e. to reflect the nature of the local economy).
- Prioritising Portsmouth and Southampton as the major employment centres especially for offices (the “Cities First” approach).
- Complementing the economic activities at the Solent Enterprise Zone (near Gosport at HMS Daedalus).

3.28 Notwithstanding the fact that residents of Welborne may choose to work elsewhere, it is clear that the Local Plan policies for Welborne are intended to strike a balance between the number of homes and the number of jobs. Although the nature of those jobs is to align with the local economy and policies for the cities and the Enterprise Zone, the quantity of jobs at Welborne is intended to relate to the number of additional homes created there.

3.29 The desire to encourage office jobs in the two cities does not impinge on development plans for Little Park Farm. Similarly, in terms of complementary roles, the Solent Enterprise Zone further to the south is in a distinctly different sub-market to both Welborne and Little Park Farm which are very close to motorway junctions in the M27 corridor. This is very much reflected in market feedback and the “Business Needs, Site Assessments and Employment Land Study” (2019) upon which we comment later in our report.

3.30 The Welborne Plan sets out how a combination of jobs in B-class and non B-class space (Table 5.4 and para 5.14, p.51) could host about 5,700 jobs. This relies on the delivery of 97,520 sq m

of B-class space (Table 5.1 p.50) but, in reality, para 5.11 explains that the future loss of existing employment space to residential use will reduce this figure: “This means that approximately 13,860 sq. m of existing employment floorspace will be lost, resulting in an overall net increase of up to 83,390 sq. m.” This means that the Local Plan needs extra flexibility to make up for this loss of existing floorspace; this adds to the case for Little Park Farm to remain allocated for development.

- 3.31 As already explained above, not all the employment space planned at Welborne is expected to be delivered by 2037. Furthermore, para 5.14 (p.51) of the Welborne Plan warns that the delivery of employment space may take longer than expected and certainty about the number of jobs created is not possible: “It is important to emphasise that these estimates are based on all of the planned floorspace being built and occupied and it may take longer than the plan period to deliver the full quantum of employment floorspace. The actual number of jobs also depends on the final mix of development, the efficiency with which businesses occupy the floorspace and the nature of development of non-B class uses. Consequently certainty about the precise number and type of jobs that will be created at Welborne is not possible at this stage.”
- 3.32 For this reason the Welborne Plan recognises that flexibility is required in Forward Planning and there are dangers in being over prescriptive. Para 5.15 states: “In order to ensure flexibility within the employment areas, this plan will not prescribe exact quantities of each use class to be developed, but give clear guidance about how employment development at Welborne could best achieve the key objectives in paragraph 5.2” (i.e. the objectives of encouraging self-containment and supporting growth that is aligned with the local economy).
- 3.33 In the light of this and given the importance of flexibility when planning ahead for employment land requirements, especially over a Local Plan period to 2037, it seems short sighted to de-allocate Little Park Farm.
- 3.34 Para 5.20 of the Welborne Plan expands upon the “target sectors for the sub-region”. It suggests that employment at Welborne “should complement existing and planned economic development at the Solent Enterprise Zone by focusing on the lighter industrial elements of these sectors, as the Enterprise Zone is more suited in locational terms to the heavier industrial activities”. More pertinent perhaps would be the point that Welborne will be a mixed-use community where some sensitivity about the placement of residential and industrial/warehouse uses is required. Little Park Farm does not have that disadvantage and can be more flexible. Secondly, although the Enterprise Zone might be suited for heavier industrial uses than Welborne, it is not as well

located close to the motorway for industrial or logistics functions. Similarly, Little Park Farm, being close to Junction 9 of the M27 at Segensworth, is much better located than the Enterprise Zone in this respect.

#### Chapter summary

- 3.35 The Fareham Corporate Strategy says the borough is “open for business”. The de-allocation of Little Park Farm would be inconsistent with this principle.
- 3.36 Economic regeneration of the southern part of the Fareham/Gosport peninsula is welcomed but Daedalus is not a substitute for sites at Segensworth. These are separate sub-markets.
- 3.37 The Corporate Strategy includes large scale, mixed-use development at Welborne. Like Little Park Farm there will be a natural interplay with the M27 property market but the number of jobs at Welborne is intended to counterbalance the homes created there. The figures suggest a deficit of 700 jobs during the plan period. The Welborne Plan also envisages the loss of existing employment space (13,860 sq m) in the course of housing development.
- 3.38 By contrast, Little Park Farm could helpfully contribute 150 to 270 jobs based on its current allocation.
- 3.39 The proposed Local Plan endorses the idea of new employment space located in appropriate locations attractive to the market. Little Park Farm is aligned with these criteria and has been judged to be excellent in the employment land evidence, subject only to access improvements now in hand (part and parcel of development).
- 3.40 The plan’s 12 Strategic Priorities include objectives for future development with which development of Little Park Farm would be consistent.
- 3.41 The desire to encourage office jobs in the two cities does not impinge on development plans for Little Park Farm.
- 3.42 The Welborne Plan warns that “certainty about the precise number and type of jobs that will be created at Welborne is not possible at this stage”. Little Park Farm has an important role for the council in creating much need flexibility within the proposed Local Plan. Furthermore, Little Park Farm is less sensitive to the proximity of housing than other sites, whilst having better proximity to the M27 than those sites further south.

#### 4.0 Supply

4.1 We have checked the supply of industrial/warehouse accommodation on the market in the Fareham borough area. According to the CoStar database there is about 25,190 sq m to let at present. This is over 40% lower than the 5 year average reported at the time of the “Business Needs, Site Assessments and Employment Land Study” 2019, by Lambert Smith Hampton (LSH). We analyse this document in more detail later in our report.

4.2 Over half of the available space comprises units of less than 5,000 sq ft (465 sq m) in size. Medium and large units are in much shorter supply. There are none currently available in the 25 to 30,000 sq ft category.

Size band (sq ft)	Size band (sq m)	Space to let (sq m)	No. of units	% of units
0 to 5,000	0 to 465	4,147	16	50%
5,001 to 10,000	465 to 929	4,041	7	22%
10,001 to 15,000	929 to 1,394	3,383	3	9%
15,001 to 20,000	1,394 to 1,858	2,949	2	6%
20,001 to 25,000	1,858 to 2,323	1,900	1	3%
25,001 to 30,000	2,323 to 2,787	-	-	0%
30,001 to 35,000	2,787 to 3,252	8,769	3	9%
TOTAL		25,189	32	100%

Source: CoStar property register – industrial/warehouse units to let

4.3 Little Park Farm is allocated for 11,200 sq m of B2/B8 floorspace which means it is ideally sized to cover gaps in the market in response to demand.

4.4 Lambert Smith Hampton (LSH) has commented on the limited supply of industrial and warehouse property in the “Business Needs, Site Assessments and Employment Land Study” 2019. Paragraph 5.7 states: “Our study highlights that industrial and logistics occupiers looking to expand and relocate have become increasingly frustrated at the lack of availability of prime or good secondary stock along the M27 corridor, both due to heightened demand and the limited supply of new or replacement property coming onto the market. As a consequence, occupiers are out of necessity faced with paying higher rents which in turn justifies viable new development and secures confidence with the financial investors.”

4.5 These are strong market signals that point to the need for more B2/B8 floorspace, which Little Park Farm can supply.

- 4.6 In advice to FDL (see copy letter provided), commercial property agent Vail Williams, has said there is “a severe shortage of development sites” in Fareham and along the Solent corridor. Both tenants and owner occupiers find it difficult to find premises and sites.
- 4.7 Vail Williams has questioned the ability of Solent 2 to deliver as much space as is suggested in the proposed Local Plan due to persistent constraints that have hampered development. Like LSH they have also flagged the dependency of supply at Welborne upon major infrastructure whereas, in the meantime, supply at Little Park Farm can come forward in the short term.
- 4.8 Vail Williams’ experience in the south of the borough leads them to note the success of the Daedalus Enterprise Zone but they are firm in the view that the supply there is for a “localised” market.

#### Chapter summary

- 4.9 The supply of industrial/warehouse accommodation on the market is over 40% lower than the 5 year average reported at the time of the “Business Needs, Site Assessments and Employment Land Study” 2019, by Lambert Smith Hampton (LSH).
- 4.10 Size band analysis reveals a particular lack of choice of units above 5,000 sq ft (465 sq m). Little Park Farm offers extra options to cover gaps in the market.
- 4.11 LSH found that industrial and logistics occupiers are frustrated at the lack of availability (this hampers economic growth); although rising rents aid development, they also add cost to occupiers. These are strong “market signals” that favour the creation of more B2/B8 floorspace, which Little Park Farm can supply.
- 4.12 Separate, market-facing advice from Vail Williams records “a severe shortage” of development sites in Fareham and the sub-region, creating difficulty for businesses to find premises and sites.
- 4.13 Vail Williams note that Solent 2 is too constrained to deliver the space set out in the proposed Local Plan and supply at Welborne is a long term proposition, heavily reliant upon major new infrastructure.
- 4.14 Supply at Daedalus is judged to be for a “localised” market, whereas Little Park Farm has broader appeal, greatly aided by its location and the popularity of the surrounding area for business.

## 5.0 Demand

- 5.1 The LSH report is extremely positive about Segensworth as a business location. They rate the industrial estates in that area highly and paragraph 6.30 says: “The Segensworth estates will continue to thrive throughout the Plan period.”
- 5.2 The LSH report highlights the strength of industrial property demand which is feeding through into rental growth. Para 6.19 states:
- 5.3 “We have seen a marked increase in industrial rents since 2014 post recession, rising from circa £7.25 per sq ft to over £9 per sq ft for prime stock or in excess of this for smaller units – due principally to the acute lack of supply and occupiers recognising that new or better quality modern stock improved the efficiency of their occupation and was worth paying for. We regard this rental tone to be now accepted and evidenced to justify and underwrite new development activity, either pre let or speculative.”
- 5.4 This very much suggests that the prospects for further B2/B8 development, as proposed at Little Park Farm, are good. This helps justify both the planned investment in access improvements as well as the site’s retention as an allocated site.
- 5.5 Market soundings by Vail Williams lead the firm to conclude that Little Park Farm “is viable and attractive to industrial and warehouse occupiers”. They inform us that they have demand from specific companies accounting for around 135,000 sq ft (12,540 sq m) of floorspace plus others accounting for 24 acres (9.7 ha).
- 5.6 Demand is such that these agents are advising companies searching for property in the area to plan up to 2 years ahead “owing to the dearth in supply” and more so for owner occupiers.
- 5.7 Commenting on Daedalus they say that demand there has been “orientated to airport related uses or for small unit development”. The distance from the motorway makes it a separate market and rents are lower. Consistent with this, demand and rents are greater closer to the M27; hence why “Segensworth has become such a popular and well-established business location”. The local labour supply is another positive factor. For these reasons Little Park Farm is attracting local and regional demand.

## Chapter summary

- 5.8 LSH rate the Segensworth employment areas very highly in their assessment. This is also reflected in the scores for Little Park Farm with the exception of access - until improved. They expect the Segensworth estates “to thrive throughout the Plan period.”
- 5.9 Market signals include strong demand and rising rents with better quality, modern stock being perceived as “worth paying for” and “accepted”.
- 5.10 Market consensus confirmed by Vail Williams is that Little Park Farm is viable and attractive for development, underpinned by market interest well in excess of the size of the site.
- 5.11 The strength of demand means companies must plan up to 2 years ahead to acquire space.
- 5.12 Demand at Daedalus is more localised or airport related, evidenced also by lower rents reflecting the distance from the motorway compared to Little Park Farm.

## 6.0 Employment land guidance and SHELAA

6.1 In this chapter we review the employment land evidence underpinning the Local Plan and comment on the methodologies used compared to best practice promoted in the government's Planning Policy Guidance. Documents we refer to include:

- Planning policy guidance (PPG) entitled "Housing and Economic Needs Assessment"
- Planning guidance entitled "Housing and economic land availability assessment" (2014, updated July 2019)
- "Strategic Housing and Employment Land Availability Assessment" (SHELAA) September 2020
- National Planning Policy Framework (NPPF)

6.2 We also comment on the "Business Needs, Site Assessments and Employment Land Study" 2019, by Lambert Smith Hampton (LSH), but the next chapter considers it greater detail.

### Guidance on Housing and Economic Needs Assessment

6.3 Government guidance on "Housing and Economic Needs Assessment" requires local planning authorities to prepare robust evidence on the employment land their areas require. This means understanding existing business needs and keeping them under review to reflect local circumstances and market conditions.

6.4 The guidance also notes (para 25): "Functional economic market areas can overlap several administrative areas so strategic policy-making authorities may have to carry out assessments of need on a cross-boundary basis with neighbouring authorities within their functional economic market area."

6.5 Fareham is part of the Partnership for South Hampshire Area (PfSH, formerly PUSH). Paragraph 6.7 of the Fareham Local Plan 2037 (Reg. 19 publication version) explains that PfSH published a Spatial Position Statement (SPS) in June 2016 "setting out the overall need for and distribution of development in South Hampshire, to 2034". However, the SPS "is now considered to be out of date and needs replacing". Hence, "PfSH is committed to reviewing the study in 2020/21". We understand that the results will be known in Q1 2021, which is after the current consultation

period for the Fareham Local Plan closes in December 2020. This means that the current version of the Local Plan does not have the benefit of this evidence.

- 6.6 It is surprising therefore to read para 3.17 of the Local Plan which says that despite “an obligation to work with neighbouring authorities in order to identify and address unmet need within the region... the Council considers it unnecessary to wait for the outcome of the PfSH work in relation to the question of Fareham’s contribution to unmet need due to two main reasons. First, as has been mentioned the Council is a member of PfSH and as such is party to the discussions and technical assessment undertaken on potential SDOAs within the Borough. Second, the Council has undertaken bilateral conversations with neighbouring authorities through the Duty to Co-operate obligation and is aware of the unmet need arising there and the Borough’s capacity to address any unmet need.”
- 6.7 Although the council is familiar with the workings of PfSh and its other discussions with neighbouring authorities, their new employment and logistics study has not been completed and nor have interested parties had an opportunity to study all the evidence from PfSH before responding to this current consultation.
- 6.8 In the meantime, the council is relying on the “Business Needs, Site Assessments and Employment Land Study” 2019, by Lambert Smith Hampton (LSH). In the absence of the updated report from PfSH this provides only part of the evidence that is required for a proper consideration of the functional economic area of which Fareham is a part.
- 6.9 It is also notable that the government guidance on economic needs assessment recommends detailed work on labour demand (as distinct from extrapolating labour supply) that LSH did not undertake. For example, para 27 of the guidance says that local authorities “need to develop an idea of future needs based on a range of data which is current and robust, such as... sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand)”.
- 6.10 Furthermore, the guidance requires councils to plan for alternative economic scenarios: “Authorities will need to take account of longer term economic cycles in assessing this data, and consider and plan for the implications of alternative economic scenarios.” Para 29 adds that it is “important” to consider (inter alia) “forecasts (based on future scenarios)”.
- 6.11 This indicates that Local Plans should have sufficient flexibility to accommodate potential change. The need for flexibility is at odds with the notion of deallocating Little Park Farm just prior to its

development which, we understand from Frobisher and their agents, is supported by ready demand. This is a scenario that the council should have anticipated bearing in mind the success of employment sites in the Segensworth area and the strong scores attributed to Little Park Farm in the LSH study with only the exception of access arrangements which the council was aware were being enhanced by Frobisher with a view to development.

6.12 The guidance also sets out other necessary steps. For example, para 30 says: “When translating employment and output forecasts into land requirements, there are 4 key relationships which need to be quantified. This information can be used to inform the assessment of land requirements:

- Standard Industrial Classification sectors to use classes
- Standard Industrial Classification sectors to type of property
- Employment to floorspace (employment density) and
- Floorspace to site area (plot ratios based on industry proxies)”

6.13 The first of these two are associated with employment forecasts broken down by SIC code before conversion to different types of property, bearing in mind that not all jobs within a particular industry are necessarily based in the same type of premises. LSH took a different approach which was to omit SIC based employment demand forecasts linked to use classes and instead they approximated future growth by applying round numbered estimates (either -20%, 0%, 10% or 20%) to the looser industry groupings of labour supply presented on page 61. Although the report displays market feel and contains evidence of supply and past transactions, its approach to labour market forecasting is less sophisticated than other studies.

6.14 It is especially relevant to sites along the M27 (an important logistics corridor) that planning guidance has a particular focus on the need to allocate space for logistics (para 31). The guidance states:

6.15 “The logistics industry plays a critical role in enabling an efficient, sustainable and effective supply of goods for consumers and businesses, as well as contributing to local employment opportunities, and has distinct locational requirements that need to be considered in formulating planning policies (separately from those relating to general industrial land).

- 6.16 Strategic facilities serving national or regional markets are likely to require significant amounts of land, good access to strategic transport networks, sufficient power capacity and access to appropriately skilled local labour. Where a need for such facilities may exist, strategic policy-making authorities should collaborate with other authorities, infrastructure providers and other interests to identify the scale of need across the relevant market areas. This can be informed by:
- engagement with logistics developers and occupiers to understand the changing nature of requirements in terms of the type, size and location of facilities, including the impact of new and emerging technologies;
  - analysis of market signals, including trends in take up and the availability of logistics land and floorspace across the relevant market geographies;
  - analysis of economic forecasts to identify potential changes in demand and anticipated growth in sectors likely to occupy logistics facilities, or which require support from the sector; and
  - engagement with Local Enterprise Partnerships and review of their plans and strategies, including economic priorities within Local Industrial Strategies.
- 6.17 Strategic policy-making authorities will then need to consider the most appropriate locations for meeting these identified needs (whether through the expansion of existing sites or development of new ones).
- 6.18 Authorities will also need to assess the extent to which land and policy support is required for other forms of logistics requirements, including the needs of SMEs and of ‘last mile’ facilities serving local markets. A range of up-to-date evidence may have to be considered in establishing the appropriate amount, type and location of provision, including market signals, anticipated changes in the local population and the housing stock as well as the local business base and infrastructure availability.”
- 6.19 Close proximity to motorway junctions and ports add to the necessity for the council to safeguard an allocated site such as Little Park Farm which can provide accommodation for storage and logistics.
- 6.20 The research in progress, commissioned by PfSH (entitled “Economic, Employment and Commercial Needs (including logistics) Study”), is expected to include updated employment forecasts and further analysis of the needs of the logistics sector. We would certainly expect to

see some recognition in the report of growing demand for distribution space as part of the revolution in retailing which has diverted consumer products from shops to warehouses using new supply chains. Plans for the growth of Hampshire's ports (east and west of Fareham) are also likely to add to demand. This adds to the case for the Fareham Local Plan to be more flexible in its approach to employment land and makes the deallocation of a well located site such as Little Park Farm all the more surprising.

6.21 Finally, at para 32, the government guidance answers the question: "How can the specific locational requirements of specialist or new sectors be addressed?" The answer given highlights the importance of: allowing for the needs of different market segments; driving economic prospects; reflecting Local Industrial Strategies; and engaging with businesses and occupiers as part of the economic need assessment work. The guidance is reproduced here:

6.22 "When assessing what land and policy support may be needed for different employment uses, it will be important to understand whether there are specific requirements in the local market which affect the types of land or premises needed. Clustering of certain industries (such as some high tech, engineering, digital, creative and logistics activities) can play an important role in supporting collaboration, innovation, productivity, and sustainability, as well as in driving the economic prospects of the areas in which they locate. Strategic policy-making authorities will need to develop a clear understanding of such needs and how they might be addressed taking account of relevant evidence and policy within Local Industrial Strategies. For example, this might include the need for greater studio capacity, co-working spaces or research facilities.

These needs are often more qualitative in nature and will have to be informed by engagement with businesses and occupiers within relevant sectors."

6.23 Again, this requires that Local Plans recognise sub-markets within their area and have flexibility to accommodate growth. The de-allocation of Little Park Farm runs counter to this approach because it fetters growth and market choice.

6.24 The need for business engagement and business surveys to inform employment land studies is important but lacking in the evidence base. We note that earlier representations from the Hampshire Chamber of Commerce (at Regulation 18 stage) expressed concerns that insufficient employment land and insufficient breadth of choice have been provided. Their comments dated 17 February 2020 include:

- 6.25 “On initial study of the plan there are concerns that no new employment land has been proposed. The plan seems to rely on the existing commercial space allocations at Daedalus and Welborne, which are either heavily restricted in their uses or indeed have not been built. These allocations do not meet requirements of SMEs or general commercial businesses.”
- 6.26 “Other previously allocated employment land around Fareham Station (around 4 Hectares) has now been withdrawn and designated as housing. Proposed housing areas include areas next to the M27 and on previously designated strategic gaps.”
- 6.27 “Transport problems seem to be underplayed. Junction 10, which needs major improvement to access to the proposed Welborne Development, currently has insufficient funding to be constructed.”
- 6.28 The Chamber’s Planning and Transport Business Strategy Group concluded that it “objects to the current plan proposals on the following grounds”:
- “There are no new employment land allocations proposed.
  - The existing employment land allocations at Daedalus and Welborne do not meet the needs for SMEs or general commercial businesses.
  - The plan is too focussed on the provision of housing and compromises existing strategic gaps.
  - The plan should address the issues relating to road infrastructure; its capacity, interactions with existing networks and funding complications.
  - Junction 10 needs to be fully funded and constructed.
  - The plan should strengthen considerably provision for additional sustainable transport services and infrastructure including: bus rapid transit, railway development (including a new station at Knowle Hospital to serve Welborne), as well as more pedestrian links and cycleways. All should take account of the Transforming Cities Fund for the Solent and recent Government announcements on bus services, infrastructure, cycling and general sustainable transport initiatives.”

“Strategic Housing and Employment Land Availability Assessment” (SHELAA) September 2020

- 6.29 The introduction to the SHELAA indicates that it has a forward looking role in examining the “potential” of sites and the “likelihood of development coming forward”. Bearing in mind that the Local Plan runs to 2037, it is clear that both the SHELAA and the Local Plan should be concerned with future possibilities.
- 6.30 Similarly, the government’s Planning Policy Guidance (PPG) entitled “Housing and economic land availability assessment” (2014, updated July 2019) answers the question: “What happens when constraints are identified that impact on the suitability, availability and achievability?” The answer requires that actions to overcome constraints are explored: “Where constraints have been identified, the assessment will need to consider what action could be taken to overcome them.” Arguably the council has been too hasty in suggesting the deallocation of Little Park Farm which is on the cusp of development, not least because access constraints are being overcome.
- 6.31 Para 2.1 of the SHELAA also explains that sites should be assessed with an eye to their potential and the likelihood of development coming forward in future. The SHELAA “provides an assessment of land within Fareham Borough that has the potential for future development by identifying sites, assessing their suitability to provide housing or employment, considering whether such development is achievable on the site and the likelihood of development coming forward.”
- 6.32 The SHELAA continues by referencing a base date “as at August 2020” and a Local Plan period to “2037” – i.e. a time period of 17 years which allows development to come forward on allocated sites even if they have constraints to resolve. This illustrates the inconsistency of de-allocating a site like Little Park Farm in a forward looking plan, especially as it would be prudent to have flexibility for different eventualities and possibilities, including the improvement of access to sites.
- 6.33 The PPG also requires consideration (expressed in positive terms) of how constraints “may be overcome”:
- 6.34 “When assessing sites against the adopted development plan, plan-makers will need to take account of how up to date the plan policies are and consider the relevance of identified constraints on sites / broad locations and whether such constraints may be overcome. When using the emerging plan to assess suitability, plan-makers will need to account for potential policy changes or other factors which could impact the suitability of the site / broad location. For

example, an emerging site allocation may enable development to come forward. This will have to be reflected in the assessment of achievability.”

- 6.35 The PPG continues by suggesting that existing allocations are generally suitable but in any event councils should consider whether circumstances have changed. Change can be positive or negative; we understand from Frobisher that an important change at Little Park Farm is that its development prospects are improving due to demand and as a result of arrangements being put in place to enhance the access. Furthermore, we understand that these “market signals” have been made clear to the council by Frobisher as well as the council’s own consultants (LSH). The PPG states:
- 6.36 “Sites in existing development plans or with planning permission can generally be considered suitable for development although it may be necessary to assess whether circumstances have changed which would alter their suitability. This can be informed by a range of factors including the suitability of the land for different uses and by market signals, which will be useful in identifying the most appropriate use.”
- 6.37 Para 3.1 of the SHELAA explains that to accord with the NPPF local planning authorities should have a “clear understanding” of land in their area:
- 6.38 “The requirement to undertake a Strategic Land Availability Assessment for housing and economic, or employment development is contained in the National Planning Policy Framework (NPPF) which was revised in February 2019. The NPPF states that “authorities should have a clear understanding of the land available in their area”.”
- 6.39 This suggests that the council should be open to information regarding the character and status of sites, including the evidence provided by Frobisher regarding their progress with plans to improve the access to Little Park Farm.
- 6.40 Para 3.6 indicates that the council has relied upon the “Business Needs, Site Assessments and Employment Land Study” for intelligence on the need for employment land until 2037. We comment further on this document later in our report.
- 6.41 In terms of the timing of sites, para 4.14 of the SHELAA refers to the glossary to the NPPF stating that “to be considered developable a site should be in a suitable location for development with a reasonable prospect that the site is available and could be viably developed at the point envisaged (achievable)”. However this is a slight misquote because the definition in the NPPF

glossary for “developable” is actually referring to “housing development”. The definition of “deliverable” references a period of five years but, again, this definition is concerned with “sites for housing”. Clearly some sites take longer to develop than others and arguably, for non-residential sites, the length of the plan period is more relevant than the 5 year horizon commonly considered in the context of housing development.

- 6.42 The PPG answers the question: “What factors can be considered when assessing the suitability of sites / broad locations for development?” The answer demands that measures to mitigate constraints are considered:
- 6.43 “A site or broad location can be considered suitable if it would provide an appropriate location for development when considered against relevant constraints and their potential to be mitigated.”
- 6.44 This indicates that proper consideration of the possibilities for overcoming constraints is required. In the case of Little Park Farm we understand that Frobisher has identified solutions for creating an improved form of access but the council has relied upon outdated information, or disregarded new information, regarding the access in coming to the decision to deallocate the site.
- 6.45 The same PPG answers the question, “How should the assessment be reviewed?” It explains that the timing of development may vary between sites and there is clear recognition that development can occur in the short, medium or long term:
- 6.46 “Once the sites and broad locations have been assessed, the development potential of all sites can be collected to produce an indicative trajectory. This should set out how much housing and the amount of economic development that can be provided, and at what point in the future (i.e. within years 1 to 5, 6 to 10, and 11 and beyond). An overall risk assessment should be made as to whether sites will come forward as anticipated.” Notably, the SHELAA states (para 4.27) that: “This stage of the review will be completed for the Regulation 19 consultation.”
- 6.47 The PPG specifically addresses, “What happens when constraints are identified that impact on the suitability, availability and achievability?” Again, the guidance is expressed in positive terms and invites a proactive approach that explores solutions: “Where constraints have been identified, the assessment will need to consider what action could be taken to overcome them.”
- 6.48 The PPG states that Stage 5 of the assessment (Final Evidence Base) should include a list of the sites considered and “where these have been discounted, evidence justifying reasons given”. The presence of barriers to development does not necessarily rule out the inclusion of sites, as

indicated by the statement that “where these are considered suitable, available and achievable, the potential type and quantity of development, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when”. In other words, even with “barriers to development” a site can be included in a Local Plan and the evidence should examine how constraints might be resolved (not just noted).

6.49 Para 4.18 and the table that follows it in the SHELAA identifies “typical constraints that may apply” and “how they might be overcome”. With regards to access constraints, it is stated in the table (page 10) that if a site is land-locked or an access solution “will give rise to a highway safety implication that cannot be mitigated”, it is likely to be discounted. It goes on to say: “Other sites constrained by limited or difficult access point(s) have been considered on their merits. This has included looking at potential solutions to overcome the constraint.” The proposal to de-allocate Little Park Farm would suggest that the council has not yet done this or needs to review FDL’s current information on the topic.

#### Site assessments

6.50 Page 237 of the SHELAA lists the following “developable employment sites”:

7. Developable Employment Sites			
LIST OF CONTENTS			
ID:	Site Name:	Gross Site Area (ha):	Ward:
124	Solent Business Park - Solent 2, Sarisbury	9.84	Sarisbury
1168	Land at Rookery Avenue	2.29	Sarisbury
3113	Faraday Business Park, Daedalus East	37.91	Stubbington
3114	Swordfish Business Park, Daedalus West	20.00	Stubbington

6.51 The first two, within Sarisbury Ward, are located just to the north of the M27. The second two, within Stubbington Ward, are in the south of the borough close to Gosport. The LSH report (para 5.25) notes the niche that Daedalus occupies in the market is orientated to its airfield - “an important facility as the only hard runway available for general aviation in South Hampshire.”

6.52 Page 243 of the SHELAA lists the following “discounted employment sites”:

## 8. Discounted Employment Sites

### LIST OF CONTENTS

ID:	Site Name:	Gross Site Area (ha):	Ward:
20	Standard Way, Wallington	0.59	Fareham East
1365	Land adjoining Fort Wallington Industrial Estate	1.05	Fareham East
3011	Land at Down Barn Farm	32.85	Fareham East
3025	Little Park Farm, Park Gate	5.73	Park Gate
3034	Land rear of WTS, Wallington	1.23	Fareham East
3213	Maindell Pumping Station, Fareham	1.50	Fareham East
3218	Monument Farm	4.69	Fareham East
3225	Lowater Nursery Employment Site, Hook Lane	6.85	Warsash

- 6.53 Six of the eight sites are located within Fareham East Ward; one in Park Gate; and the last within Warsash. The fourth site, Little Park Farm, is the one owned by Frobisher and is the only one in Park Gate ward. The site is allocated for development in the current Local Plan but the stated “reason for discounting” it (page 247) is that it is “contrary to emerging policy for development in the countryside and there is no requirement to allocate additional land to meet employment need”. Our report does not address countryside policies but we note that it is not “additional land” over and above what is currently allocated so there need to be very strong reasons for its deletion; furthermore, we comment on the need for employment land later in our report.
- 6.54 Other information regarding Little Park Farm on page 247 confirms that it is located near to the M27 motorway and adjacent to other development, including the Chandlers Way employment area. These are positive attributes for business use because the site is close to the established and well regarded business areas around Segensworth and accessible to/from Junction 9 of the M27 which is nearby.
- 6.55 Furthermore, the assessment states that the site would be “appropriate for a development with 11,200 m<sup>2</sup> of employment development subject to a full Transport Assessment”. Another positive attribute is “the site’s proximity to Swanwick Station” which, together with a potential “pedestrian/cyclist link” from the west end of the site “should be investigated”. In addition, as the council has been made aware, Frobisher has taken steps to make a number of other helpful improvements to the site’s access. With this information the site should be judged suitable for development; it has already been assessed within the SHELAA as available and achievable.

## Chapter summary

- 6.56 It is necessary for Local Plans to be informed by robust evidence on their local economy and functional economic market areas, consistent with government guidance. Further work, which should be reflected in the Local Plan, is being done by PfSH on its spatial strategy and the area's employment and logistics needs.
- 6.57 Employment land evidence should fully explore employment forecasts (using SIC codes amongst other metrics) and prepare economic scenarios so that Local Plans are appropriately prepared and flexible.
- 6.58 Logistics is highlighted in guidance as an important growth sector to accommodate in planning policy. The importance of this locally is heightened by the connectivity created by the motorway and the role of the local ports and their distribution networks in the economy.
- 6.59 Market feedback (from property agents and the Chamber of Commerce) expresses concern about a lack of choice in the commercial property market, insufficient employment land and the limitations of other sites.
- 6.60 The SHELAA advocates a forward looking, positive and proactive examination of possibilities when exploring site constraints, being alert when circumstances change. De-allocating Little Park Farm because of a constraint that is soluble is inconsistent with this approach.
- 6.61 Even with "barriers to development" a site can be included in a Local Plan and the evidence should examine how constraints might be resolved (not just noted).
- 6.62 The NPPF states that "authorities should have a clear understanding of the land available in their area". The SHELAA says the site would be "appropriate for a development" subject to assessment of transport matters.

## **7.0 Business Needs, Site Assessments and Employment Land Study**

7.1 Further employment land evidence and specific references to Little Park Farm are to be found in the “Business Needs, Site Assessments and Employment Land Study”.

Study brief and objectives

7.2 Paragraph 1.3 explains that the report examines the suitability of the borough’s employment premises and sites, assessing them with a market perspective and concluding which sites are “most unlikely to be brought forward for future employment use”. However, even if a site in a list is the least likely to come forward it does not necessarily follow that it is “most unlikely” to come forward. In any event, Little Park Farm is not in the lowest category of six used, nor is it described in the report as being unlikely to come forward. To the contrary, it is described in very positive terms even though its score was affected by the need to improve the access, which is now in hand with a view to the site’s development and use as intended by its existing allocation.

7.3 It is important to note that the report is subject to a number of caveats. For example the bullet points at paragraph 1.8 indicate that whilst the report provides market information it “is not to prescribe any formal recommendations or pre-empt Council decisions”. It also notes that during the Local Plan forecasting period there will be economic fluctuations plus political and unforeseen influences. This makes it especially important for the Local Plan to have some flexibility. Deleting Little Park Farm as an allocation would remove flexibility.

7.4 Furthermore, the report warns (second bullet point) that “site circumstances, planning assumptions, land ownership, property values etc. are liable to change”. Clearly this is the case at Little Park Farm where arrangements are being made to improve the access as intended.

7.5 Similarly, the third bullet point encourages new development opportunities stating: “The reference to existing or potential employment sites and buildings in the report does not preclude them from being developed for other purposes and clearly any planning application would be judged on its own merits. Whilst we have provided a comprehensive assessment, it is recognised and encouraged that new, and hitherto unrevealed, employment site opportunities will continue to come forward.”

7.6 Paragraph 1.9 notes the importance of, inter alia, “discussions with developers” and “information on infrastructure constraints to employment developments”. We understand that Frobisher Developments Ltd briefed LSH (the authors of the study), who in turn briefed the council,

regarding news on how the infrastructure constraints at Little Park Farm are being addressed to good effect. To be consistent with Planning Guidance and the intentions of the Local Plan we would expect these matters and the progress being made to be given full and continuing consideration by the council, keeping upon the possibility of developing Little Park Farm as intended by existing policy.

#### Methodology and planning policy framework

- 7.7 Continued flexibility is important given the length of the Local Plan period. Paragraph 2.6 repeats the point that the economy fluctuates, which means that flexibility is important. This is clear from the statement that “projections of demand and take-up and reallocation of use will no doubt require re-assessment during the period of the Local Spatial Plan”.
- 7.8 The need for flexibility is further emphasised in paragraph 2.7 which states that in order for Fareham to realise its ambitions there needs to be “a market focussed development strategy and adaptability in land use allocation (flexibility in planning determinations are vital to respond to occupier needs)”.
- 7.9 Changes to the planning system, including Permitted Development Rights, increase the need for flexibility. The report states (para 2.8): “There has been and continues to be, a significant transition in land use re-allocation within the Borough and where retail and housing development has already or may supercede B class land use, an objective judgement will be required to recommend safeguarding employment sites in the future (for existing, allocated or potential site opportunities).” Under these circumstances the deallocation of a site adversely affects the council’s flexibility.
- 7.10 This point about flexibility is amplified by the sub-regional role expected of sites along the M27 corridor. The report notes the dynamic and complex nature of employment land demand; this is an important part of the market context to which Fareham is expected to respond:
- 7.11 “2.9 The changing nature of occupier’s property requirements and the dynamics of how Fareham relates to its neighbouring sub-regional market place, are inevitably complex and will continue to be in a state of flux over the coming years due to the impact of major projected land releases and take up of development opportunities in the South Hampshire region.”
- 7.12 “2.10 Nevertheless, it is important to consider the wider picture as to how the land supply and perceived demand will be influenced in a sub-regional context, especially in relation to the

ambitions of the PUSH and Solent LEP based strategic policies. Fareham Borough is midway along the M27 corridor and accordingly benefits from the communication links and divided labour pool from both the Southampton and Portsmouth conurbations, but conversely its land supply and resident workforce is subjected to strong competition.”

- 7.13 The report echoes the NPPF, reminding readers of the government’s overarching policies including the need “to help build a strong, responsive and competitive economy”. Furthermore, paragraph 11 of the NPPF requires a positive approach to meeting development needs. With flexibility to adapt and the ability “as a minimum” to meet objectively assessed needs. This suggests that the council need not hamper its flexibility, nor that of the local economy, by deallocating a site that is attracting market interest and investment as intended by its current allocation.

#### South Hampshire market overview

- 7.14 Section 3.0 of the report provides an overview of the South Hampshire commercial property market. Much is said about the relatively robust nature of demand generally exceeding supply. For example, paragraph 3.2 references “sustained growth in occupier demand” and “an increase in headline rents and falling tenant’s incentives”.
- 7.15 The industrial and logistics sector is noted to be an important growth sector. Flexibility is required to cater for its growth. Paragraph 3.3 confirms this and also notes the focus of the Enterprise Zone on specific company types rather than the market at large (an advantage of Little Park Farm is that it does not have restrictions of this nature):
- 7.16 “3.3 This take up, combined with a lack of development, has seen availability reach an all-time low, and especially in key motorway locations this shortage will increasingly frustrate business expansion and relocation. In turn this has placed pressure on the available stock of employment sites, and whilst say Welborne in the Borough will present a significant contribution over time, the immediate supply of land is severely restricted. The opportunity for occupiers to acquire new premises at the Solent Enterprise Zone Daedalus East is proving reasonably successful and interest and take up here has been predominantly by local businesses relocating to retain staff, even though it is some distance from the motorway – one determining factor here is that the planning conditions insist on occupiers be involved in aviation, marine or advanced technology/engineering industries.”

7.17 Confirmation of the industrial market being constrained due to demand exceeding supply is confirmed on pages 16/17 of the report. For example:

- “strong and steady demand has been hampered by the critical lack of built supply which has impacted across all size ranges”
- “shortage of good quality, modern, detached industrial and logistics units, as a negligible amount of development had taken place over the last 5 to 10 years”
- “demand has virtually outstripped the supply of both prime and modern secondary units in the region across most unit size ranges”
- “occupiers struggled to identify suitable premises to move to and this will continue until the construction and take up of new development schemes are completed”
- “the opportunity for businesses to expand has been restricted, particularly in terms of small freehold unit schemes in good, strategic locations or low density type users requiring open storage land, transport depots etc.”
- “take-up of pre-let opportunities by larger companies should in theory release a stock of buildings into the market which will help soak up this latent demand but will not be adequate to satisfy the overall quantity of occupier requirements”

7.18 The tightness of supply is also seen in the (para 3.9) “shortage of secondary and tertiary grade stock in the market” which “is restricting the availability of second hand premises to incoming occupiers”.

7.19 Paragraph 3.14 (p.18) again signals the need for flexibility in forward planning due to potential changes of use for which there is also growing interest, greater planning freedoms and legitimate demand:

7.20 “In certain locations (generally where there is a non-conforming use or in a mixed use area on the fringe of commercial activity) the existing older stock with an established industrial use, will increasingly be under pressure to be redeveloped for residential or alternative employment uses, as higher land values will almost certainly be more attractive to the freehold owner/developer. This tension between the delivery of housing growth targets in the PUSH region and at the same time safeguarding employment space, must be carefully adjudicated and each individual site evaluated on its own merits.”

- 7.21 The need to accommodate potential changes of use, including through Permitted Development and the flexibilities afforded by the new Class E, make it all the more important that the Local Plan has built-in flexibility. This is not achieved by deallocating Little Park Farm.
- 7.22 The industrial market is segmented in subtle ways that mean an overall quantity of supply does not satisfy all requirements. This is highlighted by paragraph 3.16 which explains that even “prime space in a local context... would not conform to the property industry’s definition of Grade A industrial space” and specialist space for logistics may be ill suited to many B2 purposes. An advantage of Little Park Farm, as an allocated site awaiting development, is that space can be specified and built to match specific demand at the time.
- 7.23 Looking five years ahead, the report says (para 3.22) that it is “unlikely” that the level of stock being released into the market from development activity will be sufficient to meet demand. Looking beyond that is difficult without finer grain employment forecasts than those used in this report. For both reasons (concern about the sufficiency of stock and the uncertainties of forecasting) make it all the more important that the Local Plan retains its land allocations.
- 7.24 There are also differences within supply by tenure. Not only is there evidence of rental growth but also in freehold values. Paragraph 3.31 says: “Freehold properties remain in hot demand and we anticipate that capital values will continue to increase across all size ranges and locations in 2018, as owner-occupiers, in particular, search for their own properties, rather than paying increasing rents.”
- 7.25 The authors also report (para 3.33) that businesses are frustrated by a lack of freehold units: “We are aware that many small businesses, given the opportunity, would prefer to buy and invest in their own premises.” This underlying anxiety about lack of choice is also to be seen in the investment market (para 3.34):
- 7.26 “The investment market along the South Coast continues to be ‘hot property’, with consistent levels of competition seen for all product types. Prime industrial yields now stand at approximately 4.5%. With opportunities in the region being far and few between and investors attracted to the strong occupational market dynamics, the outlook over the coming year is set to continue positively with strong demand and little product available.”
- 7.27 This adds further weight to the case for retaining Little Park Farm as an allocation, especially as the owners indicate that the access is to be improved.

Fareham Borough overview

- 7.28 Paragraph 4.2 confirms that the market responds positively to the provision of new floorspace and local demand is supplemented by “business occupiers from outside the local area”.
- 7.29 Paragraph 4.3 is a reminder that the Segensworth area has proven to be “attractive to companies who could either move to new ready built accommodation or build to their own specific criteria, to satisfy their business space requirements and aspirations”. Furthermore, notwithstanding the current access to Little Park Farm, it is due to be improved which will be a helpful step towards having “well accessed and serviced land for development” which para 4.3 describes as “vital”.
- 7.30 The report also highlights (para 4.6) a downward trend in the availability of industrial space. It states: “The overall quantum of industrial stock in the Borough has decreased over the past 5 years with marginally more B1c/B2 floorspace occupied than for B8 use. This is due to a combination of higher take up rates and lack of replacement stock or new development activity.”
- 7.31 The amount of built industrial/warehouse floorspace stated to be available on the market in Fareham at the time of the report was approximately 29,030 sq m compared to a 5 year average of 42,969 sq m. They described this reduced level of supply as "a very low level of standing stock". The difference compared to average was a drop of almost a third (-32%).
- 7.32 According to our research in December 2020, using the CoStar commercial property register, availability has continued to fall to a new low - a change of -41% compared to average. This downward trend, which has accelerated since publication of the LSH report is illustrated in the following graph:



- 7.33 This is consistent with the warnings in the report that the choice of industrial space is limited with a tendency for demand to exceed supply. The trend line further signals the need for Fareham to retain allocated land, supporting choice and flexibility, rather than to give it up.
- 7.34 Close scrutiny of choice by LSH, which concluded that it was "very low", also found that availability was "distorted by the availability of two units of over 6,503 sq m (70 000 sq ft)". This is consistent with our own analysis (shown earlier) in finding relatively few units of a given size on the market.
- 7.35 LSH comment that there is a pipeline of new development "predominantly at Daedalus and Welborne". As observed by us and others, Daedalus is a separate submarket of the Gosport peninsula which caters for local and niche demand; Welborne is dependent on delivery of significant infrastructure and policy seeks to balance the number of jobs there with the number of new homes (with an acknowledged risk in the council's evidence that the number of homes delivered will run ahead of the number of jobs).
- 7.36 LSH advises in para 4.7 that when compared to the average take-up rate (25,000 sq m pa), the supply of available space "is less than 14 months" and: "If one excluded the two much larger units, the current availability would correspond to only 7 months' supply."
- 7.37 It is evident from paragraph 8.6 that LSH is circumspect about former ambitions in the PUSH Spatial Position Statement (June 2016) for growth in the number of office jobs in particular. This may explain why Paragraph 4.8 shows that LSH departed from the methodology (recommended in guidance and commonly used by others) of estimating future floorspace requirements based on employment demand forecasts> These are often broken down into 38 or 45 SIC sectors using sophisticated models from Oxford Economics, Cambridge Econometrics and others to satisfy Planning Guidance. Instead LSH sets aside the work of PUSH and Solent LEP stating:
- 7.38 "We understand that to achieve the economic growth targets asserted by the Solent LEP, this will require new jobs and in turn the provision of additional B class employment space. The key question is whether the floorspace projections are realistic and if so, is there sufficient employment land available and suitably attractive to the market to accommodate this need."
- 7.39 Notably the report does consider Little Park Farm to be attractive to the market, subject only to improving the access.

## Employment land supply and demand

- 7.40 LSH looked at the quality of the built stock and para 5.1 emphasises the importance of there being new space of good quality: “Therefore continual refreshment and replacement of the available employment space is essential to match market churn and satisfy the demands of business occupiers”. Little Park Farm can help meet this requirement for new space.
- 7.41 The importance of flexibility to sustain a pipeline of stock is stressed in para 5.3 which says the “Local Plan must be continually reviewed and reappraised to react to future market trends, site opportunities and allocations”. The new access arrangements at Little Park Farm represent one such opportunity.
- 7.42 Even sites with poor access can have excellent prospects and perceptions can change in their favour. Paras 5.4 and 5.5 illustrate this in references to Welborne:
- 7.43 Welborne has (para 5.4) “remained dormant over many years and has therefore been disregarded by potential occupiers or prospective developers. This is principally due to the fact the site has compromised motorway access and infrastructure limitations which require significant public sector investment to upgrade Junction 10”.
- 7.44 “5.5 To change this mindset and market perception, evidence of infrastructure works commencing and physical activity on site, will be required together with a structured and concerted marketing campaign.”
- 7.45 Ample endorsement of B2/B8 demand is provided by the LSH report. For example:
- 5.7 – “occupiers... increasingly frustrated at the lack of availability of prime or good secondary stock along the M27 corridor”
  - 5.10 – “The advent and demand curve of e commerce logistics requires a greater recognition and understanding, as this sector will inevitably continue to grow.”
  - 5.12 – “We have witnessed significant activity in home delivery requirements across the Region, with companies such as Amazon, DPD Logistics, AO.com recently acquiring distribution depots and with the boom of on line retailing and new housing, the demand in this sector will only increase (particularly in well accessed motorway locations).”
- 7.46 In contrast, the report notes (para 5.25) that the sites at Daedalus are geared more to the aviation sector due to the presence of the runway. Hence, to a significant extent, they are

complementary rather than competing with Little Park Farm. Furthermore, the potential to deliver 73,000 sq m at Faraday (para 5.27) and 34,000 sq m at Swordfish (5.30) is described in each case as being “over the Plan period”. This means a period of 17 years during which it could well be helpful to have the flexibility to provide B2/B8 space closer to the M27 at Little Park Farm.

- 7.47 Paragraph 5.11 makes an important point about the breadth of industrial/warehouse demand and its employment content. Flexibility is called for in response to the statement: “there is a distinct difference between occupation for warehouse and logistics property (B8), light industrial space (B1c) and general industrial (B2). Whilst there is clear definition for certain operations, in practice, many businesses cross over the planning boundaries and occupy space for combined manufacturing and assembly, material and finished goods storage, distribution and often a variable office content.”
- 7.48 Furthermore, although much of the employment land evidence mentions B1a, B2 and B8 uses, there is less explicitly said about B1c and the fact that it has a lower average employment density (47 sq m NIA per job) compared to B2 at 36 sq m (GIA) per job. This means that some users of industrial space will host fewer jobs per sq m than the evidence assumes. This is another reason to be cautious about losing flexibility and employment space.

#### Occupier needs and future predictions

- 7.49 Section 6.0 of the LSH report is focused on occupier needs and future predictions
- 7.50 Paragraph 6.10 comments on investor/developer interest being stronger for B2/B8 than B1a: “Our market research and commentary demonstrates the strong investor/developer demand currently for B2/B8 uses along the Solent corridor, where there is greater confidence in its viability and return. This is in contrast to the traditional B1a office market, where occupier rationalisation is occurring and there is a pre dominance of flexible serviced/enterprise business centres which are more attractive to the business community.” This highlights the importance of B2/B8 development compared to B1a as a means of providing additional employment. Given that B2/B8 requires more floorspace per job than B1a, it is especially important to retain employment generating sites like Little Park Farm.
- 7.51 Paragraph 6.20 explains that LSH has used three different methodologies in order to consider employment needs and forecasts during the Plan period. These are:

- Page 61 – approximations of growth/decline in the existing labour supply suggested for high level categories of industry between 2018 and 2036. Para 6.22 says this was “a qualitative exercise”.
- Page 62 – reference to average completion rates for new B1a and B2/B8 space.
- Page 63 – a combination of historic take-up rates, plus a chance to “reflect” on employment modelling by PUSH, plus “our market judgement” of demand and supply. The table at para 6.25 shows numerical outcomes but not how the calculations work; this makes the method opaque and hard to audit.

7.52 Paragraph 6.29 trailed the upcoming Local Industrial Strategy (LIS), noting the objectives of productivity gains and job creation. Furthermore, whilst LSH expected the LIS to endorse the importance of the marine and maritime industry, “other significant employment clusters such as aviation, contact lens, logistics/supply chain etc should not be overlooked nor underestimated in employment terms”.

7.53 Paragraph 6.30 repeats the potential role of key sites but with some qualification. For example, Welborne’s jobs are subject to the new motorway junction becoming operational; road access to Daedalus has been an “inhibitive factor” but may improve; meanwhile the Segensworth estates “will continue to thrive”.

#### Site Assessment Analysis

7.54 Chapter 7.0, commencing on p.66, provides an assessment of employment areas and sites using five grades (A to E). The Table at paragraph 7.9 (p.70) comments specifically that Little Park Farm is “excellent” for its location and potential.

7.55 Although the report references “access constraints” the owner of the site says these are being overcome and should not be taken as permanent. In which case, armed with this knowledge, the property would score highly in all respects. The site’s development prospects continue to improve due to the access proposals and the suitability of the site is therefore getting stronger not weaker.

7.56 Favourable comparisons can also be made with adjoining sites due to the strengths of Segensworth. For example, in Appendix 1, the proforma for Segensworth West Industrial Estate (Site Ref. 80) next door to Little Park Farm is graded “A”, being “conveniently located adjacent to

the M27 at Junction 9 and whilst lacks local amenities and public transport is a popular business location”.

- 7.57 Similarly, Park Gate Centre & North (Site Ref. 81), also nearby, site scores well in terms of its “strategic location, the local amenities on offer and its public transport links”. Helpfully Little Park Farm occupies a nearby site that is not especially sensitive for housing estates or the countryside due to the close proximity of the motorway and the railway line.
- 7.58 Furthermore, Little Park Farm offers helpful capacity for expansion given that nearby properties (e.g. Park Gate Business Centre, Site Ref. 82) are critiqued for having “limited room for expansion given the proximity of the railway and motorway, although land to the east is allocated for employment uses (Little Park Farm, site 123).” (The proforma for Little Park Farm has the Site Ref.3025.)
- 7.59 Park Gate Business Centre scores well for its use despite the railway and motorway – “The site is well suited to this use; flanked by both a railway line and M27 motorway”. Furthermore: “The site offers little scope for further intensification or expansion”... but Little Park Farm can help by providing extra land.
- 7.60 It is acknowledged that access to Little Park Farm can be improved. Its proforma (Site Ref. 3025) notes the weakness of the status quo but points at potential solutions like traffic signals; access improvements “would significantly improve its marketability and given its location [it] would be a suitable employment site”.
- 7.61 The proforma states that Little Park Farm has “no neighbour constraints”. The recommendation is: “The location of the site and the surrounding uses makes this site a viable employment site with further scope for development; however the access constraints are currently limiting further expansion of this site.” The site is scored “D” (not “E”) based on the status quo pending realisation of its potential – i.e. the score was not terminal and should not, under the circumstances, trigger de-allocation.
- 7.62 The two summary pages in Appendix 3 show that the Segensworth sites are amongst the best. There is no reason what the score for Little Park Farm should not improve by a significant margin now that the access is being improved.

## Conclusions by LSH

- 7.63 Section 8.0 sets out the conclusions of the “Business Needs, Site Assessments and Employment Land Study”.
- 7.64 In paragraphs 8.1, LSH warns of the need to periodically review the balance of homes and employment and the pace at which they are delivered “to ensure that one does not have precedence over the other”. As already noted, there are already doubts that Welborne can deliver as many jobs as homes in the plan period. This supports our proposition that the Local Plan should have more flexibility and that the deallocation of Little Park Farm would be a mistake.
- 7.65 Paragraph 8.2 says that “all potential employment sites should be retained in the emerging Local Plan”.
- 7.66 The same paragraph goes further still in saying: “Moreover with the evident delay in delivery of the major employment sites in the short to medium term, one could advocate that certain identified housing sites should be re assessed and utilised for B class development instead (or in tandem as mixed use schemes).” Given the pressure to deliver more housing, this conclusion that housing sites should be given up for employment is yet another reason not to deallocate Little Park Farm.
- 7.67 Paragraph 8.3 also indicates the need for flexibility, not least because “site specific circumstances change as they invariably do and potential new development options arise”. The enhancement of the access at Little Park Farm is one such example and it is not logical to deallocate the site on the cusp of development.
- 7.68 The report advises (para 8.5) that “it is far preferable to have a surplus of employment land in the Local Plan, wherever possible, in order to enhance the choice and variation to developers and occupiers”. As already noted, much of the market commentary in the report reveals that demand exceeds supply (particularly for B2/B8 sites), generating rental growth and supporting the statement for Fareham that “arguably supply creates and attracts demand”. This also illustrates one of the deficiencies of “take-up” as a measure of demand compared to employment forecasts because take-up cannot occur without supply.
- 7.69 As noted above, paragraph 8.6 shows LSH is less convinced about growth in the number of office jobs in particular. The target of 55,000 sq m of B1a in the PUSH Spatial Position Statement (June 2016) contrasts with the lower figure from LSH on page 61 of 26,400 sq m. But in the case

of B2/B8 the difference is reversed – the equivalent figures are 64,000 to 75,000 sq m (from PUSH) compared to the higher figure of 127,200 sq m (from LSH). This would suggest that the Local Plan should be especially careful to safeguard B2/B8 sites compared to B1a sites. Again, this supports the proposition that Little Park Farm should be retained.

- 7.70 LSH goes further still in recommending that new tracts of development land for employment are found, over and above Daedalus and Welborne. Paragraph 8.8 states:
- 7.71 “Over time, Daedalus and Welborne will deliver new floorspace, however we suggest there is a need to identify new tracts of land, hitherto undiscovered, with potential to offer B Class use development during the Plan period, critically over the next 5 years or so and to provide genuine competition to alternative employment sites in other parts of the Solent region.”
- 7.72 Furthermore (para 8.9): “The economic importance of B8 logistics and supply chain activity should not be under estimated. This is particularly relevant to the Borough having direct access to the M27 with three motorway junctions and its proximity to Southampton Docks and Portsmouth International Ferryport. This sector is vital in supporting manufacturing activity and servicing the broader Solent economy, such as the cruise ship industry and the ever increasing demands of e tailing/ internet deliveries. In practice we contend that B8 designated occupiers do not necessarily generate lower job densities than a B2 user, nor infer lesser GVA productivity (as in many instances, B8 can provide a greater employee density if associated with a high office content).”
- 7.73 So the report is giving especially strong endorsement to the type of use (B2/B8) for which Little Park Farm is currently allocated. The northern part of the borough is also singled out as a good location for another enterprise/innovation centre to complement the one at Daedalus. Paragraph 8.10 states:
- 7.74 “We advocate the Council promote and support further investigation into development of a new enterprise/innovation centre, similar to the successful Daedalus model, further north within the Borough closer to the motorway or Town Centre, to encourage and stimulate entrepreneurial activity.”
- 7.75 This confirms that the two locations are seen as complementary rather than competing. Vail Williams has also indicated to Frobisher Developments Ltd that whilst the success of Daedalus is to be welcomed, it is not to the detriment of demand at Segensworth, hence there’s no logic in the deallocation of Little Park Farm.

7.76 The last paragraph of the report (8.11) and the table on page 73 signal a mathematical excess of employment land supply but this calculation belies the advice above about the pressure points in the market, the need for greater flexibility and the reliance of particular sites on infrastructure or assumptions.

7.77 The proposed Local Plan 2037 makes some adjustments to the figures in the LSH study due to the passage of time and other updates. However it should also recognise the following factors:

- Welborne
  - As noted above, the consequence of the altered figure means that the development is likely to undershoot its own employment targets during the Local Plan by almost 700 jobs.
  - The table on p.69 of the LSH study also indicates that the “possible timescale” for development starts 5 years later than for Little Park Farm which it recognises could start now.
  - Graphs in Appendix 5 highlight significant population growth in the borough from 2017 to 2037. This adds to the need for employment land, especially if the borough is to achieve a greater level of self-containment as set out in the council’s Corporate Strategy and within planning policy.
- Faraday Business Park, Daedalus (Policy E2)
  - Table 6.3 and the top of page 149 of the Local Plan suggest there is capacity of 65,100 sq m but the text includes non B-class uses: “Proposals shall contribute towards the delivery of a minimum of 65,100 sq.m of employment floorspace and ancillary uses including R&D, convenience, childcare and education and training of pilots”. Not only does this mean that less B-class space may be delivered, it also includes space for “niche” uses not applicable to the general market.
  - Furthermore, monitoring data from Hampshire County Council tells us that the development is “Part Complete”, leaving 13,900 sq m available for pipeline supply.
  - Pages 149/150 also list some potential constraints to take into account (possibly adding extra time or cost) related to, for example, Solent Airport, high quality

design, “Brent Geese and Waders” and possible consultation with Historic England.

- The table on p.69 of the LSH study indicates that the “possible timescale” for development is protracted, through to 2036, whereas Little Park Farm could be completed in the period to 2025. It is important to recognise the role that Little Park Farm can play within the early stages of the Local Plan when other sites cannot.
- A helpful map in Appendix 5 shows the different parts of the borough in relation to the M27. Little Park Farm and Segensworth are by the M27 near the annotation for Park Gate. Daedalus is further south near the annotation for Lee-on-Solent. These are separate sub-markets.
- Swordfish Business Park, Daedalus (Policy E3)
  - Table 6.3 and the top of page 151 of the Local Plan differ in the amount of floorspace capacity available by 700 sq m. Furthermore, like Faraday, the text includes non B-class uses: “Proposals shall contribute towards the delivery of 12,100 sq m of employment floorspace and ancillary uses including R&D, convenience, childcare and education and training of pilots”. Not only does this mean that less B-class space may be delivered, it also includes space for “niche” uses not applicable to the general market.
  - Like Faraday, pages 151/152 list potential constraints to take into account (possibly adding extra time or cost) related to, for example, Solent Airport, high quality design, “Brent Geese and Waders” and possible consultation with Historic England.
  - As above, the table on p.69 of the LSH study indicates that the “possible timescale” for development is protracted, through to 2036, whereas Little Park Farm could be completed in the period to 2025. It is important to recognise the role that Little Park Farm can play within the early stages of the Local Plan when other sites cannot.

- Solent 2 (Policy E4)
  - Paragraph 6.23 of the Local Plan 2037 (p.155) states: “Planning permission was granted in 2008 for 23,500 sq m of office floorspace, which has yet to be built out, however the permission remains extant and the site is undergoing renewed marketing and promotion for office uses. The Business Needs, Site Assessments and Employment Land Study identifies the site as a commercially attractive site for the proposed Office or Industrial uses although the preference would be for office use. The location with its access and congestion constraints would make this site less suitable for warehouse and distribution uses.”
  - Several points arise from this statement. Firstly, we understand that FDL has had close involvement with the site in the past, including examining and testing potential development scenarios. They concluded that even disregarding environmental/ecological and water main constraints the site might yield circa 18,500 sq m but, more realistically in the light of these issues would yield only 13,170 sq m. This is a shortfall of up to 10,330 sq m compared to the figure of 23,500 sq m relied upon in the proposed Local Plan.
  - So the consent is historic, development has not been forthcoming and there are doubts about what can be delivered and when. The table on p.69 of the LSH study indicates a longer potential timescale (to 2029) compared to Little Park Farm which it recognises could start now (through to 2025).
  - The text of the Local Plan suggests a preference for office use. It is therefore in a separate part of the market to Little Park Farm.

7.78 The uncertainties associated with these sites are not apparent from Table 6.3, upon which the proposed Local Plan relies. Hence it would be prudent to have more flexibility in the Local Plan and to recognise that the prospects of development occurring at Little Park Farm are increasing. Employment generating floorspace can be delivered in the short term due to the access improvements being made and ready demand from businesses to locate at Segensworth.

#### Chapter summary

7.79 Further employment land evidence and specific references to Little Park Farm are to be found in the “Business Needs, Site Assessments and Employment Land Study” by LSH.

- 7.80 Little Park Farm is not in the lowest category of six used, nor is it described in the report as being unlikely to come forward; nor is it recommended for de-allocation. To the contrary, it is described as “excellent” even though its score was affected by the need to improve the access, which is now in hand. (The report advises that site circumstances are “liable to change”.)
- 7.81 Changes to the planning system, including Permitted Development Rights, increase the need for flexibility. The study notes the dynamic and complex nature of employment land demand in the borough and nearby.
- 7.82 It also notes the NPPF’s call for policies “to help build a strong, responsive and competitive economy”.
- 7.83 South Hampshire has a relatively robust industrial property market; the report cites demand exceeding supply. Limited choice, rising rents and “sustained growth in occupier demand” are symptoms of this.
- 7.84 The market is segmented and prospective sites are not without their problems or delays or they focus on a niche. Hence, like a strong business with a cashflow problem, this means that the sum of supply does not necessarily satisfy demand when and where required. The retention of Little Park Farm as an allocation would add flexibility and help the supply side of the equation.
- 7.85 The LSH study detects a downward trend in the supply of available space on the market – down a third compared to the 5 year average to “a very low level of standing stock”. Our research shows the change has accelerated to minus 41% compared to the average.
- 7.86 Site assessments indicate the Segensworth estates “will continue to thrive”. Little Park Farm can also address the inability of the local estates to expand.
- 7.87 Conclusions by LSH include “all potential employment sites should be retained in the emerging Local Plan”; the need to balance homes and jobs, even to the extent that “one could advocate that certain identified housing sites should be re assessed and utilised for B class development instead (or in tandem as mixed use schemes)”.
- 7.88 Furthermore, it is “far preferable to have a surplus of employment land in the Local Plan” not least for choice and because the nature of the market (especially for industrial and logistics space) means that supply is met by demand.
- 7.89 Site specific factors include:

- Welborne – likely shortfall of circa 700 jobs during the Local Plan period. Little Park Farm can deliver sooner.
- Faraday (Daedalus) – in reality Policy E2 includes non B-class space and “niche” space. HCC monitoring suggests it is already “Part Complete” meaning there is less than stated for the future pipeline. The evidence suggests a protracted rate of delivery up to 2036.
- Swordfish (Daedalus) – the Local Plan uses two figures differing by 700 sq m. Like Faraday, the space includes non B-class and “niche” uses; it also has a long term timescale.
- Solent 2 (Policy E4) – the estimated floorspace yield of 23,500 sq m of offices is historic (2008); FDL says from close knowledge of the site that this is potentially overstated by 10,330 sq m due to challenging constraints; it has not been delivered in many years and its prospects are in doubt. The plan expresses a preference for B1a use, so it is in a separate market compared to Little Park Farm (B2/B8).

7.90 The uncertainties associated with these sites are not apparent from Table 6.3, upon which the proposed Local Plan relies. Meanwhile, the development prospects of Little Park Farm are increasingly certain.

7.91 We have studied the LSH report at length. Nothing gainsays the suitability of Little Park Farm for development as intended by the existing allocation, even though the access is signalled as needing improvement. Although the council has suggested the site should be deallocated, this is not a recommendation to be found in the “Business Needs, Site Assessments and Employment Land Study”.

## 8.0 Summary and conclusions

8.1 Text for this chapter is carried forward from our chapter summaries as follows.

### Policy context

- 8.2 The Fareham Corporate Strategy says the borough is “open for business”. The de-allocation of Little Park Farm would be inconsistent with this principle.
- 8.3 Economic regeneration of the southern part of the Fareham/Gosport peninsula is welcomed but Daedalus is not a substitute for sites at Segensworth. These are separate sub-markets.
- 8.4 The Corporate Strategy includes large scale, mixed-use development at Welborne. Like Little Park Farm there will be a natural interplay with the M27 property market but the number of jobs at Welborne is intended to counterbalance the homes created there. The figures suggest a deficit of 700 jobs during the plan period. The Welborne Plan also envisages the loss of existing employment space (13,860 sq m) in the course of housing development.
- 8.5 By contrast, Little Park Farm could helpfully contribute 150 to 270 jobs based on its current allocation.
- 8.6 The proposed Local Plan endorses the idea of new employment space located in appropriate locations attractive to the market. Little Park Farm is aligned with these criteria and has been judged to be excellent in the employment land evidence, subject only to access improvements now in hand (part and parcel of development).
- 8.7 The plan’s 12 Strategic Priorities include objectives for future development with which development of Little Park Farm would be consistent.
- 8.8 The desire to encourage office jobs in the two cities does not impinge on development plans for Little Park Farm.
- 8.9 The Welborne Plan warns that “certainty about the precise number and type of jobs that will be created at Welborne is not possible at this stage”. Little Park Farm has an important role for the council in creating much need flexibility within the proposed Local Plan. Furthermore, Little Park Farm is less sensitive to the proximity of housing than other sites, whilst having better proximity to the M27 than those sites further south.

## Supply

- 8.10 The supply of industrial/warehouse accommodation on the market is over 40% lower than the 5 year average reported at the time of the “Business Needs, Site Assessments and Employment Land Study” 2019, by Lambert Smith Hampton (LSH).
- 8.11 Size band analysis reveals a particular lack of choice of units above 5,000 sq ft (465 sq m). Little Park Farm offers extra options to cover gaps in the market.
- 8.12 LSH found that industrial and logistics occupiers are frustrated at the lack of availability (this hampers economic growth); although rising rents aid development, they also add cost to occupiers. These are strong “market signals” that favour the creation of more B2/B8 floorspace, which Little Park Farm can supply.
- 8.13 Separate, market-facing advice from Vail Williams records “a severe shortage” of development sites in Fareham and the sub-region, creating difficulty for businesses to find premises and sites.
- 8.14 Vail Williams note that Solent 2 is too constrained to deliver the space set out in the proposed Local Plan and supply at Welborne is a long term proposition, heavily reliant upon major new infrastructure.
- 8.15 Supply at Daedalus is judged to be for a “localised” market, whereas Little Park Farm has broader appeal, greatly aided by its location and the popularity of the surrounding area for business.

## Demand

- 8.16 LSH rate the Segensworth employment areas very highly in their assessment. This is also reflected in the scores for Little Park Farm with the exception of access - until improved. They expect the Segensworth estates “to thrive throughout the Plan period.”
- 8.17 Market signals include strong demand and rising rents with better quality, modern stock being perceived as “worth paying for” and “accepted”.
- 8.18 Market consensus confirmed by Vail Williams is that Little Park Farm is viable and attractive for development, underpinned by market interest well in excess of the size of the site.
- 8.19 The strength of demand means companies must plan up to 2 years ahead to acquire space.

8.20 Demand at Daedalus is more localised or airport related, evidenced also by lower rents reflecting the distance from the motorway, compared to Little Park Farm.

#### Employment land guidance and SHELAA

8.21 It is necessary for Local Plans to be informed by robust evidence on their local economy and functional economic market areas, consistent with government guidance. Further work, which should be reflected in the Local Plan, is being done by PFSH on its spatial strategy and the area's employment and logistics needs.

8.22 Employment land evidence should fully explore employment forecasts (using SIC codes amongst other metrics) and prepare economic scenarios so that Local Plans are appropriately prepared and flexible.

8.23 Logistics is highlighted in guidance as an important growth sector to accommodate in planning policy. The importance of this locally is heightened by the connectivity created by the motorway and the role of the local ports and their distribution networks in the economy.

8.24 Market feedback (from property agents and the Chamber of Commerce) expresses concern about a lack of choice in the commercial property market, insufficient employment land and the limitations of other sites.

8.25 The SHELAA advocates a forward looking, positive and proactive examination of possibilities when exploring site constraints, being alert when circumstances change. De-allocating Little Park Farm because of a constraint that is soluble is inconsistent with this approach.

8.26 Even with "barriers to development" a site can be included in a Local Plan and the evidence should examine how constraints might be resolved (not just noted).

8.27 The NPPF states that "authorities should have a clear understanding of the land available in their area". The SHELAA says the site would be "appropriate for a development" subject to assessment of transport matters.

#### Business Needs, Site Assessments and Employment Land Study

8.28 Further employment land evidence and specific references to Little Park Farm are to be found in the "Business Needs, Site Assessments and Employment Land Study" by LSH.

- 8.29 Little Park Farm is not in the lowest category of six used, nor is it described in the report as being unlikely to come forward; nor is it recommended for de-allocation. To the contrary, it is described as “excellent” even though its score was affected by the need to improve the access, which is now in hand. (The report advises that site circumstances are “liable to change”.)
- 8.30 Changes to the planning system, including Permitted Development Rights, increase the need for flexibility. The study notes the dynamic and complex nature of employment land demand in the borough and nearby.
- 8.31 It also notes the NPPF’s call for policies “to help build a strong, responsive and competitive economy”.
- 8.32 South Hampshire has a relatively robust industrial property market; the report cites demand exceeding supply. Limited choice, rising rents and “sustained growth in occupier demand” are symptoms of this.
- 8.33 The market is segmented and prospective sites are not without their problems or delays or they focus on a niche. Hence, like a strong business with a cashflow problem, this means that the sum of supply does not necessarily satisfy demand when and where required. The retention of Little Park Farm as an allocation would add flexibility and help the supply side of the equation.
- 8.34 The LSH study detects a downward trend in the supply of available space on the market – down a third compared to the 5 year average to “a very low level of standing stock”. Our research shows the change has accelerated to minus 41% compared to the average.
- 8.35 Site assessments indicate the Segensworth estates “will continue to thrive”. Little Park Farm can also address the inability of the local estates to expand.
- 8.36 Conclusions by LSH include: “all potential employment sites should be retained in the emerging Local Plan”; the need to balance homes and jobs, even to the extent that “one could advocate that certain identified housing sites should be re assessed and utilised for B class development instead (or in tandem as mixed use schemes)”.
- 8.37 Furthermore, it is “far preferable to have a surplus of employment land in the Local Plan” not least for choice and because the nature of the market (especially for industrial and logistics space) means that supply is met by demand.
- 8.38 Site specific factors include:

- Welborne – likely shortfall of circa 700 jobs during the Local Plan period. Little Park Farm can deliver sooner.
- Faraday (Daedalus) – in reality Policy E2 includes non B-class space and “niche” space. HCC monitoring suggests it is already “Part Complete” meaning there is less than stated for the future pipeline. The evidence suggests a protracted rate of delivery up to 2036.
- Swordfish (Daedalus) – the Local Plan uses two figures differing by 700 sq m. Like Faraday, the space includes non B-class and “niche” uses; it also has a long term timescale.
- Solent 2 (Policy E4) – the estimated floorspace yield of 23,500 sq m of offices is historic (2008); FDL says from close knowledge of the site that this is potentially overstated by 10,330 sq m due to challenging constraints; it has not been delivered in many years and its prospects are in doubt. The plan expresses a preference for B1a use, so it is in a separate market compared to Little Park Farm (B2/B8).

8.39 The uncertainties associated with these sites are not apparent from Table 6.3, upon which the proposed Local Plan relies. Meanwhile, the development prospects of Little Park Farm are increasingly certain.

8.40 We have studied the LSH report at length. Nothing gainsays the suitability of Little Park Farm for development as intended by the existing allocation, even though the access is signalled as needing improvement. Although the council has suggested the site should be deallocated, this is not a recommendation to be found in the “Business Needs, Site Assessments and Employment Land Study”.

8.41 Our Executive Summary lists numerous benefits arising from the continued allocation of Little Park Farm, including an estimated 150 to 270 ongoing, operational jobs.

8.42 We conclude that Little Park Farm should not be de-allocated in Fareham’s proposed Local Plan and steps should be taken to proactively support the work being done on access improvements and the site’s development.

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December 2020

**ENQUIRY Origins**

**PROJECT:**

**Little Park Farm Road, Segensworth West Nr Fareham**

**LAST REPORT:**

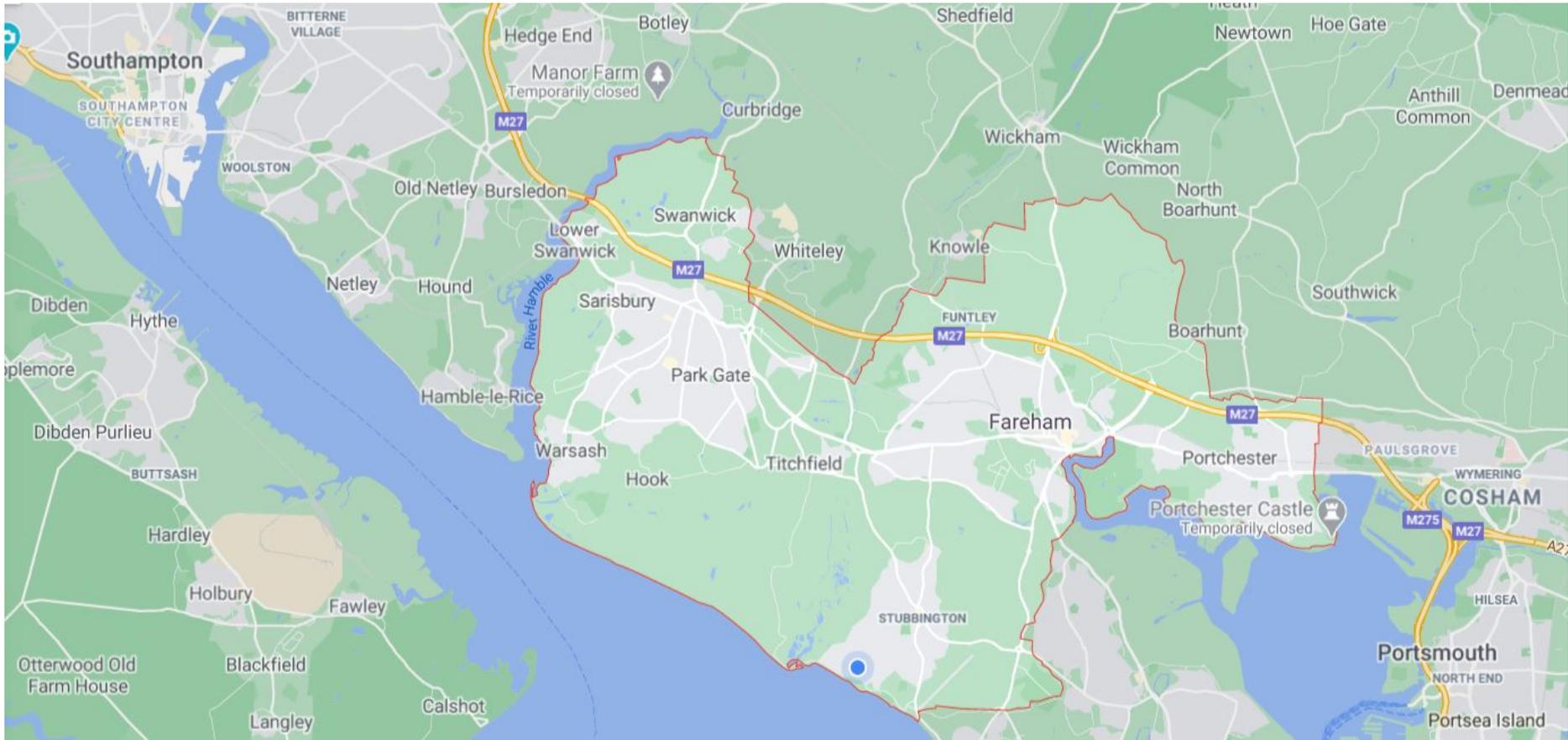
**DATE:**

**17<sup>th</sup> February 2021**

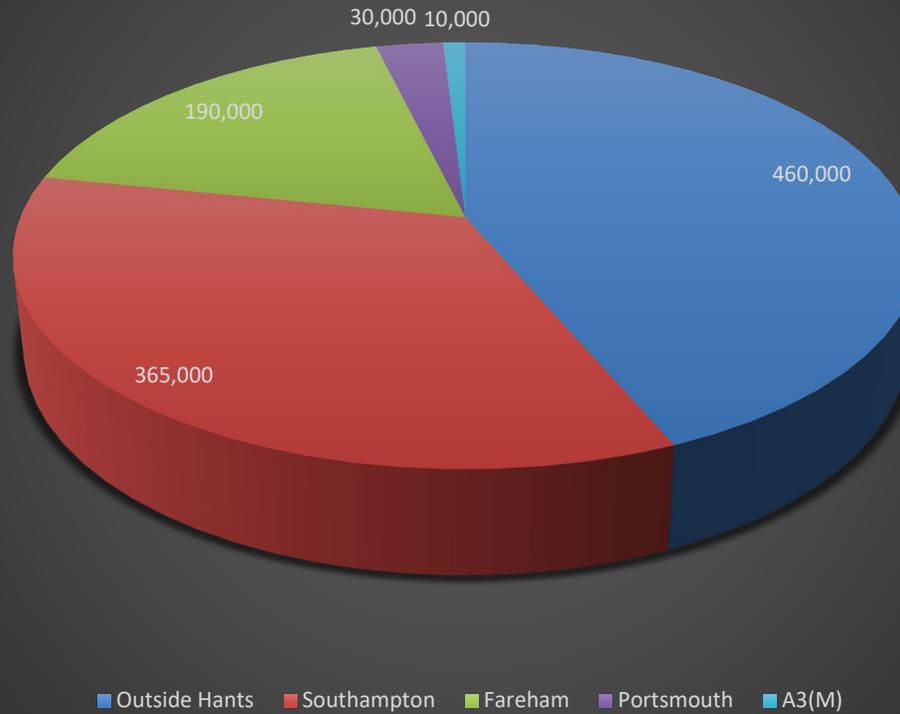


**Primmer Olds B&AS**

– Chartered Surveyors –



## Enquiry Origins



DATE	APPLICANT	SIZE (SQFT)	TENURE	SEARCH AREA	USE	COMMENTS
	<b>Total</b>	<b>1,055,000</b>				
	<b>Inside Fareham Borough</b>	<b>190,000 Total + 10 acres  18%</b>				<b>Serious Interest Suitable for Seg North West</b>
Nov 20	Light manufacturer and distribution	15-20 000	LH	Fareham – Eastleigh	LH	Actively seeking to relocate and expand since being acquired - Events industry

Feb 20	Light manufacturer	6-8000	LH	Fareham	B1	Agreed terms on 8,800 sqft at Logistics City, Whiteley
April 2020	Logistics	20 000	FH	Fareham	VW	Segensworth occupier who has since purchased existing leased building.
Sept 2	Engineering	10-20 000	LH/FH	Fareham	B1	Preference for FH
Oct 20	Light manufacturer	20-30 000	LH	Fareham-Portsmouth	B1/8	Boat manufacturer Agreed terms in Cosham.
Oct 20	client of Vail Williams – light manufacturer	25-40 000	FH	Fareham-Southampton	B1/8	Agreed terms to purchase 35 000 sqft Eastleigh
Nov 20	Showroom & training	10 000	LH	Fareham	B1	Actively searching
Feb 2021	Client of Vail Williams Light manufacturer	35-40 000 sqft	LH	Fareham	B1/8	Require high power supply min 1000KVA
21.2.20	R&D	25 000	LH	Portsmouth	VW	Fareham occupier seeking Existing warehouse
April 2020	Distribution	15,000 -40,000 2 acres	FH	Fareham/Segensworth	B8	Seek freehold property , considering land purchase and self build
March 20	Waste Transfer	3-5 acres	FH	Fareham	B2	Seeking Waste Disposal site – slow moving
November 20	Light Manufacturer	3 acres( 50ksf)	FH	Fareham	B1	Located in Segensworth

November 20	General Manufacturer	15,000 sq.ft	LH / FH	Segensworth, east to Havant west to Hamble	B2	Preference to remain in FBC , but limited options with high power supply.
June 20	Modular House builder	50- 125, 000 sqft	LH	M27	B2	requires unrestricted access
20.10.20	Engineering	2 acres	FH	M27	B1	Seeks to build 15000 sf and have 1 acre yard
Jan 20	Logistics	TBC	LH	Segensworth	B8	Segensworth occupier
	<b><i>Outside Hampshire</i></b>	<b>460,000 Total +30 acres  43.6%</b>				
Oct 20	Clients of LSH Accident repair	10-20 000	LH	M27	B2	New center for South Coast
Nov 20	Manufacturer	15 000	LH	Portsmouth to Fareham	B1/2	Overseas company looking to establish a coffee making plant – required high power and gas supply
May 20	Clients of CBRE National Storage & Distribution	50-100ksf	LH	Fareham	B8	Took lease in Segensworth and have further requirements in the area.
Oct 20	Hot Tub supplier	4000-5000	FH	Fareham to Havant	B8	Actively searching for freehold
Jan 21	Knight Frank for Home Delivery client	30-50 000	LH	Fareham	B8	Acting for national retailer seeking warehouse & distribution
2019	EV Forecourt	1 acre	FH	M27	Suis Generis	Interested but access an issue Meeting and proposals for an EV charge station –

						but ideally needs access directly off junction.
Jan 2020	Storage & distribution	50-100,000	LH	Southampton and surrounds	B8	They are distributors of mineral salts, who are currently based in a 35,000 sq ft unit in Guildford. In brief, they are contemplating moving closer to the ports (due to the amount of imports they have) and are considering 50-100,000 sq.ft premises. Followed up. Advised considering options but that requirement is likely to be for 50,000 sq.ft. Currently bidding on new contracts so this may increase.. Current focus is on supply chain, and requirement on hold due to Covid-19. One to monitor.
Feb 2020	Clients of CBRE Storage & Distribution	35,000-50,000	LH/FH	Southampton	IAS	Active seeking existing building Obo retained client looking for 35,000 - 50,000 sq ft industrial/warehouse unit in Southampton and surrounding area. Will consider LH and FH. Strong preference for city centre location; minimum 6m eaves; level access/canopied loading; low office content.
Oct 20	Storage & Distribution	30-40 000	LH	Portsmouth to Fareham	B8	Importer
Feb 21	Storage & distribution	30 000	LH	M27	B8	Actively searching
Sept 20	<i>Healthcare Logistics</i>	20 000	LH	M27	B8	Active requirement to open new distribution hub

Jan 21	National Logistics company	20-30 000	LH	Hedge End to Fareham	B8	On going search
November 20	Restorations Company	1 acre Open Storage	FH	M27/M3 corridor	POBAS	Surfaced and secure to create open self-storage yard. 1 acre. Road frontage ideally. Containerised storage site.
September .20	Hampshire CC Inward investment enquiry	15-20 acres	FH		VW	We're aware of an Indian fibre optics company looking at 15-20 acres of land or 150,000 sq ft of property near the key ports in the UK - Brochures sent and also listed on HCC web site.
September 20	Hampshire CC Inward investment enquiry	4 acres	FH	South Hants	VW	<p>We have a requirement for a carpet factory and showroom spilt over two sites both working on a timescale of approx. 6 months. Looking at south Hampshire as a key requirement is being close to a Port.</p> <p>Factory – 30,000 sq ft with 1,000 sq ft of office.  Showroom and Warehouse – 50,000 sq ft showroom, 20,000 sq ft warehouse on a site of approx. 4 acres for 500 car parking space.</p>
January 2020	Leisure operator	4.3 acres	FH	M27	D2	Owner occupation – self-build <b>Offer registered</b>
	<b>Portsmouth Based</b>	<b>30 000 sqft</b> <b>2.84%</b>				
November 20	Manufacturer	11 acres	FH	M27	B1/2/8	Self-Build and speculative development

April 20	Vehicle Parking	2-10 acres	LH/FH	Portsmouth	B8	Open storage for HGV parking
March 20	Logisitcs	30 000	FH	Portsmouth	B8	Portsmouth based company
February 2021	Manufacturer	10 acres	FH	M27	B8	Fencing
	<b>Southampton Based</b>	<b>365,000 Total +11 acres  34.6%</b>				
Feb 21	Timber merchant	55 000 / 3 acres	FH	M27	B2/8	Requested Turnkey solution
Nov 20	Tyre recycling	20 000	LH	M27/M3	B2/8	Rubber recycling company who manufacture products for the equestrian and football industry
Jan 20	Modular building manufacturer	20,000	LH	M27 Corridor	VW	-Expansion plan, details sent.
August 18	Commercial vehicle service and repair	30,000 on 2 acre	LH	J9	B2	Commercial Vehicle dealer. Will take 15 year lease +. B2 use. Timing flexible.
Nov 2019	Car PDi and storage	3 acres	FH	M27	B8	. Serious interest for car pdi and storage
April 2020	Manufacturer	40,000 – 80,000 3-4 acres	FH	Southampton and surrounds	VW	Continue to seek a building to purchase - Based in Southampton looking to purchase within next 2 years – discussed LPFM and interested in 3 acres,

Jan 21	Haulage	20-25 000	LH	Southampton + 10miles	B8	Active requirement
Feb 20	Storage & distribution	30-40 000	LH	Hedge End to Fareham	B8	Agreed terms at 32 000 sqft unit at Sopwith Park, Segensworth
Feb21	Storage	15 000	LH	M27	B8	Active search
Feb 21	Light manufacturing	20-40 000	FH	Southampton to Fareham	B1	Actively searching freehold oppotunities
March 21	Trade Counter & distribution	13-20 000	LH	M27	B8	Active requirement
February 2021	Open Storage	0.5-1 acre With unit up to circa 9,000 sq.ft	FH / LH	M27	B8	Scaffolding storage
Feb 2020	Logistics	30,000	LH	Fareham and Surrounds	VW	Current requirement for 30,000 sq.ft. for storage and packing fulfilment centre
Feb 2020	Car Pdi & storage	10 - 15,000 sq.ft	LH	Southampton and surrounds.	B8	Seeking warehouse and car storage
Jan 2018	Car PDi and storage	5 acres	FH	M27	NW	Warehouse and car parking
2019	Open Storage	2 acres	FH	M27	VW	Scaffolding use
Feb 2020	Food manufacturer	20,000	LH	15 mile radius of junction 9.	VW	Oct Reviewing options post C-19 <ul style="list-style-type: none"> <li>•Multi temperature unit</li> <li>•Loading dock to move refrigerators</li> <li>•24 hour access for deliveries</li> <li>•Enough room for refrigerator trucks to move</li> </ul>

July 20	Demolition company	4-11 acres	FH	M27	B8	D&B being considered.
February 2021	Owner Occupier	circa 1 acre	FH	Southampton Docks + 15 miles	B8	Transport Yard
January 2021	Ground works	1 acre	FH	M27	B8	1 acre surfaces and secure yard with 5,000 unit on. FH.
November 20	Light manufacturer	10-15,000sq.ft warehouse + circa 3-5,000 sq.ft office	FH ideally would consider LH		POBAS	Based in Southampton currently n two buildings. Looing to combine. Ideal location between Southampton & Gosport.
	<b>A3(M) Based</b>	<b>10,000 Total</b> <b>0.95%</b>				
23rd November	Car storage	2 acres with 7,500 workshop and office	FH	M27/M3 corridor	B8	
Nov 19	Industrial Engineering	10 000	FH/LH	20 miles from Havant	VW	lease expiry end 2021 Looking for unit 20 miles of Havant. Would prefer freehold but would consider leasehold

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

## Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Frontier Estates (FAR) Limited

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

Miss

First Name:

Laura

Last Name:

Grimason

Job Title: (where relevant)

Associate Director

Organisation: (where relevant)

Gillings Planning

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Please see accompanying letter for full response.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Please see accompanying letter for full response.

B4c Your suggested revised wording of any policy or text:

Please see accompanying letter for full response.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

To have the opportunity to take part in the discussion on policy HA31 at the Examination.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

30<sup>th</sup> July 2021

REF: FRON1065

The Consultation Team,  
Fareham Borough Council,  
Civic Offices,  
Civic Way,  
Fareham,  
PO16 7AZ

Sent by email: [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk)

Dear Sir / Madam,

**RE: Representation on the Regulation 19 Consultation on the Revised Publication Version of the Local Plan – Site HA31: Hammond Industrial Estate, Stubbington.**

I act on behalf of Frontier Estates (FAR) Limited who have an ongoing interest in the above site and write in response to the current Regulation 19 consultation on the Fareham Local Plan 2037. I trust that these representations, duly made within the determined timescales, will be formally accepted and considered alongside the submitted questionnaire.

**Background to the site**

By way of background, a pre-application enquiry for the redevelopment of the site to provide a care home was submitted to FBC on the 16<sup>th</sup> October 2019 under reference Q/023319. Meetings to discuss this pre-app were held on the 21<sup>st</sup> November 2019 and the 17<sup>th</sup> March 2020. These meetings confirmed that the principle of development would be acceptable.

A call for sites form promoting the site for provision of a care home was submitted to FBC in April 2020. Additional information further to the evolution of the scheme following pre-application discussions was submitted in October 2020. This update suggested the number of bedrooms increase to 68 from 64.

Public consultation was undertaken in November 2020 and included leaflet distribution to 252 local residents; a dedicated project website; and a Survey Monkey Survey for comments to be provided.

A planning application was submitted to FBC on the 18<sup>th</sup> December 2020 for the following proposed development:

*‘Demolition of existing buildings and erection of a care home (within Class C2). Proposal includes provision of a substation, parking, access, landscaping and other associated works’.*

For clarity, the planning application seeks permission for a 68-bed care home set across 2.5 storeys.

This application is currently pending consideration under ref. P20/1597/FP.

We previously submitted representations on the Publication Local Plan on the 18<sup>th</sup> December 2020 as part of the consultation exercise undertaken by FBC from the 6<sup>th</sup> November to the 18<sup>th</sup> December 2020.

**Comments on proposed policy HA31: Hammond Industrial Estate**

On behalf of Frontier Estates (FAR) Limited, I write to support proposed site allocation HA31: Hammond Industrial Estate. It is our view that this policy is:

- Legally compliant.
- Meets the tests of soundness being:
  - Positively prepared.
  - Justified.
  - Effective.
  - Consistent with national policy.
- Complies with the duty to cooperate.

We're pleased that our comments on the detail of this policy have been considered and reflected in the Revised Publication Local Plan to ensure that the policy reflects the details of the planning application submission. Thank you for this.

We do however, note that the site area has not been updated to reflect the amended red line and respectfully request that this is amended to 0.4ha to ensure it is consistent with the red line in the updated policy HA31.

### Conclusion

I trust that this submission is useful in confirming my clients overall support for policy HA31 for the provision of a C2 care home and respectfully request that the minor amendment referred to above is accounted for moving forwards.

We look forward to engaging further in the process and would be grateful if you could keep us updated with regards to the emerging Fareham Local Plan 2037, and its timetable for preparation. In the meantime, please do not hesitate to contact me to discuss further.

Yours Faithfully



## White, Lauren

---

**From:** Mandy Frost [REDACTED]  
**Sent:** 17 July 2021 13:39  
**To:** Consultation  
**Subject:** Planning consultation.

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Hi planning permission for the green belt land between Longfield avenue and studdington I am afraid all residents are upset about the plans as it is a very bad situation and ideal and the increasing traffic and noise as well as it will disturb all of the wildlife home not that developers care about that or people's views and opinions and life's it is a green gap which was promised not to be built on and all those houses will bring to many people living in fareham which is only a town more crime many people like living in a smaller town in safely and property prices will probably be affected too a lot of people have moved here from London and other cities to avoid big housing states so why should they want or just have to put up with it because of a over crowding in this country its all about money and greed the council can put a stop to it if they don't think about the money they will make that's what most people will think it's not progress I understand that people have to live somewhere but it's to much of each other in a smaller town and how much garden space will they put for residents and dog walkers not much a bet or a doctors surgery or pub for everyone only other school that just bring more parking misery to all the local residents of Longfield avenue who are already under pressure with to many cars and people that are not residents parking where they should not be allowed to as it will take residents of Longfield avenue spaces away so take some responsibility before climate change takes away our Country for ever but I know that money and not people lifestyle will not matter but it should do so i am afraid that's being very honest its said from the heart if it goes a head it will be shame on all of you  
mandy

Sent from my Huawei phone

FAREHAM BOROUGH COUNCIL  
Received

28 JUL 2021

DEVELOPMENT  
MANAGEMENT

Head of Planning Strategy &  
Economic Development.  
Contact: Gayle Wooton

Regulation 19 Local plan Consultation (18<sup>th</sup> June 30<sup>th</sup> July 2021)

With reference to the Fareham Today Publication I wish to make the following comments.

Land to the North - West of Portchester.

I have already submitted objections to this proposed development and re-iterate the impact that up to 900 houses being built on farm land will have on the area and existing residences with an extra 3000 people and cars. Roads, lack of medical facilities schools etc. The claim that Current traffic levels and waiting times would actually reduce is nonsense and laughable!

Henry Cort Drive

The land being considered for development is a unique park land with wildlife and mature oak trees. It contains a child's playground and a well supported hall facility. It is unique to have this in an area of Fareham that has major social problems comparable to areas in London, Merseyside and Glasgow. Why are these problems there because of inconsiderate past planning approvals! To even consider destroying these facilities to build a further 90 houses adding to the areas social problems and on a school drive is again un-believable and questions the ability of the people making such proposals.

Delme Rotary

The ongoing review of the rotary appears to miss the reason for the problems. The A32 cannot handle the traffic that uses it at certain times of the day this traffic backs up blocking entry and exits on the rotary causing long delays on the A27. Regardless of any improvement to the rotary the problem is the A32.

Your sincerely



Mr D.J.Fudge

## White, Lauren

---

**From:** Consultation  
**Sent:** 28 July 2021 17:20  
**To:** Planning Policy  
**Subject:** Funtley Village Society response

---

**From:** Ed Morell <[REDACTED]>  
**Sent:** 27 July 2021 22:53  
**To:** Consultation <[Consultation@fareham.gov.uk](mailto:Consultation@fareham.gov.uk)>  
**Cc:** Funtley Village Socie [REDACTED]  
**Subject:** Revised response to the Fareham Local Plan from the Funtley Village Society - please ignore previous email which was sent in error at 22.34

Dear Sir or Madam,

As members of the Society we don't wish to revisit this in great detail as essentially all our priorities, objections and concerns expressed over numerous consultations remain unchanged. We understand that the goal posts and figures keep changing but the basics remain the same.

We support many of the comments raised by residents across the Northern and Eastern Wards of Fareham Borough in particular. The key issues are listed below. As indicated above this response does not incorporate the level of detail previously supplied as most of the challenges remain unchanged, the comments and objections from previous consultations stand.

### 1) Infrastructure delivery

We wish to carry forward all previous objections on the infrastructure delivery objections and concerns on roads, health provision, education, services, impact on significantly impacted communities etc.

In summary this is still clearly an immature plan with a lack of joined up approach.

### 2) Strategic Policies - Strategic Site at Welborne

Ongoing concerns that most of the development is concentrated in the Northern and Eastern Wards. It should be spread more evenly throughout the Borough.

The original justification for such a large development at Welborne was the need for affordable housing. However, these figures have been substantially reduced. So it calls into question the whole premise of building Welborne in the first place. The scale of the development is not borne out by the housing projected figures.

We understand that this is the final stage before the Plan is submitted to a government appointed Planning Inspector. However no other housing options were ever properly and thoroughly explored as an alternative to Welborne and the land to the north of Funtley was offered up by Fareham Borough Council as the only option and presented as a 'fait accompli'. The leadership of the council at the time stated that if Welborne was built, then Fareham's housing needs would be met and there be no need for further development in the rest of the Borough. We now know this to be a complete fallacy.

### 3) Implementation, Monitoring, Engagement with significantly impacted Communities and review mechanisms

Existing mechanisms are poor. It is well documented that S106 and CIL Developer funding often disappears into a black hole. It is rarely spent in the directly impacted areas and is often siphoned off into pet projects elsewhere. So there is a clear need for far more transparency and accountability from the receivers of these mouth watering sums our Council / County Council.

There is also an urgent need for our council in particular to actively engage with the significantly impacted local communities. Particularly those without a parish council to ensure local views are captured and respected. Rather than purely council driven agendas. Regular reviews with projected funding and deadlines are also required to ensure the objectives are met.

#### 4) In conclusion

No one denies there is a need for more housing. However, it is the sheer scale of development in the Northern and Eastern Wards of Fare Borough that is the issue. There will be very few green spaces left and the impact on the environment is huge and unsustainable.

The Government may need more housing, however, there needs to be a more coherent national policy to move skills north of the country to ensure there is less of a divide. Tarmacking continuously over huge swathes in certain concentrated areas of the South East with identikit houses is not a viable long term plan. Short term developer investment for Councils isn't long term gain, nor can it provide quality life enhancement.

We do not believe that the revised Local Plan is not sound and does not comply with the duty to co-operate.

Yours sincerely,

Edward Morell  
Chair  
For and on behalf of the Funtley Village Society



## White, Lauren

---

**From:** Edward Gain [REDACTED]  
**Sent:** 01 July 2021 21:32  
**To:** Consultation  
**Subject:** Response to Revised Publication Plan / Local Plan Consultation

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Thanks for the info posted through our door. We're generally in favour of building more homes as our population continues to grow so that our children and their descendants have the opportunity to enjoy their own homes like our generation and generations before us have. We hope the consultation process is efficient so we can get to a path for house building ASAP.

We would also encourage considering more modern and sustainable approaches to construction such as pre-fabricated homes - constructing bespoke bricks and mortar properties in the 21st century just doesn't make sense from an economical or sustainability perspective. Please don't let archaic planning permission around aesthetics take priority over facing the existential crisis of climate change.

One question I do have: what provision is there for homes for our ageing population? Or is this for developers to determine? One observation I have of Fareham is that there are a lot of retired couples living in 4-bed detached homes near popular schools - better utilisation of our existing housing stock may reduce pressure to build so many homes (I appreciate the numbers are mandated to you by Govt.) - does the council have a say on allocating sites aimed at the senior generation or is this for the developer to decide upon?

Best of luck and thanks for all your work

Edward Gain

Sent from my iPad

## White, Lauren

---

**From:** Edward Gain <[REDACTED]>  
**Sent:** 06 July 2021 21:04  
**To:** Trott, Katherine  
**Subject:** Re: Fareham Local Plan

Thanks, Katherine, given the current pandemic I don't wish to physically attend any hearing sessions but thanks for the offer. All the best.

Sent from my iPad

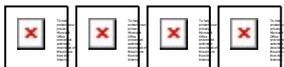
On 6 Jul 2021, at 09:23, Trott, Katherine <KaTrott@fareham.gov.uk> wrote:

Dear Mr Gain

Further to our email regarding your comments on the Revised Publication Local Plan, The Planning Strategy team will include your comments as part of the submission to the independent Planning Inspector who will examine whether the plan is sound. This examination process is "in public", you can attend the hearing sessions and put your points directly to the Inspector. This is your opportunity to tell us you want to do this. The Inspector will want to know why you are making the comment and whether you wish to see the plan changed in any way. By return of email please let us know whether you consider it necessary to participate in the examination process and why.

Kind regards

Katherine Trott  
Engagement Officer  
Fareham Borough Council  
01329824580



This email (and its attachments) is intended only for the use of the person(s) to whom it is addressed and may contain information which is privileged and/or confidential. If it has come to you in error, you must take no action based on it nor must you copy or show it to anyone.

This email is confidential but may have to be disclosed under the Freedom of Information Act 2000, the Data Protection Act 2018 or the Environmental Information Regulations 2004. If you are not the person or organisation it was meant for, apologies. Please ignore it, delete it and notify us. Emails may be monitored.

## White, Lauren

---

**From:** DAVID GAMBLE <[REDACTED]>  
**Sent:** 27 July 2021 14:16  
**To:** Consultation  
**Subject:** Fareham Local Plan

Sir

I am writing to object to the proposed plan (HA52) for the development of land west of Dore Avenue, Portchester.

Some years ago this land was purchased by Fareham Borough Council (FBC). At the time we were told this was to prevent developers from building on the land. We were told that the land would be held in perpetuity as open land for the community.

The reason for the purchase and initial intended use of this land is currently the subject of a Freedom of Information request, addressed to the Council. I have asked for these results to be forwarded to your team for inclusion in the review.

Currently this land provides a wild meadow environment with the grasses allowed to grow and seed providing habitation and cover for many species of flora and fauna, some possibly endangered (slow worms?) Also on site are a number of established trees.

HA52 proposal appears to contradict your own Natural Environment policy, in particular NE2 and NE10. This development would destroy a significant area of meadow and would not increase the biodiversity of the area. A positive alternative to the proposed development would be to keep the land as wild meadow and encourage biodiversity on the land, by scattering wild flower seeds similar to that adopted at the end of Linden Lee.

This open space is not surplus to requirements. It is used by locals, crematorium visitors and by dog walkers.

Dore Avenue is a busy road, often used as a "Rat run", with traffic sometimes exceeding the speed limit and having to negotiate parked cars on both sides of the road. On busy days at the crematorium, visitors often park in Dore Avenue, making the problem worse for all. The addition of HA52 houses with their associated cars and the provision of an access road would further exacerbate the traffic problem.

Children attending Red Barn School already have to contend with the existing traffic levels and speeds. This proposed development would exacerbate this problem.

David Gamble

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr

First Name:

ANDREW

Last Name:

GARDNER

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- |   |           |
|---|-----------|
| <input type="checkbox"/> A paragraph                              | Go to B1a |
| <input type="checkbox"/> A policy                                 | Go to B1b |
| <input type="checkbox"/> The policies map                         | Go to B1c |
| <input checked="" type="checkbox"/> A new housing allocation site | Go to B1d |
| <input type="checkbox"/> The evidence base                        | Go to B1e |

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

- |                                      | Yes                      | No                                  |
|--------------------------------------|--------------------------|-------------------------------------|
| Legally compliant                    | <input type="checkbox"/> | <input type="checkbox"/>            |
| Sound                                | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Complies with the duty to co-operate | <input type="checkbox"/> | <input type="checkbox"/>            |

B3 Please provide details you have to support your answers above

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

- Yes, I want to take part in a hearing session  
 No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

at the CATS meeting on:- 26/7/21 I spoke to the Chief planning Officer about a park at the top of New estate the officer thought this a good idea and I would like to attend to explain it further see attached Sheet!

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

Mr A Gardner - [REDACTED]

HASS

Too many houses - density planned 1250 homes  
The large number of houses will cause greater congestion on Longfield Avenue.

The increase in traffic will mean that local roads will be unable to cope, already very <sup>busy</sup> at rush hour. There would also be a large increase in the noise from the increase in traffic and ~~also~~ an <sup>increase</sup> ~~increase~~ in air pollution.

The need for trees and bushes along Longfield Avenue to remain to break up the new estate from the estates north of Longfield Avenue  
This also provides privacy

The need to have a small park like at Portchester behind the trees along Longfield Avenue to Bishopfield Road from the community centre planned available to both estates north and south of Longfield Avenue with pathway for access.

The planned primary school - how would children be accommodated at junior/senior school?  
Is there sufficient capacity at local schools

Dear Gayle Wootton,

Local Plan Consultation

Thankyou for your letter dated 2/8/21.

We wish to attend the planning inspector's examination meeting to express our concerns on the soundness of the plan for the development of the site south of Longfield Avenue (HASS); and believe that our comments will seriously improve this soundness.

11. A significant reduction of houses in this plan would have to be made. Even if all the houses on this planned estate had one car each there would be a substantial increase in the congestion at the two outlets from this estate at Peak Lane and Longfield Avenue. This would cause greater congestion on Longfield Avenue particularly at rush hour, which is already bad, and a greater increase in air pollution and noise.

21. The need for a small park behind the trees south of Longfield Avenue at the top of this planned site, and the preserving of the trees and hedges along the south side of Longfield Avenue. This would break up the two estates and would require the park to be available to all in the estates of both north and south of Longfield Avenue. The evidence for this change in the plan is the already working park that is beside the community centre at Portchester.

The points at 11. would require a change to the plan. The points made at 21. would require a change / amendment to the plan. These points are why we wish to speak at the inspector's hearing.

Yours sincerely,

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

MRS

First Name:

JANE

Last Name:

GARDNER

Job Title: (where relevant)

Organisation: (where relevant)

MOD

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

- |                                      | Yes                      | No                                  |
|--------------------------------------|--------------------------|-------------------------------------|
| Legally compliant                    | <input type="checkbox"/> | <input type="checkbox"/>            |
| Sound                                | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Complies with the duty to co-operate | <input type="checkbox"/> | <input type="checkbox"/>            |

B3 Please provide details you have to support your answers above

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

*To accompany my husband, ~~due to him being~~*

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

Jane Gardner - [REDACTED]

HASS

Too many houses - density planned 1250 homes.  
The large number of houses will cause greater congestion on Longfield Avenue.

The increase in traffic will mean that local roads will be unable to cope, already very busy at rush hour. There would also be a large increase in the noise from the increase in traffic, and <sup>an</sup> increase in air pollution.

The need for trees and bushes along Longfield Avenue to remain to break up the new estate from the estate north of Longfield Avenue.  
This also provides privacy.

The need to have a small park, like at Portchester, behind the trees along Longfield Avenue to Bishopfield Road from the community centre planned.

The planned primary school - how would children be accommodated at junior / senior school?  
Is there sufficient capacity at local schools?

**Respondent details:**

Title:	Mr
First Name:	Mark
Last Name:	Gibbard
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

I have insufficient professional knowledge to determine if the proposed use of land to the West of Down End road is legally compliant or complies with the duty to co-operate, so i have assumed it isn't. My basis for this is that something cannot be legally compliant if the action will result in more people being injured or killed, as this surely will. I also think it is unfair to expect the average resident to comment on such matters and this may put people off from making any comment at all. My comments as to how sound the proposal is are based on 20 years living on the Causeway and using Down End road as a pedestrian, cyclist and car driver and the additional risks to each of these road users from additional housing and the resulting traffic volume.

### **What modification(s) is necessary to make the Revised Pub...**

The proposal to use land West of Down End road, seems to assume that the land East of Down End road (Winnham Farm) will also be developed for housing. During the appeal process for the later we heard a lot about making the Down End road railway bridge safe, primarily for pedestrians, and the total disregard for peoples safety by the developers and local authority highways planners, in offering "solutions" that were cheap and ineffective. The addition of 550 houses on the land West of Down End road effectively triples these risks. There was talk of virtual pathways over the bridge, then an actual pathway but this would make the bridge too narrow requiring priority traffic signs, which will only cause vehicles to speed to beat an oncoming vehicle across the bridge and actually make it less safe. The next step would be traffic lights to control vehicles crossing the bridge, but imagine the chaos on the many busy days with vehicles backing up waiting for the lights and the effect on people getting in/out of the Thicket and the Causeway. I say this truthfully, there have been times when i have parked my cay in the layby opposite Winnham Farm and walked home to the Causeway because the traffic queue on Down End road to the A27 has moved so slowly. It was sadly ironic that on the day the new Fareham Today local plan special came through the door that there was an accident with a car coming South over the railway bridge and hitting a brick wall opposite the Thicket with 3 fire appliances in attendance having to cut free the occupant, this accident itself almost a year since a young lady lost her life in a car accident on the railway bridge. These events are very real ALREADY and with additional traffic use of Down End road from these housing proposals more people WILL get hurt or die, and in ignoring this the decision makers are directly responsible for that. The disregard for peoples safety is evidenced by the lack of any detail in the local plan about how the railway bridge crossing will be made safe nor anything detailing how additional roads and junction improvements will look like so we can see if it could actually work. No-one living in the area believes that the A27 / Down End road junction could be improved with any practical measures to deal with the additional traffic and ease the traffic queues that ALREADY regularly back-up beyond the railway bridge from the traffic lights at the A27. How does the proposed service road from the land West of Down End road connecting to the link road between Fareham and the M27 J11 look like? Let us see this detail because without it no-one will believe any traffic model that tries to tell us some sections of road should see reduced traffic. So the proposed use of land West of Down End road needs to be removed from the local plan to make it legally compliant and sound, because only then will the risk to the safety of people not be made worse.

### **How would the modification(s) you propose make the Revise...**

Traffic volumes will not increase and the risk to the safety of people using Down End road and the railway bridge will not be made worse.

### **Your suggested revised wording of any policy or text:**

Removal of the use of land West of Down End road.

### **If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

### **Please outline in the box below why you consider it neces...**

To understand better the proposals and get my point of view heard and represent my neighbours who share my concerns.

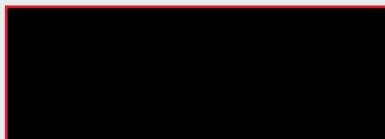
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Fareham Borough Council  
Local Plan 2037

**Revised Regulation 19 Consultation**

July 2021



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## CONTENTS

<b>1</b>	<b>Introduction .....</b>	<b>2</b>
1.1	Context.....	2
1.2	Plan Making.....	2
<b>2</b>	<b>Legal Compliance.....</b>	<b>4</b>
2.1	Duty to Cooperate .....	4
2.2	Sustainability Appraisal .....	6
<b>3</b>	<b>National Planning Guidance.....</b>	<b>7</b>
3.1	National Planning Policy Framework.....	7
3.2	Planning Practice Guidance .....	9
3.3	National Planning Policy Consultations .....	10
<b>4</b>	<b>Revised Regulation 19 consultation .....</b>	<b>12</b>
4.1	Vision and Objectives .....	12
4.2	Strategic Policy DS1: Development in the Countryside .....	12
4.3	Strategic Policy DS2: Development in Strategic Gaps .....	13
4.4	Strategic Policy H1: Housing Provision .....	14
4.5	Policy HP1: New Residential Development.....	16
4.6	Policy HP2: New Small-Scale Development Outside the Urban Areas .....	16
4.7	Policy HP4: Five Year Housing Land Supply .....	17
4.8	Policy HP7: Adaptable and Accessible Dwellings .....	18
4.9	Policy HP9: Self and Custom Build Homes .....	20
4.10	Policy D5: Internal Space Standards .....	20
<b>5</b>	<b>Conclusions .....</b>	<b>22</b>
5.1	Summary.....	22

# 1 INTRODUCTION

## 1.1 Context

1.1.1 Gladman welcome the opportunity to comment on the Fareham Borough Council Local Plan Regulation 19 consultation and request to be updated on future consultations and the progress of the Local Plan.

1.1.2 Gladman Developments Ltd specialise in the promotion of strategic land for residential development and associated community infrastructure and have considerable experience in contributing to the development plan preparation process having made representations on numerous planning documents throughout the UK alongside participating in many Examinations in Public.

1.1.3 The Council will need to carefully consider its policy choice and ensure that the proposed approach positively responds to the revised National Planning Policy Framework (2019). There will also be a need to take consideration of changing circumstances associated with national planning policy and guidance over the course of the plan preparation period, including the Government's emerging proposals for the planning system, as set out in the Ministry for Housing, Communities and Local Government (MHCLG) consultations on "Changes to the Current Planning System, August 2020", "Planning for the Future, August 2020" and "National Planning Policy Framework and National Model Design Code: consultation proposals".

## 1.2 Plan Making

1.2.1 The National Planning Policy Framework sets out four tests that must be met for Local Plans to be considered sound. In this regard, we submit that in order to prepare a sound plan it is fundamental that it is:

- **Positively Prepared** – The Plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.
- **Justified** – the plan should be an appropriate strategy, when considered against the reasonable alternatives, based on a proportionate evidence base.

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- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
  - **Consistent with National Policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

## 2 LEGAL COMPLIANCE

### 2.1 Duty to Cooperate

- 2.1.1 The Duty to Cooperate is a legal requirement established through Section 33(A) of the Planning and Compulsory Purchase Act 2004, as amended by Section 110 of the Localism Act. It requires local authorities to engage constructively, actively and on an ongoing basis with neighbouring authorities on cross-boundary strategic issues throughout the process of Plan preparation. As demonstrated through the outcome of the 2020 Sevenoaks District Council Local Plan examination and subsequent Judicial Review, if a Council fails to satisfactorily discharge its Duty to Cooperate, this cannot be rectified through modifications and an Inspector must recommend non-adoption of the Plan.
- 2.1.2 Whilst Gladman recognise that the Duty to Cooperate is a process of ongoing engagement and collaboration, as set out in the Planning Practice Guidance (PPG) it is clear that it is intended to produce effective policies on cross-boundary strategic matters. In this regard, Canterbury must be able to demonstrate that it has engaged and worked with neighbouring authorities, alongside their existing joint working arrangements, to satisfactorily address cross-boundary strategic issues, and the requirement to meet any unmet housing needs. This is not simply an issue of consultation but a question of effective cooperation.
- 2.1.3 The revised Framework (2019) introduced a number of significant changes to how local planning authorities are expected to cooperate including the preparation of Statement(s) of Common Ground (SoCG) which are required to demonstrate that a plan is based on effective cooperation and has been based on agreements made by neighbouring authorities where cross boundary strategic issues are likely to exist. Planning guidance sets out that local planning authorities should produce, maintain, and update one or more Statement(s) of Common Ground (SoCG), throughout the plan making process<sup>1</sup>. The SoCG(s) should provide a written record of the progress made by the strategic planning authorities during the process of planning for strategic cross-boundary matters and will need to demonstrate the measures local authorities have taken to ensure cross boundary matters have been considered and what actions are required to ensure issues are proactively dealt with e.g. unmet housing needs.

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<sup>1</sup> PPG Reference ID: 61-001-20180913

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- 2.1.4 The issue is particularly crucial for the Fareham Local Plan given the work currently being undertaken through the Partnership for South Hampshire (PFSH) which is seeking to identify Strategic Development Opportunity Areas to address identified unmet need across the sub-region.
- 2.1.5 The PFSH is currently working on a new SOCG between all the constituent authorities which will effectively supersede the Spatial Position Statement (June 2016). Paragraph 3.17 of the submission Local Plan confirms that bilateral conversations with neighbouring authorities have been undertaken and the Council is aware of unmet needs arising across the region due to neighbouring borough's capacity to address any unmet need. The Council acknowledges at paragraph 4.4 that there is a significant likelihood of a substantial level of unmet housing needs in the sub-region with figures released in September 2020 suggesting unmet need in the sub-region of circa 10,750 dwellings. This figure is derived from 11 councils who are all at varying stages of plan preparation.
- 2.1.6 It is noted that Portsmouth City Council (PCC) have written to the Council requesting a contribution of 1,000 dwellings to assist in meeting their unmet housing needs. Gosport Borough Council (GBC) is also likely to have an issue with unmet housing need, currently estimated to be in the region of 2,500 dwellings
- 2.1.7 In principle, Gladman support the Council's decision to increase the housing target by 900 dwellings to contribute toward the unmet housing needs issue of the wider area. However, Gladman are concerned that without a signed SOCG between constituent authorities, it is difficult to consider whether this level of housing is sufficient to meet the wider needs of the area.
- 2.1.8 Gladman recommend that a further consultation which considers the outcome of the work of the PFSH will be required so that the Local Plan can reflect the outcome of that process prior to the submission of the Local Plan to the Secretary of State for examination.
- 2.1.9 Since effective cooperation is an ongoing issue, Gladman reserve the right to provide further comments in relation to this matter once further evidence and signed statements become available.

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## 2.2 Sustainability Appraisal

- 2.2.1** In accordance with Section 19 of the 2004 Planning and Compulsory Purchase Act, policies set out in Local Plans must be subject to Sustainability Appraisal (SA). Incorporating the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004, SA is a systematic process that should be undertaken at each stage of the Plan's preparation, assessing the effects of the Local Plan's proposals on sustainable development when judged against reasonable alternatives.
- 2.2.2** Fareham Borough Council should ensure that the results of the SA process clearly justify its policy choices. In meeting the development needs of the area, it should be clear from the results of the assessment why some policy options have been progressed, and others have been rejected. Undertaking a comparative and equal assessment of each reasonable alternative, the Fareham Borough Local Plan's decision-making and scoring should be robust, justified and transparent.

## 3 NATIONAL PLANNING GUIDANCE

### 3.1 National Planning Policy Framework

3.1.1 On 24th July 2018, the Ministry of Housing, Communities and Local Government (MHCLG) published the Revised National Planning Policy Framework which was subsequently updated in February 2019 and July 2021. These publications are revisions to the initial 2012 Framework and implemented changes that were informed through the Housing White Paper, The Planning for the Right Homes in the Right Places consultation and Planning for the Future consultation.

3.1.2 The revised Framework introduced a number of major changes to national policy which provide further clarification to national planning policy as well as new measures on a range of matters. Crucially, national policy reaffirms the Government's commitment to ensuring up-to-date plans are in place which provide a positive vision for the areas which they are responsible for to address the housing, economic, social and environmental priorities to help shape future local communities for future generations. In particular, Paragraph 16 of the Framework (2021) states that Plans should:

***"a) Be prepared with the objective of contributing to the achievement of sustainable development;***

***b) Be prepared positively, in a way that is aspirational but deliverable;***

***c) Be shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;***

***d) Contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;***

***e) Be accessible through the use of digital tools to assist public involvement and policy presentation; and***

***f) Serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area (including policies in this Framework, where relevant)."***

- 3.1.3 To support the Government’s continued objective of significantly boosting the supply of homes, it is important that the Local Plan provides a sufficient amount and variety of land that can be brought forward, without delay, to meet housing needs.
- 3.1.4 In determining the minimum number of homes needed, strategic plans should be based upon a local housing needs assessment defined using the standard method, unless there are exceptional circumstances to justify an alternative approach.
- 3.1.5 Once the minimum number of homes that are required is identified, the strategic planning authority should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. In this regard, paragraph 67 sets out specific guidance that local planning authorities should take into account when identifying and meeting their housing needs. While Annex 2 of the Framework (2021) provides definitions for the terms “deliverable” and “developable.
- 3.1.6 Once a local planning authority has identified its housing needs, these needs should be met as a minimum, unless any adverse impacts would significantly and demonstrably outweigh the benefits of doing so. This includes considering the application of policies such as those relating to Green Belt and giving consideration as to whether or not these provide a strong reason for restricting the overall scale, type and distribution of development (paragraph 11b)i.). Where it is found that full delivery of housing needs cannot be achieved (owing to conflict with specific policies of the NPPF), Local Authorities are required to engage with their neighbours to ensure that identified housing needs can be met in full (see Paragraph 35 of the NPPF 2021).
- 3.1.7 The July 2021 revision to the NPPF provides greater focus on the environment, design quality and place-making alongside providing additional guidance in relation to flooding setting out a Flood Risk Vulnerability Classification at Annex 3, the importance of Tree-lined streets and amendments to Article 4 directions. Additionally, Local Plans which have not yet progressed to Regulation 19 stage should ensure that where strategic developments such as new settlements or significant extensions are required, they are set within a vision that looks ahead at least 30 years (See paragraph 22).
- 3.1.8 The amendments coincide with the publication of the National Design Guide and National Model Design Code, a toolkit which helps local communities to shape local design needs

and provide guidance for creating environmentally responsive, sustainable and distinctive places with a consistent and high-quality standard of design.

## 3.2 Planning Practice Guidance

- 3.2.1 The Planning Practice Guidance (PPG) was first published by the Government to provide clarity on how specific elements of the NPPF should be interpreted. The PPG has been updated to reflect the changes introduced by the revised NPPF to national planning policy. The most significant changes to the PPG relate to defining housing need, housing supply and housing delivery performance.
- 3.2.2 The Standard Method was introduced by the Government to simplify the process of defining housing need, avoid significant delay in plan preparation and ultimately facilitate the Government's ambition to achieve 300,000 new homes annually.
- 3.2.3 Revisions to the PPG on the 20th February 2019 confirmed the need for local planning authorities to use the 2014-household projections as the starting point for the assessment of housing need under the standard method<sup>2</sup>.
- 3.2.4 It is also vital to consider the economic impact of COVID-19 and the long-term role that housing will play in supporting the recovery of the economy, both locally and nationally. We support the Council in its positive approach to plan for above the minimum requirement, which will enable Fareham to capture a larger proportion of the £7 billion yearly housebuilder contributions<sup>3</sup>. With 218,000 homes predicted not to be built due to COVID-19 from now to 2024/25<sup>4</sup>, it is also imperative that Fareham Borough Local Plan identifies sufficient land to support the delivery of homes.
- 3.2.5 In order for the housing needs for the whole plan period to be met, it will also be essential to provide sufficient headroom within the housing supply. In this regard, Gladman supports the Home Builders Federation's recommendation that local plan should seek to identify

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<sup>2</sup> PPG Paragraph: 005 Reference ID: 2a-005-20190220

<sup>3</sup> MHCLG (2020). 'Planning for the Future'. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/907647/MHCLG-Planning-Consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/907647/MHCLG-Planning-Consultation.pdf)

<sup>4</sup> Shelter & Savills (2020). 'Over 80,000 new homes will be lost in one year due to COVID chaos'. Available at: [https://england.shelter.org.uk/media/press\\_releases/articles/over\\_80,000\\_new\\_homes\\_will\\_be\\_lost\\_in\\_one\\_year\\_to\\_covid\\_chaos](https://england.shelter.org.uk/media/press_releases/articles/over_80,000_new_homes_will_be_lost_in_one_year_to_covid_chaos)

sufficient deliverable sites to provide a 20% buffer between the housing requirement and supply.

### 3.3 National Planning Policy Consultations

- 3.3.1 On the 6th August 2020, Government published the Planning for the Future White Paper setting out proposals for how it is seeking to 'radically reform' the planning system. The proposals are seeking to streamline and modernise the planning process.
- 3.3.2 A further consultation on immediate changes to the current planning system closed on 01 October 2020<sup>5</sup>. Of significant note is a proposed revised standard method for calculating local housing need, which proposed to incorporate a percentage of existing stock as the baseline of the calculation.
- 3.3.3 In December 2020 the Government published their response to the 'Changes to the Current Planning System'. This document provides an overview of the consultation responses before highlighting that it has been deemed that the most appropriate approach is to retain the Standard Method in the current form with an additional 35% uplift to the 'post-cap number' for 20 local authorities. The Government's rationale behind this approach is to increase home-building in existing urban areas to make the most of previously developed brownfield land over and above that in the existing standard method.
- 3.3.4 The latest correspondence from Government regarding the revisions to the Standard Method for calculating local housing need will not affect the minimum local housing need which Fareham Borough Council should Plan for.
- 3.3.5 In her speech at the State Opening of Parliament in May 2021, the Queen announced that the Government will introduce "laws to modernise the planning system, so that more homes can be built, will be brought forward...". Notes accompanying the speech confirm that a future Planning Bill will seek to create a simpler, faster, and more modern planning system that ensures homes and infrastructure can be delivered more quickly across England. Timings on the publication of the draft Planning Bill remain uncertain, however, subject to the outcomes of this process, the Government has signalled its intent to make rapid progress toward this new planning system through the swift introduction of new

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<sup>5</sup> Ministry of Housing, Communities & Local Government: Changes to the Current Planning System Consultation <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>

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legislation to implement the changes. It will be important that the Council keeps abreast with the implementation of these changes to determine any potential implications for the Local Plan.

## 4 REVISED REGULATION 19 CONSULTATION

### 4.1 Vision and Objectives

4.1.1 In principle, Gladman support the Council's vision and objectives. In particular, we support the Plan's commitment to accommodating development to address the need for new homes and employment space in Fareham Borough and the commitment to ensuring a strong and diverse economy is delivered.

4.1.2 Notwithstanding this, it is considered the Plan could go further in its aims to support housing and economic growth of the wider sub-region with reference to assisting neighbouring authorities with any unmet housing needs. This is particularly important due to the ongoing work of the PfSH and outstanding evidence relating to unmet housing needs and how this will be redistributed across the PfSH area.

### 4.2 Strategic Policy DS1: Development in the Countryside

4.2.1 Strategic Policy DS1 states proposals for development in the countryside, which is defined as land outside the Urban Area boundary, will only be supported in a narrow set of circumstances.

4.2.2 Gladman are opposed to the use of settlement boundaries, as these are often used as an arbitrary tool to prevent otherwise sustainable proposals from going forward. The policy wording as currently drafted only allows for development in a narrow set of circumstances (i.e. replacement dwelling, previously developed land etc.) and does not allow for sufficient flexibility to respond to changes of circumstance such as a shortfall in housing supply. Gladman believe that this policy should be modified to a criteria-based policy which will provide a more appropriate mechanism for assessing the merits of individual development proposed, based on their specific circumstances and ability to deliver sustainable development rather than being discounted simply due to a sites location beyond an artificial boundary.

4.2.3 To achieve this; a criteria based approach would allow the plan to protect itself against unsustainable development whilst at the same time offering a flexible solution to the consideration of development opportunities outside these boundaries that are able to come forward to meet identified needs should the Council's housing land supply start to

fail. Gladman refer to the submission version of the Harbrough Local Plan, Policy GD2, which states:

***"in addition to sites allocated by this Local Plan and neighbourhood plans, development within or contiguous with the existing or committed built up area of the Market Harbrough, Key Centres, the Leicestershire Principal Urban Area (PUA), Rural Centres and Selected Rural Villages will be permitted where..."***

- 4.2.4 A series of criteria follows.
- 4.2.5 Clearly the policy here would need to reflect the local circumstances of Fareham but it does provide an example of a local authority taking a proactive approach to guiding development and ensuring that it can meet its housing target as well as plan for approaches if and when problems arise over the course of a plan period with regard to the delivery of allocated sites. Accordingly, Gladman recommend the use of a criteria-based policy should be included within the FLP to ensure housing needs are met in full.
- 4.2.6 In addition, the second element of the policy requires proposals to demonstrate that if they require a location outside of the urban area, do not significantly affect the integrity of a Strategic Gap and are not located on Best and Most Versatile (BMV) agricultural land. Gladman are unclear with the necessity of including this additional criteria as these matters are dealt with elsewhere within the FLP and therefore their inclusion in Policy DS1 leads to unnecessary duplication and not in accordance with the NPPF2019. As such, this element of the policy should be deleted as the finer details of each of these issues are dealt with elsewhere within the draft Local Plan

## 4.3 Strategic Policy DS2: Development in Strategic Gaps

- 4.3.1 The above policy identifies two Strategic Gaps whereby development proposals would not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characters.
- 4.3.2 Gladman consider that new development can often be located in countryside gaps without leading to the physical or visual merging of settlements, eroding the sense of separation between them or resulting in the loss of openness and character. It is important that such designations are supported by robust evidence and that the policy wording allows for sites to be considered on their individual merits. In this regard, the policy is currently worded in

a negative stance which may affect the consideration of development proposals. Gladman consider that the policy should be reconsidered in a positive manner and modified to allow for a balancing exercise to be undertaken which assesses any harm to the visual or functional separation of settlements against the benefits of the proposal rather than seeking to apply a blanket restriction on development in these areas.

## 4.4 Strategic Policy H1: Housing Provision

### Housing Need

4.4.1 Strategic Policy H1 makes provision for at least 9,560 net additional dwellings across the borough during the period 2021 – 2037.

4.4.2 Gladman support the Council's decision to revert back to the Standard Methodology as calculated through national guidance which sets a minimum provision of 541 dwellings per annum. Although it should be remember that the housing need figure calculated through the Standard Method should be considered as a starting point as it does not take into account other factors which affect demographic behaviours (e.g. affordability, economic adjustments etc).

### Phasing

4.4.3 Policy H1 outlines the Council's intention to phase the delivery of the housing requirement over the plan period. The housing requirement is phased as follows:

- Approximately 900 dwellings (averaging 300 dwellings per annum) between 2021/22 and 2023/24
- Approximately 2,180 dwellings (averaging 545 dwellings per annum) between 2024/25 and 2027/28,
- Approximately 6,480 dwellings (averaging 720 dwellings per annum) between 2028/29 and 2036/37.

4.4.4 The result of this element of the policy acts to artificially suppress the delivery of development in the early years of the plan due to strategic site issues given the majority of housing supply comprises of the Welborne Garden Village. Indeed, the Council has not achieved annual delivery figures in excess of 450 dwellings since 2007-08 so it is unclear how

the Council expects to achieve these delivery rates especially towards the back end of the plan period without a sufficient supply and mix of housing sites.

4.4.5 The Framework is clear in its intention to boost significantly the supply of housing. This strategy is further underlined by the buffers applied by national policy and the PPG's approach that requires local authorities to meet housing shortfall within a five year period.

4.4.6 Gladman consider that the backloading of land supply will likely threaten the overall deliverability of the Plan. Should the Council fail to deliver these higher rates towards the end of the plan period, there is little flexibility or opportunity provided to ensure the housing requirement can be met in full. The phasing approach is therefore unsound and should be deleted and replaced with a flat annual requirement of 541 dpa.

#### **Buffer**

4.4.7 The Council have included a 11% supply buffer to allow for contingency for under delivery associated with the reliance on large strategic sites within the housing supply.

4.4.8 Gladman would suggest that given the uncertainty surrounding both the delivery of strategic scale sites and the potential for unmet need within the wider sub-region, that this contingency should be increased to 20% which reflects the Home Builders Federation's advice.

#### **Housing Provision**

4.4.9 To ensure the soundness of the Plan, Gladman submit that additional housing land is needed to ensure that the Council is able to demonstrate a robust supply of housing land should any of the sites within the Council's supply slip away. This is particularly important due to the reliance on sites with resolutions to grant planning permission and the vast majority of the Council's supply comprising of the Welborne Garden Village.

4.4.10 Whilst Gladman does not wish to comment on the suitability of sites selected, the Council will need to be able to demonstrate that sites will come forward as anticipated and take account of site specific issues and/or reflects the requirements and timescales of key infrastructure to be provided by sites selected. It is imperative that these assumptions are made in collaboration with landowners/land promoters to ensure these details are up-to-date at the point of submission. In this regard, it is difficult to assess the Council's consideration of sites as the Housing Trajectory at Appendix B only provides a cursory

overview of expected delivery rates over the plan period and does not provide an individual break down of anticipated delivery rates on individual sites. As such, Gladman reserves the right to provide further detailed comments at the examination should further information be made available.

- 4.4.11 To ensure the effectiveness of the Plan in ensuring a supply of specific deliverable sites sufficient to maintain a five year housing requirement over the course of the plan period, additional allocations are considered necessary. Indeed, the planning committee has resolved to grant outline planning permission for Welborne Garden City in October 2019 to provide up to 6,000 dwellings over the plan period and beyond. There are a number of key factors that can affect the delivery of Garden Villages, Strategic Sites and smaller scale development opportunities such as the signing of s106 agreements, reserve matters applications and improvements to infrastructure prior to development commencing, discharge of planning conditions, marketing of development and so on, all of which can affect the delivery of homes. The Council will need to avoid a continued reliance associated with the Garden Village and large scale strategic allocations over the plan period and instead allocate additional housing land to ensure a competitive and responsive supply of housing is available to support housing delivery of the Council's large strategic allocations.

## 4.5 Policy HP1: New Residential Development

- 4.5.1 Policy HP1 states residential development within the urban area boundary will be supported in principle. Residential development in locations outside of the urban area boundary will only be permitted if it involves the conversion of an existing non-residential building or it is for a replacement dwelling which is of an appropriate character to the location.
- 4.5.2 Gladman do not consider the above policy to be positively prepared as it is restrictive and goes against the ethos of the Framework to significantly boost the supply of housing. The policy should be amended to be flexible in accordance with the approach outlined in section 4.2 of these representations.

## 4.6 Policy HP2: New Small-Scale Development Outside the Urban Areas

- 4.6.1 The above policy states new small-scale development outside the urban area boundary, as shown on the policies map, will be permitted where a site is located within or adjacent to

existing areas of housing; or well related to settlement boundary and is within reasonable walking distance to a good bus service route or train station.

- 4.6.2 In principle, Gladman support the inclusion of this policy which allows for small scale development beyond the urban area. However, we would question the decision to limit development to no more than 4 units as this is contrary to the ethos of the Framework which seeks to significantly boost housing supply. Gladman consider such a policy should be included within the draft Local Plan without any limitations on size of development to ensure the Council are able to demonstrate a strong and robust housing land supply should sites identified slip away.
- 4.6.3 In addition, Gladman query how a decision maker is expected to apply this policy consistently and with ease as it contradicts the approach taken in Policy HP1 and reinforces the need for Policy HP1 to be deleted and the criteria listed to be amalgamated into Policy H2.

## 4.7 Policy HP4: Five Year Housing Land Supply

- 4.7.1 Policy HP4 outlines the Council's approach to circumstances where it cannot demonstrate a five year housing land supply, a criteria then follows. In principle, Gladman support this approach but would suggest that the policy is modified to 'may be will be permitted where they meet the following criteria' as opposed to the current use of wording.
- 4.7.2 Criterion (a) of the proposed policy suggests that a site needs to be relative in scale to the demonstrated shortfall in the housing land supply. A proposal which comes forward which is considered to be sustainable and in conformity with other policies of the Local Plan should be considered to be acceptable in planning terms regardless of whether it is relative to the scale and size of the housing land supply shortfall. Gladman consider that the reference to scale should be removed in order to allow for additional flexibility in the supply of housing as it will assist the Council in ensuring that a 5 year housing land supply can be maintained going forward.
- 4.7.3 In addition, Criterion (b) states that a site should be adjacent to the existing urban settlement boundaries to be considered sustainable. This criterion is too onerous as sites which are well related to, but not directly adjacent to existing settlements could, be considered to be sustainable when assessed against policies contained in the Local Plan as a whole. Again, Criterion (b) should be amended to reflect this.

## 4.8 Policy HP7: Adaptable and Accessible Dwellings

4.8.1 Policy HP7 requires at least 15% of all new dwellings to be built to optional building regulation M4(2) and on all schemes over 100 dwellings, at least 2% of private housing and 5% of affordable housing shall be provided as wheelchair accessible category M4(3) standard.

4.8.2 In this regard, Gladman refer to the PPG which provides additional guidance on the use of these optional standards. The Council need to ensure that this policy is in line with the guidance and that the justification and specific detail of the policy take account of the various factors which the PPG refers to:

***"Based on their housing needs assessment and other available datasets it will be for the local planning authorities to set out how they intend to approach the need for Requirement M4(2) (accessible and adaptable dwellings), and / or M4(3) (wheelchair user dwellings), of the Building Regulations. There is a wide range of published official statistics and factors which local planning authorities can consider and take into account, including:***

- ***The likely future need for older and disabled people (including wheelchair user dwellings).***
- ***Size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes, or care homes).***
- ***The accessibility and adaptability of existing stock.***
- ***How needs vary across different tenures.***
- ***The overall impact of viability".<sup>6</sup>***

4.8.3 Gladman note that these technical standards have deliberately been set as optional standards which, if to be included as a policy in the FLP, would need to be justified by robust evidence.

4.8.4 When considering this policy, the Council need to be aware of the impact that these requirements, particularly M4(3) have on scheme viability (due in part to size requirements)

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<sup>6</sup> PPG ID: 56-007-20150327

and the knock-on effects that this could have on the delivery of much needed housing. In order to be able to include such requirements in the Local Plan, the Council will need to be able to robustly justify the inclusion and demonstrate that consideration has been given to this requirement within the viability study. The provision of M4(3) wheelchair user dwellings, is far more onerous in terms of size requirements; therefore, it is crucial that the implications of the proposed policy requirement have been properly tested.

4.8.5 In addition to this, with regard to M4(3) Gladman refer to the PPG which states

***"Part M of the Building Regulations sets a distinction between wheelchair accessible (a home readily useable by a wheelchair user at the point of completion) and wheelchair adaptable (a home that can be easily adapted to meet the needs of a household including wheelchair users) dwellings.***

***Local plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling."***<sup>7</sup>

4.8.6 This clearly demonstrates that M4(3) should only be applied to affordable homes within the Council's control and therefore Policy HP7 should be updated to reflect this and reference to private homes deleted.

4.8.7 Gladman submit that the Council must be able to demonstrate through robust evidence the justification for these policy requirements within the Local Plan in order for them to be found sound at examination. The NPPF footnote 49 states:

***"Planning policies for housing should make use of the Government's optional technical standards for accessible and adaptable housing, where this would address an identified need for such properties..."***

4.8.8 Gladman do not consider that a general reference to an ageing population to be sufficient justification for the inclusion of these policy requirements. In this regard, Gladman refer to the Inspector's report for the Derby Local Plan (December 2016), which at paragraph 117 states

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<sup>7</sup> PPG ID: 56-009-20150327

***"Although there is general evidence of an ageing population in the SHMA, having regard to the PPG this does not amount to the justification required for the LP to include the optional standards and the specific proportion of Part M4(2) dwellings..."***

## 4.9 Policy HP9: Self and Custom Build Homes

4.9.1 Whilst Gladman support the inclusion of a policy in relation to self-build and custom build units, as this is in line with Government aims and objectives, we raise concerns regarding the detail within this policy.

4.9.2 It is expected that on sites of 40 dwellings or more (gross), 10% of the overall dwellings shall be provided through the provision of plots for self and custom build homes. Gladman welcome the flexibility provided by this policy which recognises that plots which do not sell within 12 months of initial promotion, are able to be developed for housing other than self-build homes.

4.9.3 However, Gladman query the evidential justification for 40 dwellings (gross) being the trigger for the provision of self-build and custom build housing. The Council's Self Build Register only identifies 180 residents which does not translate to demand for this form of housing. Gladman consider that this policy would benefit from re-wording to state that, rather than being required on all schemes of 40 or more dwellings, that if up-to-date evidence indicates that there is a demand in the particular location then schemes are encouraged to make provision. Such a modification would help ensure that market housing is not unnecessarily delayed for a period of 12 months if there is no interest in self-build housing on individual sites.

## 4.10 Policy D5: Internal Space Standards

4.10.1 Policy D5 requires all new dwellings, including subdivisions and conversions to meet the nationally described space standards (NDSS) or future equivalent as a minimum.

4.10.2 In this regard Gladman refer to the Written Ministerial Statement (WMS) dated 25th March 2015 which confirms that:

***"The optional new national technical standards should only be required through any new Local Plan policies if they address a clearly evidenced need, and where their impact on viability has been considered, in accordance with the NPPG".***

4.10.3 Furthermore with particular reference to the NDSS the PPG confirms:

***"where a need for internal space standards is identified, local planning authorities should provide justification for requiring internal space policies".<sup>8</sup>***

4.10.4 If the Council wishes to adopt this standard it should be justified by meeting the criteria set out in the PPG, including need, viability and impact on affordability.

4.10.5 The Council will need to provide robust evidence to justify the inclusion of the space standards within a policy in the Local Plan. Similarly to the accessibility standards, if it had been the Government's intention that all properties were built to these standards then these standards would have been made mandatory rather than optional.

4.10.6 Gladman's concerns regarding the optional national space standards relates to the additional cost and the implications for affordability. Where, for example, a housebuilder would normally build a standard 2-bedroom unit at 72sqm, the national space standards would require the dwellings to have certain dimensions which would mean they could only be built at a minimum of 79sqm, which could add significantly to the cost of the property and in turn increase the cost of an entry level 2-bedroom house, further exacerbating the affordability issues in the area.

4.10.7 The Council need to take these factors into account and will need robust evidence on both need and viability to support the proposed policy requirements outlined in Policy D5.

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<sup>8</sup> PPG ID: 56-020-20150327.

## 5 CONCLUSIONS

### 5.1 Summary

- 5.1.1 Gladman welcomes the opportunity to comment on the Fareham Borough Local Plan Regulation 19 Revised Consultation. These representations have been drafted with reference to the revised National Planning Policy Framework (NPPF2021) and the associated updates that were made to Planning Practice Guidance.
- 5.1.2 Gladman have provided comments on a number of the issues that have been identified in the Council's consultation material and recommend that the matters raised are carefully explored during the process of undertaking the new Local Plan.
- 5.1.3 We hope you have found these representations informative and useful towards the preparation of the Fareham Borough Local Plan and Gladman welcome any future engagement with the Council to discuss the considerations within forwarded documents.

**Respondent details:**

Title:	Ms
First Name:	Lesley
Last Name:	Goddard
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

This is a massive "sell out" of the strategic gap - it takes away from the character of Fareham as distinct local areas separated by green space. I would rather that you take away the other character of Fareham - low rise houses. In your magazine you say "the first place we have looked for new sites is within town centres and existing urban areas" and so then say "The Council considers the next best alternative (to to be building on the edge of existing settlements across a small number of clusters." In Lee on the Solent one can find flats which are attractive in their own right great views, spacious, good(ish) transport. Why not in Fareham? Why not use more of the town centre to build attractive blocks - with integral trees and shrubbery. Such as e.g. <https://www.dezeen.com/2017/06/30/10-plant-covered-buildings-point-greener-future-living-walls-roundup/> Recently the strategic gap was going to be the saviour to allow nitrate mitigation - so houses can be built at all. Over the decades you can see green space nibbled away - each time only a fraction built on. If we must build more homes (and I can see that central government has put you in an untenable position over this), let's build up, rather than out.

**What modification(s) is necessary to make the Revised Pub...**

We have a duty of care to our descendants to leave them a world which is liveable. Building over green space, allowing developers to decide whether they use climate friendly building materials, heating systems etc or not, will not leave them a world which is safe nor comfortable to live in. This is FBC first chance since since bringing in its climate change plan to do something to reduce climate problems, instead you do nothing with respect to this throughout the plan.

**How would the modification(s) you propose make the Revise...**

Expect development to be far closer to carbon neutral and set aside sufficient land for rewilding - trees and bogs do so much more than grass for reducing climate change gases.

**Your suggested revised wording of any policy or text:**

Strategic gap will only ever be used for climate mitigation and never for building with a net carbon cost

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

You need to hear from people who realise how fragile our current civilisation is - and want to act before it is too late

**2) Paragraph: Renewable & low carbon energy capacity study**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Too few asks to protect our future

**What modification(s) is necessary to make the Revised Pub...**

We have a duty of care to our descendants to leave them a world which is liveable. Building over green space, allowing developers to decide whether they use climate friendly building materials, heating systems etc or not, will not leave them a world which is safe nor comfortable to live in. This is FBC first chance since since bringing in its climate change plan to do something to reduce climate problems, instead you do nothing with respect to this throughout the plan.

**How would the modification(s) you propose make the Revise...**

Expect development to be far closer to carbon neutral and set aside sufficient land for rewilding - trees and bogs do so much more than grass for reducing climate change gases.

**Your suggested revised wording of any policy or text:**

Strategic gap will only ever be used for climate mitigation and never for building with a net carbon cost

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

You need to need from people who don't want to just "fiddle while Rome burns"

**3) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Another nibbling away of the strategic gap

**What modification(s) is necessary to make the Revised Pub...**

Over the decades you can see green space nibbled away - each time only a fraction built on. If we must build more homes (and I can see that central government has put you in an untenable position over this), let's build up, rather than out. We have a duty of care to our descendants to leave them a world which is liveable.

**How would the modification(s) you propose make the Revise...**

Strategic gap will only ever be used for climate mitigation and never for building with a net carbon cost

**Your suggested revised wording of any policy or text:**

Strategic gap will only ever be used for climate mitigation and never for building with a net carbon cost

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**4) Paragraph: HA56- Land west of Downend Road**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Another large slice of green (although due to the M27 and lack of sound barriers) not pleasant land to be built on. We need to build up not out. Let's build over every car park - leaving space (for now) for cars to park below - in Fareham, with nice green and higher rise homes.

**What modification(s) is necessary to make the Revised Pub...**

Over the decades you can see green space nibbled away - each time only a fraction built on. If we must build more homes (and I can see that central government has put you in an untenable position over this), let's build up, rather than out. We have a duty of care to our descendants to leave them a world which is liveable.

**How would the modification(s) you propose make the Revise...**

Expect development to be far closer to carbon neutral and set aside sufficient land for rewilding - trees and bogs do so much more than grass for reducing climate change gases.

**Your suggested revised wording of any policy or text:**

Fareham has a policy to build up rather than out.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

Fareham Planning Strategy Team

6<sup>th</sup> July 2021

Dear Sir/Madam,

I write to you in response to the "Future Development in Fareham" pamphlet delivered to my property last week.

Firstly, let me say that I realise that this is central government driven and not an easy thing to accomplish and no-one wants houses built (on their doorsteps).

Whilst I support the building of Welborne, I strongly object to the building of properties in every available free space owned by the council, my reasons are very simple. When you build a large housing development like Welborne, you build in the infrastructure to go with it. Roads, Doctor surgeries, schools and hospitals are all built. When you cram houses into every nook and cranny, none of this is done. Roads, Doctor Surgeries, Schools and Hospitals will all have to cope with the influx of people. These things are all thoroughly overcrowded as it is. Now I'm sure you'll say that studies have been done but the reality is this, squeezing people in like this will make everybody miserable.

Dore Avenue, Portchester Site

The proposed site for 12 houses by the crematorium affects me directly as it will border the rear of my property. Currently it is meadow with protected trees. Wildflowers and wildlife are abundant. It is a lovely peaceful area which I'm sure the mourners at the crematorium appreciate. I'm pretty sure it's not common practice to have housing abutted to crematoriums, quite the opposite in fact.

It's impossible to see how you could possibly squeeze 12 houses into such a small space including an access road, I'm sure they will only have allocated parking for 1 car even though most will have two (without visitors). Where do you envisage the additional cars will park? Dore Avenue is already treacherous to navigate due to cars parked along it. When a large funeral takes place, Covid withstanding, cars park all along Dore avenue at this proposed location.

Where do you expect them to park?

Where will the access road be? It would be plain dangerous to have it on Dore Avenue opposite the Linden Lea junction. If you put it on Upper Cornaway lane it will affect and be affected by Crematorium traffic and pedestrians which reinforces my earlier point regarding mourners.

What do you propose to do about the protected trees on this site? The wildlife?

Will the houses be designed to be sympathetic to the surrounding properties?

I must say it seems to be an inconceivably bad idea, not thought out, to develop this area.

Portchester has already had more than its fair share of new housing with the Southfields estate / Cranleigh road with no additions or improvements to infrastructure. School classrooms bulge, waiting times for Doctor appointments and Dentists increase. Traffic through Portchester is already at its limit.

As I have said, my objections are not limited to the site affecting my property but to **all** the small pockets of development which will impact heavily on the infrastructure which will not be upgraded.

Regards



Mr PR Goldson

**Respondent details:**

Title:	Mr
First Name:	Paul
Last Name:	Goldson
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA52- Land West Dore Avenue, Portchester**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

1. The Cremation Act 1902 (Section 5) provides that no crematorium shall be constructed nearer to any dwelling house than 200 yards (182.880m)\*, except with the consent in writing of the owner, lessee and occupier of such house, nor within 50 yards (45.720m) of any public highway. Surely if no new crematorium can built using these guidelines then the reverse must also be true. 2. The FBCA-RECOMMENDATIONS-ON-THE-ESTABLISHMENT-OF-CREMATORIA 2019 recommends that: A minimum of two hectares (approximately five acres) per estimated 1,000 cremations per annum is recommended to provide sufficient space for the crematorium, gardens of remembrance, traffic circulation, parking, and a modest amount of space around the building. The long-term needs of the area should be carefully assessed at the initial design stage and sufficient land acquired initially to allow for future expansion to accommodate any increased demand for service provision. As per Portchester Crematorium website: "The number of cremations has risen from an initial 400 to over 3,300 annually. It is now one of the busiest establishments of its kind in Britain." There is approx 10 acres at the site currently not including the overflow carpark. I would have thought the land proposed for the housing would be essential for expansion of the crematorium.

**What modification(s) is necessary to make the Revised Pub...**

Withdraw the proposal. (Or move the Crematorium.

**How would the modification(s) you propose make the Revise...**

N/A

**Your suggested revised wording of any policy or text:**

N/A

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

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**From:** Betteridge, Emma  
**Sent:** 30 July 2021 11:52  
**To:** Grygiel, Jayson  
**Cc:** Wootton, Gayle  
**Subject:** RE: Fareham Local Plan Revised Publication Version- GBC Representations

Dear Jayson,

Thank you for your email. Please can I confirm that Gosport Borough Council are submitting the following representations as part of the Revised Publication Fareham Local Plan consultation:

- GBC Response – 1 Fareham Local Plan Reg 19 Revised (Includes Appendices 1A – 1C)
- GBC Response – 5 Fareham Local Plan Reg 19 Revised
- GBC Response – 11 Fareham Local Plan Reg 19 Revised (Includes Appendices 1B – Board Report and 2)
- GBC Response – 12 Fareham Local Plan Reg 19 Revised (Includes Appendix 1)

The following representations attached to your email have already been submitted as part of the Publication Local Plan consultation:

- GBC Response – 2 Fareham Local Plan Reg 19 Revised
- GBC Response – 3 Fareham Local Plan Reg 19 Revised
- GBC Response – 4 Fareham Local Plan Reg 19 Revised
- GBC Response – 6 Fareham Local Plan Reg 19 Revised
- GBC Response – 7 Fareham Local Plan Reg 19 Revised
- GBC Response – 8 Fareham Local Plan Reg 19 Revised
- GBC Response – 9 Fareham Local Plan Reg 19 Revised
- GBC Response – 10 Fareham Local Plan Reg 19 Revised

Please can you confirm therefore that they do not need to be re-submitted as part of this consultation, which focuses only on the revisions made to the Publication Local Plan.

Also, further to your request below in respect of a meeting myself and Gayle are available on the following dates/times next week:

- 4<sup>th</sup> August at 2:30pm
- 5<sup>th</sup> August at 11am
- 6<sup>th</sup> August at 10am

Please let me know which slot would suit you and I'll send a MS Teams meeting request.

Furthermore for your information an announcement was made by our Portfolio Holder at last night's Council meeting on the Local Plan and on the Newgate Lane decision. This can be viewed by clicking on the following link - [Council - Thursday, 29th July, 2021 6.00 pm - YouTube](#) The announcement on the Local Plan is at 16.30 mins of the recording and on Newgate Lane is at 18.15 mins of the recording.

Kind regards

Emma

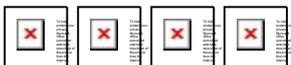
Emma Betteridge  
Senior Planner (Strategy)  
Fareham Borough Council  
01329824503



---

**From:** Wootton, Gayle <GWootton@Fareham.Gov.UK>  
**Sent:** 29 July 2021 09:27  
**To:** Betteridge, Emma <ELBetteridge@Fareham.Gov.UK>  
**Subject:** FW: Fareham Local Plan Revised Publication Version- GBC Representations

Gayle Wootton  
Head of Planning Strategy and Economic Development  
Fareham Borough Council  
01329824328  
07787685925



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**From:** Grygiel, Jayson [REDACTED]  
**Sent:** 28 July 2021 18:10  
**To:** Wootton, Gayle <[GWootton@Fareham.Gov.UK](mailto:GWootton@Fareham.Gov.UK)>  
**Subject:** Fareham Local Plan Revised Publication Version- GBC Representations

Dear Gayle

Please find attached Gosport Borough Council's representations to the Fareham Local Plan 2037 Revised Publication Version.

These representations were approved at the Council's Regulatory Board of 21<sup>st</sup> July 2021. The majority of the responses are 'supports' with a small number requesting wording changes to provide greater protection of the Strategic Gap. I have re-supplied all the previous representations as there were some minor word changes on some of them to reflect changes in the latest version.

There is a new holding objection relating to HA54 and HA55 which relates to the need for some form of combined transport assessment to ensure that the allocations will not have a detrimental impact on the road network.

Please would it be possible to have a meeting to discuss this matter and then involve HCC. I think this issue could easily be resolvable depending on the evidence.

It would also be useful to discuss the implications of today's appeal decision relating to East of Newgate Lane East.

Kind regards

Jayson

Jayson Grygiel

Manager of Planning Policy  
Planning and Regeneration  
Gosport Borough Council  
Tel: 023 9254 5458

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Mr Richard Jolley  
Director of Planning and Regeneration  
Fareham Borough Council  
Civic Offices,  
Civic Way,  
Fareham,  
Hampshire.  
PO16 7AZ

Please ask for:

Jayson Grygiel

Direct dial:



28<sup>th</sup> February 2020

By e-mail  
localplanconsultation@fareham.gov.uk

Dear Richard

### **Fareham Borough Local Plan 2036: Supplement**

Thank you for consulting Gosport Borough Council (GBC) on the Supplement document for the Fareham Borough Local Plan 2036. I can advise that the document was considered at the Council's Regulatory Board of 26<sup>th</sup> February 2020.

A summary of our representations, based on the Board's resolution, is set out below with more detailed comments attached (Appendix 1). These additional comments also form part of the Council's representations.

- That this Council's previous comments to the Draft Fareham Local Plan 2036 (DFLP 2017) and the subsequent Issues and Options document are fully considered with these latest representations.
- That this Council objects to the overall Development Strategy including the plan that identifies the South Newgate Lane allocation and the Strategic Growth Area as it does not represent 'good growth'.
- That this Council objects to the proposed policy on the Five Year Housing Supply as it presumes in favour of development outside of the settlement boundaries prior to other types of land within urban area boundaries and within more sustainable locations.
- That this Council maintains its strong objection in full to the proposed residential allocation at Newgate Lane (referred to in the previous Draft Fareham Local Plan (DFLP) (2017) as HA2) for the reasons set out below:
  - The proposal would physically and visually diminish the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington;

- The proposal will negate the benefits provided by the recent improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport Borough and Stubbington residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
  - The proposal will significantly harm the amenities of local Gosport residents by the introduction of new access points to existing residential areas, which due to the scale of the proposal would lead to a significant increase of traffic on residential roads;
  - The proposal, as previously described in the DFLP is very car dependent with no provision for public transport. This would exacerbate the number of trips using Newgate Lane;
  - There is insufficient information on supporting infrastructure required including education, medical and community facilities.
- That this Council objects that the HA2 allocation was not subject to a second consultation as part of this Supplement given the problems that arose with the initial consultation in 2017 on the Draft Fareham Local Plan relating to the access arrangements to the site, particularly in relation to Tukes Avenue.
  - That this Council strongly objects to the designation of Strategic Growth Areas (SGAs) including the South of Fareham SGA within the current Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington for the following reasons:
    - The promotion of SGAs at this stage prejudices work being undertaken by local planning authorities at a multilateral level to ascertain the most appropriate sustainable broad locations for development over the period to 2036 and beyond to 2050, known as Strategic Development Opportunity Areas.
    - The South of Fareham SGA does not represent 'good growth' for the residents of Gosport, Lee-on-the-Solent, Stubbington, Hillhead and south Fareham and therefore is not considered to be sustainable development.
    - It is imperative to safeguard effective strategic transport routes through the Strategic Gap to improve accessibility to, and from, the Gosport Peninsula to support the local economy. Further housing allocations will individually and cumulatively exacerbate accessibility constraints for reasons detailed in Appendix 1.
    - Further housing allocations will lead to the extensive erosion of the Strategic Gap, the protection of which is a long established planning principle in the South Hampshire area, as identified by the Partnership for South Hampshire's Spatial Position Statement that aims to prevent coalescence of settlements, maintain a sense of place and settlement identity, and provide a countryside setting for the sub region and local communities.
  - That this Council expresses its concerns that Fareham Borough Council may not be fulfilling its duty to cooperate because it is not considering the outcome of the joint Partnership for South Hampshire work on Strategic Development Opportunity Areas as part of the sub-regional Statement of Common Ground

which will assess the most appropriate locations for development in the sub region.

- That Fareham Borough Council are urged to reconsider the proposals for HA2 and the SGA which are contrary to the objectives of the climate change and air quality policies.

In the light of the above comments it will be important to maintain our ongoing dialogue as part of our bilateral Statement of Common Ground work as well as our continued involvement as part of the multilateral PUSH initiatives. In the meantime if you require any clarification on these matters please do not hesitate to contact me.

Yours sincerely

Debbie Gore  
**Head of Planning and Regeneration  
and Assistant to the Chief Executive**

## **Appendix 1: Gosport Borough Council's detailed representations to the Fareham Local Plan: Supplement (February 2020)**

The detailed comments, summarised in the attached letter, are set out below and form part of Gosport Borough Council's representation to the Fareham Local Plan 2036.

### **1 Development Strategy**

- 1.1 Whilst the principles of good growth are supported it is considered that the proposed development strategy does not represent 'good growth' for the residents of Gosport Borough nor those of Fareham Borough particularly those in Stubbington and Hillhead and those living in Fareham itself, including those within or in close proximity to the Air Quality Management Areas.
- 1.2 The proposed HA2 allocation and the Strategic Growth Area, with limited transport choice, will exacerbate existing traffic congestion issues associated with the Gosport Peninsula and increase air pollution to the detriment of local residents. It will hamper economic opportunities and investment potential within Gosport Borough.
- 1.3 The plan fails to consider cross-boundary issues and should recognise the importance of the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington.
- 1.4 The Development Strategy does not acknowledge the issues relating to the transport issues on the Gosport Peninsula. The existing boundaries of the Strategic Gap should be retained in order to maintain an effective transport corridor through the gap. Additional development immediately adjacent and accessing the route will negate all the benefits of the recently improved and commenced road infrastructure. This investment has been implemented to address existing deficiencies not facilitate new development. These issues are expanded further in the following sections.

### **2 Housing**

#### **Unmet need**

- 2.1 It is acknowledged that the Fareham Local Plan: *Supplement* recognises that it may likely have to address the unmet need from neighbouring authorities and consequently the overall housing figure will have to be confirmed.
- 2.2 It is considered that the issue of unmet need is a very important matter to address on a sub-regional basis as a number of local authorities, including Gosport Borough, have a dense urban character and collectively have a significant housing requirement when using the Government's standardised

methodology. It is important to recognise that in order to create sustainable communities across South Hampshire it is necessary to ensure that: there is sufficient land for employment to create local jobs and reduce out-commuting and congestion; there are genuine, affordable and convenient public transport choices; and there is sufficient quality open spaces to meet environmental, recreational and health needs. Consequently the Council supports the joint working initiative of the PFSH Statement of Common Ground and the evidence which will lead to a shared spatial strategy. This will identify the most appropriate locations within the sub-region for new growth to 2036 and ideally towards 2050 to ensure comprehensive long-term good planning for the sub region. As part of the evidence several broad areas across South Hampshire will be independently assessed regarding their suitability for large scale development considering environmental and infrastructure factors. These will be known as Strategic Development Opportunity Areas (SDOAs).

- 2.3 The Fareham Local Plan identifies two Strategic Growth Areas (SGAs) which could potentially meet sub-regional unmet need. These are: an Area north of Downend near Wallington; and the area South of Fareham. This Council objects to the SGAs particularly the South Fareham SGA on the basis that the sub regional work has yet to be completed on potential SDOAs. Further details are set out later within these representation.

#### Five year housing supply policy

- 2.4 The FLP:*Supplement* includes a five year housing land supply policy which states that where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements set out in the Local Plan, additional housing sites outside the urban area boundary may be permitted where they meet certain criteria including:
- The proposal is relative in scale to the demonstrated five year housing land supply shortfall;
  - It is sustainably located adjacent to, and well related to, the existing urban area boundaries and can be well integrated with the neighbouring settlement;
  - The proposal is sensitively designed to reflect the landscape character and setting of the settlement and to minimise any adverse impact on the countryside and, if relevant the Strategic Gaps.
- 2.5 The Council objects to this policy as it implies that if Fareham's five year housing supply is not met the first area of search is outside of the urban area boundary. Instead the policy should refer to sites within urban areas, brownfield land, underutilised employment sites, sites close to train stations, under-utilised town centre sites such as car parks and shopping precincts, consideration of using Council land assets and other public sector land, intensification of existing neighbourhoods, as well as opportunities to increase densities on existing allocations such as Welborne. These types of sites should be clearly identified as being preferential before greenfield land outside the urban area, particularly within the Strategic Gap, are considered.

2.6 The Council also objects to the criterion relating to strategic gaps which is also covered in more detail later in this representation.

### **3 Housing Allocations and maintaining an objection to the HA2 allocation**

#### Newgate Lane South residential allocation (HA2)

3.1 The *Supplement* states it is not re-consulting on the proposed allocation in the DFLP (2017) which included the Newgate Lane South allocation known as HA2. However as this site remains identified as an allocation and there has been no additional evidence to address any of the Council's substantial concerns it is proposed that the Council reiterates the comments made previously on this matter.

3.2 The proposed allocation is located on the western boundary of the Borough, with Tukes Avenue and other residential roads (Heron Way, Pettycot Crescent) to the east; and the new route of Newgate Lane to the west. The HMS Collingwood playing fields are situated to the north and the Brookers Field recreation ground to the south. The key concerns are reiterated in Annex A and form part of this Council's representations to this latest document.

3.3 The Council would also like to make additional comments on this allocation. It is noted that the latest SHELAA provides the housing and employment land availability position within Fareham Borough as at 1st December 2019 and forms an integral part of the evidence base that underpins the Fareham Local Plan 2036.

3.4 The HA2 allocation is identified as three component parts in the document. With regard to the southern site it clearly recognises that the introduction of junctions along Newgate Lane South Relief Road would interfere with the free-flow of traffic which the Relief Road now provides. It adds that, '*as this and all other access would interfere with traffic flows, it is considered development of the site would be unsatisfactory. It would be feasible to develop the western part of the site from the existing Newgate Lane and incorporate measures to improve/relieve Woodcote Lane.*'

3.5 Similarly with regard to the middle site the potential for access to Newgate Lane South through the construction of a roundabout is considered unsatisfactory and a revised option would need to be explored and that the identification of a suitable highway access is pending.

3.6 With regard to the northern site it states that suitable highway access has been identified onto Tukes Avenue. This Council would like to understand where this access is located as this has not been identified in the FLP: *Supplement*. It is important to note that an erratum was issued to the DFLP (2017) which withdrew the original proposed access onto Tukes Avenue as local homeowners had not been informed or had given their permission for an access.

3.7 It is recognised that the SHELAA is an evidence study not a policy document however it is necessary to understand whether FBC are

proposing to amend the HA2 policy. There are no proposed changes identified in the FLP: *Supplement* and the policy included in the DFLP 2017 referred to access off Newgate Lane whereas the evidence in the SHELAA identifies significant problems with access off Newgate Lane. This Council and HCC objected to the proposed allocation being accessed off Newgate Lane due to the detrimental impact that 475 dwellings directly onto the recent road improvements would have on north-south movements on the strategic transport corridor.

3.8 The Council maintains an objection on highway and accessibility grounds due to the impact that 475 dwellings would have on the residential roads of Bridgemary. No evidence is provided on the scale of this impact nor are there any details provided on the potential access routes.

3.9 In the light of this the Council maintains its objection to the HA2 allocation due to these accessibility issues (together with the other reasons set out in Annex A) and would also question whether the development is actually deliverable.

#### **4 Strategic Growth Areas**

4.1 The Development Strategy recognises that FBC has an obligation to work with neighbouring authorities in order to identify and address unmet need within the region. PfSH are working on a Statement of Common Ground to identify Strategic Development Opportunity Areas (SDOAs) that could be selected to meet the unmet needs in the sub-region. This work will continue through 2020 with a final presentation to PfSH Joint Committee in early 2021. FBC states that it will be an active partner in these discussions and that the Publication (Reg. 19) version will need to address unmet need.

4.2 The Council strongly objects to the Strategic Growth Area based on two principles which are set out fully in the rest of this section:

- 1) They pre-judge the work currently being undertaken by PfSH regarding the most appropriate Strategic Development Opportunity Areas and that this work should be concluded before any SGAs are identified.
- 2) That the South of Fareham SGA fails to acknowledge the previous concerns made by Gosport Borough Council regarding: the issues concerning HA2; the need to preserve a transport corridor to, and from, the Peninsula; and the need to maintain a strategic gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington and that any significant development would affect the long established integrity and function of the Strategic Gap.

##### ***1) PfSH work***

4.3 The PfSH work on SDOAs is in the process of being procured in which an independent consultant will consider the appropriateness of a number of sites to deliver housing need in South Hampshire to 2036 and beyond. This includes a number of broad areas across South Hampshire as well as the potential to intensify development on currently identified major

development areas.

- 4.4 It is considered necessary for the findings of this work to be concluded and an approach agreed by PfSH Joint Committee before these Strategic Growth Areas are identified. The identification of SGAs could prejudice this work and fails to recognise this Council's significant concerns regarding the South Fareham SGA. Alternative sites may be more suitable and if the SGAs are already identified in an emerging Fareham Local Plan there may be reluctance to bring these sites forward in other parts of the sub region.
- 4.5 For example there may be opportunities to increase the residential quantum at Welborne itself by increasing densities. Even marginal density increases in areas where the current proposed densities are 'up to 30 dwelling per hectare' (dph) and 'up to 35 dph' could yield significant increases in the number of dwellings at this site.
- 4.6 By considering further options for a railway halt at Welborne would also facilitate higher densities. Given the restricted supply of land in the South Hampshire sub-region building at exceptionally low densities would represent a missed opportunity as the PfSH authorities plan forward to 2036 and onto 2050. Such increases in densities would make public transport and other facilities more viable and would also reduce the need to develop in the Fareham, Gosport, Lee-on-the-Solent, and Stubbington (FGLS) Strategic Gap.
- 4.7 It is clear from the NPPF that planning policies and decisions should support development that makes efficient use of land. It states that where there is an existing or anticipated shortage of land for meeting identified housing needs it is especially important that planning policies and decisions avoid homes being built at low densities and ensure the developments make optimal use of the potential for each site.

## *2) Specific issues regarding the South Fareham SGA*

- 4.8 It is clear that the Fareham SGA policy will affect the function and integrity of the Strategic Gap which has previously been agreed by both Councils and undermines the sub regional objectives of maintaining a Strategic Gap. Such development will have a detrimental impact on existing residents in Gosport, Lee-on-the-Solent, Stubbington, Hillhead and southern Fareham.
- 4.9 There is currently no detailed evidence available regarding the scale of development proposed and consequently the likely impacts on traffic generation, infrastructure and the environment. Whilst it is recognised that this is difficult at this stage as the overall quantum is not yet known it would be useful to have an understanding of whether various environmental and infrastructure constraints have been considered.
- 4.10 Some of the Council's key concerns relating to the Strategic Growth Area relate to the principles of developing in the FGLS Strategic Gap and are detailed further below:
- Transport and Accessibility

- Air quality
- The principle of maintaining a Strategic Gap to prevent coalescence and protect the identity of settlements.
- Protecting the Strategic Gap to deliver multi-functional benefits for local communities

- 4.11 ***Transport and accessibility:*** One of the Council's primary concerns is the impact of potential new development, including any additional allocations in the SGA and the proposed HA2 allocation, will have on the effectiveness of the strategic transport corridor through the existing Strategic Gap. It is considered that any allocations which have access directly onto the recently improved Newgate Lane and the proposed Stubbington Bypass will negate the benefits these proposals will deliver to improve accessibility to, and from, the Peninsula.
- 4.12 These improvements are aimed at addressing existing acute transport infrastructure deficiencies, not to enable development on greenfield sites directly adjacent to the routes. Instead this improved infrastructure can bring regeneration benefits to difficult brownfield sites in Gosport and make them more attractive to investors. The NPPF is very clear that policies should promote the development of under-utilised land and buildings especially if this would help to meet identified needs for housing where land supply is constrained.
- 4.13 The issue of maintaining an effective transport corridor is imperative for Gosport's future prosperity. The Stubbington Bypass route is the only opportunity to improve vehicular access to the Borough. If the benefits of the Stubbington Bypass are negated by significant development being built with access directly onto the Bypass, this last opportunity would be lost and there would be a real sense that Gosport has been 'blocked in'.
- 4.14 This would perhaps be less significant if Gosport had its own railway station and had a reasonable job density rate with limited out-commuting. However this is certainly not the case.
- 4.15 Gosport has the lowest job density in the South East of England and one of the lowest in England at only 0.5 jobs per resident person of working age. Such a low job density has significant implications for the Borough including the considerable scale of daily out-commuting which puts tremendous pressure on the existing road system resulting in acute traffic congestion and high levels of air pollution as evidenced in the Air Quality Management Areas identified within Fareham Borough at the north end of the Peninsula. This congestion results in the road network reaching full capacity and an extended peak time spreading on key routes. This actual congestion as well as the wider perception of congestion that exists can act as a disincentive for business and employment investment. Gosport has limited transport options with no fixed rail link and hence the effectiveness of the small number of road routes from Gosport is even more important.
- 4.16 **Specific accessibility issues relating to the SGA and Newgate Lane East** It is likely that a significant proportion of traffic from any development in the SGA will require access along Newgate Lane towards Fareham Town

Centre. It is important to recognise that Newgate Lane East and other associated improvements were designed to achieve the following:

- improving access to the Peninsula including the Solent Enterprise Zone at Daedalus;
- increasing capacity and easing existing congestion on the route;
- creating fewer interruptions to traffic flow caused by turning traffic, or on-road cyclists;
- improving the alignment for safety reasons.

4.17 These objectives would be undermined by potential development within a SGA. It was not intended that the strategic highways improvements would facilitate new housing development. Gosport Borough Council is very concerned that development within the SGA, together with HA2, will have a detrimental impact on the existing significant congestion problems on the Gosport Peninsula and detract from recent and proposed improvements that aim to improve traffic flow to, and from, the Peninsula. This is critical for the future economic prosperity of the Borough including achieving the full potential of the Enterprise Zone.

4.18 The earlier DFLP was accompanied by an Interim Transport Assessment for the DFLP allocations (Oct 2017) which recognises that the current Volume over Capacity (v/c) exceed 100% in the PM peak on Newgate Lane and is approaching available practical capacity in the AM peak resulting in significant congestion. Consequently, it is already recognised that traffic exceeds the available capacity on this strategic route. Table 2 summarises information from this document which highlights that this situation is predicted to worsen over the period to 2036 and consequently the report recognises that Newgate Lane will experience ‘*more noticeable increases in traffic flow.*’

**Table 2: Road capacity on Newgate Lane**

	Volume over Capacity (v/c) on Newgate Lane		
	2015	2036 Baseline: Existing adopted local plan commitments (S Hants) with planned transport improvements*1	2036 Baseline plus DFLP allocations*2
AM	83%	98%	100%
PM	102%	106%	107%

\*1 including Stubbington Bypass and Newgate Lane improvements

\*2 this does not include any potential growth in Gosport Borough arising from the Gosport Borough Local Plan Review

4.19 With any further allocations within this area this situation would be exacerbated still further plus it will be necessary to take into account the additional allocations being put forward as part of the emerging work for the Gosport Borough Local Plan 2036.

4.20 The latest transport modelling work suggests numerous junctions in the area will suffer from severe or significant impacts over the period to 2036 when just taking into account existing permissions and adopted Local Plan

allocations. This work incorporates committed transport schemes (such as the Stubbington Bypass). This situation is further exacerbated by the proposed Fareham Local Plan allocations and does not appear to have included any proposed development in the SGA, as the potential quantum of development is not yet known. It is clear however that any development in the SGA would have a detrimental impact on an already severely congested network on the Peninsula. Further work is to be undertaken as part of a Transport Assessment which will consider if there are any appropriate mitigation measures. This strengthens the case that such a designation should await the outcome of the aforementioned PfSH work as there are likely to be more appropriate locations for major development which have genuine transport choices in less congested parts of the sub-region or beyond. The PfSH work will include transport modelling work.

- 4.21 **Potential impact on the effectiveness of the Stubbington Bypass:** It is important to note that the DFLP (2017) stated in paragraph 11.46 that the Stubbington Bypass is not being provided with an intention of serving or facilitating additional new homes.
- 4.22 The DFLP recognised that this route forms part of Hampshire County Council's plan for improving access to Fareham and Gosport and seeks to ease congestion, improve safety and the area's economic prosperity by encouraging investment and regeneration, including at the Solent Enterprise Zone at Daedalus. The accompanying text in the DFLP acknowledged this will create a reliable route for traffic wishing to travel from the Gosport Peninsula westwards towards the M27 at Junction 9, in conjunction with recently completed works at St Margaret's Roundabout on the A27, and works underway to upgrade the A27 between the Titchfield Gyratory and Segensworth to two lanes in both directions. It stated that the bypass is not being provided with an intention of serving or facilitating additional new homes. GBC consider that FBC's position in the DFLP is still valid and should be maintained. There is currently no information available regarding the impact that the SGA will have on the effectiveness of the Stubbington Bypass and how development will be accessed.
- 4.23 **Air quality:** Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and therefore it would be necessary to include measures mentioned in Policy INF2 of the DFLP which promotes sustainable transport to mitigate this impact. This is likely to be difficult for allocations in the Strategic Gap of this scale with limited public transport choice.
- 4.24 **The principle of maintaining a Strategic Gap to prevent coalescence and protect the identity of settlements:** The Strategic Gap is identified in the GBLP (Policy LP3) and FBC's current Local Plan (Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.
- 4.25 The *Supplement* consultation is a significant change in the long-established position as it appears to accept large-scale development in the Strategic

Gap. This Council strongly opposes this change in approach and considers that the additional residential proposals will have a significant and detrimental impact on the current form and function of the Strategic Gap and no amount of 'careful planning' would be able to mitigate these impacts.

- 4.26 The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.
- 4.27 FBC's current Policy CS22 states that '*development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements*'. The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.
- 4.28 The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.
- 4.29 It is considered the text of Policy CS22 remains relevant in relation to the strategic gap. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC's evidence regarding the review of Strategic Gaps and states,
- 'although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*
- 4.30 The DFLP (2017) also included a policy relating to Strategic Gaps (Policy SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identified a Strategic Gap between '*Fareham/Bridgemaury and Stubbington/Lee-on-the-Solent*'. It stated, '*development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements.*' The justification text acknowledged that, '*retaining the open farmland gap*

*between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation'. It also clearly stated in Paragraph 4.39 that, 'further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemary along with maintaining the separate identify of Peel Common.'* This Council agrees that this gap should be maintained.

4.31 Allocations in the Strategic Gap would also contradict FBC's own evidence which seeks to protect the strategic gap as set out in the Fareham Landscape Assessment (2017) which incorporates a review of the Strategic Gap.

4.32 The Council's previously mentioned comments relating to the Woodcot area which includes the land covered by the proposed HA2 Newgate Lane allocation are re-iterated in Annex A of this representation. The study also includes a character area which relates to the gap between Fareham and Stubbington covered by the SGA. There is a specific section on the Review of the Strategic Gap Designation. It concludes,

*'This area is a cohesive agricultural landscape which performs multiple roles in respect of the primary and secondary purposes and functions of the Strategic Gap. Even minor encroachment beyond the existing, strong settlement boundary along the southern edge of Fareham could potentially disrupt local settlement pattern and character and have an adverse effect on the Gap functions and the overall integrity of the agricultural landscape. There may be some scope for very modest 'rounding off' of Stubbington on its northern edges, within existing parcels of land where development could be integrated without unacceptable impacts. Overall, however, it is recommended that the Gap boundaries remain tightly drawn around the existing settlement edges, with allowance for development only in exceptional circumstances where the purposes and integrity of the Gap can be maintained and significant GI and other benefits would result.'*

4.33 The Council agrees with the findings of the Study regarding the importance of the Fareham/Stubbington Gap area to be maintained. These findings also raise the question whether there may be preferable locations for very limited allocations here before the HA2 allocation is considered as the evidence on the Woodcot area concludes,

*'Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.'*

4.34 Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that these areas should remain an integral part of the Strategic Gap fulfilling their current function.

4.35 Whilst recognising that circumstances have changed in terms of the need to accommodate additional housing numbers it is considered that there is an even stronger imperative to protect these important strips of land

between settlements in the form of the Strategic Gap which certainly continue to perform the long-established planning function that both Councils have worked together to protect.

4.36 It is also recognised that the local plan process is the appropriate time to review such designations, however it is considered that the proposed changes will affect the integrity of the remaining gap by significantly reducing its width. This and other proposed residential allocations by their sheer scale will undoubtedly harm the character of the gap and will diminish the physical and visual separation of the settlements.

4.37 **Protecting the Strategic Gap to deliver multi-functional benefits for local communities:** This Council proposes that we work together with FBC bilaterally and as part of PfSH to find a long-term strategy for the strategic gaps which serve a number of existing functions that could be further diversified. These functions include:

- Strategic transport corridor for critical road infrastructure to, and from the Peninsula including the recent Newgate Lane improvements and the Stubbington Bypass.
- The Daedalus employment areas which have been designed to reflect the character of this part of the Gap
- Utilities including the Peel Common Waste Water Treatment Works
- Sustainable power - Solar farms and IFA2
- Recreational land to improve cycle and walking routes to facilitate countryside access between the communities and links with Titchfield and the Meon Valley.
- Land for environmental mitigation
  - Land required for nitrate mitigation
  - Land required to deflect recreational pressure from sensitive coastal habitats and/or create Brent Goose refuges to allow development to take place in more sustainable locations
  - Land required for biodiversity net gain
  - Land required for carbon storage
- Maintaining local food production

4.38 Therefore as part of resolving the outstanding issues, to be set out in the Statement of Common Ground, that FBC considers the option of establishing a multi-functional corridor which includes the various uses set out above. It is considered appropriate that the agreed joint long term strategy would include the whole strategic gap including areas within Gosport Borough to ensure that recreational and environmental benefits are taken together.

## 5 **The Natural Environment**

### Climate Change Policy

- 5.1 The climate change policy promotes a mitigation and adaptation to climate change through amongst other things, a development strategy that minimises the need to travel by allocating sites and generally directing development to locations with better services and facilities, or where they are capable of being improved. This Council disputes that the overly flexible approach being promoted by the five year housing land policy, which presumes in favour of out of settlement sites when there is no five year housing supply, is consistent with this Policy. Similarly the proposed SGA policy will exacerbate travel by private car. It is considered that the PfSH work on SDOAs across South Hampshire needs to consider the most sustainable locations for development first.

### Air quality policy

- 5.2 Similarly it is difficult at this stage to envisage how the proposals in the existing Strategic Gap including the HA2 allocation and the potential in Strategic Growth Area can meet the requirements of the proposed air quality policy. This states that development will be permitted if it positively contributes towards the delivery of the Council's Air Quality Action Plan by mitigating the effects of development on air quality within the Air Quality Management Areas and/or any Clean Air Zones. Given that the HA2 and any SGA sites will be largely car borne with a significant proportion of traffic using Newgate Lane it is difficult to understand how these will positively contribute to the air quality with in the AQMA at Quay Street.

## Annex A: Re-iteration of comments made to the Draft Fareham Local Plan (2017) relating to the Newgate Lane South allocation

- That this Council maintains its objection in full to the proposed residential allocation at Newgate Lane (referred to in the previous Draft Fareham Local Plan (DFLP) (2017) as HA2) for the reasons set out below:
  - The proposal would physically and visually diminish the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington;
  - The proposal will negate the benefits provided by the recent improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
  - The proposal will significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would lead to a significant increase of traffic on residential roads;
  - The proposal, as previously described in the DFLP is very car dependent with no provision for public transport. This would exacerbate the number of trips using Newgate Lane;
  - There is insufficient information on supporting infrastructure required including education, medical and community facilities.

Further details are set out below:

- Strategic Gap*
- A1 In order to accommodate the Newgate Lane residential allocation the DFLP proposes to amend the Strategic Gap between '*Fareham/Bridgemarky and Stubbington/Lee-on-the-Solent*', which is identified in the GBLP (Policy LP3) and FBC's current Local Plan (Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.
- A2 The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.
- A3 FBC's current Policy CS22 states that '*development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements*'. The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.

A4 The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.

A5 It is considered that this remains relevant in the case of the Newgate Lane area. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC's evidence regarding the review of Strategic Gaps and states,

*'although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*

A6 The latest DFLP also includes a policy relating to Strategic Gaps (Policy SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identifies a Strategic Gap between 'Fareham/Bridgemarky and Stubbington/Lee-on-the-Solent'. It states, 'development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements'. The justification text acknowledges that, 'retaining the open farmland gap between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation'. It also clearly states in Paragraph 4.39 that, 'further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemarky along with maintaining the separate identify of Peel Common.' This therefore appears to contradict the removal of the Newgate Lane area from the Strategic Gap.

A7 The proposed removal of this land from the Strategic Gap also appears to be at odds with FBC's own supporting evidence. The Fareham Landscape Assessment (2017) incorporates a review of the Strategic Gap designation including the 'Woodcot area' which includes the land covered by the proposed Newgate Lane allocation. It concludes,

*'This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.'*

A8 Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that the Woodcot area should remain an integral part of the Strategic Gap.

A9 Whilst it is recognised that the local plan process is the appropriate time to review such designations it is considered that the proposed change at Newgate Lane will affect the integrity of the remaining gap by significantly reducing its width. The residential proposal by its sheer scale will undoubtedly harm the integrity of the gap and will diminish the physical and visual separation of the settlements.

*Transport and accessibility*

A10 The Council also objects to the proposed allocation due to the potential negative impacts on the new Newgate Lane route. The new route was designed to achieve the following:

- improving access to the Peninsula including the Solent Enterprise Zone at Daedalus;
- increasing capacity and easing existing congestion on the route;
- creating fewer interruptions to traffic flow caused by turning traffic, or on-road cyclists;
- improving the alignment for safety reasons.

A11 These objectives would be undermined by the proposed development. It was not intended that the improvements would facilitate new housing development.

A12 The DFLP is accompanied by an Interim Transport Assessment for the DFLP allocations (Oct 2017) which recognises that the current Volume over Capacity (v/c) exceed 100% in the PM peak on Newgate Lane and is approaching available practical capacity in the AM peak resulting in significant congestion. Consequently it is already recognised that traffic exceeds the available capacity on this strategic route. Table 3 summarises information from this document which highlights that this situation is predicted to worsen over the period to 2036 and consequently the report recognises that Newgate Lane will experience ‘*more noticeable increases in traffic flow.*’

**Table 3: Road capacity on Newgate Lane**

	Volume over Capacity (v/c) on Newgate Lane		
	2015	2036 Baseline: Existing adopted local plan commitments (S Hants) with planned transport improvements*1	2036 Baseline plus DFLP allocations*2
AM	83%	98%	100%
PM	102%	106%	107%

\*1 including Stubbington Bypass and Newgate Lane improvements  
 \*2 this does not include any potential growth in Gosport Borough arising from the Gosport Borough Local Plan Review

A13 At the present time this allocation has not been assessed by the Local

Highway Authority to determine the implications on the highway capacity of Newgate Lane and no modelling work has been assessed to consider the trip generation from this level of development, either in terms of numbers of additional vehicles or their likely distribution on the highway network or highway safety. Therefore the Council has no option but to object to the proposed allocation in the DFLP on this issue at this stage. Gosport Borough Council is very concerned that the proposed allocation will have a detrimental impact on the existing significant congestion problems on the Gosport Peninsula and detract from recent and proposed improvements that aim to improve traffic flow to, and from, the Peninsula. This is critical for the future economic prosperity of the Borough including achieving the full potential of the Enterprise Zone.

- A14 The north-south movements along Newgate Lane should not be hindered by any proposed new access arrangements for the proposed allocation and the Council objects to any proposals which will significantly hinder this flow. A new access off the proposed roundabout will introduce an interruption to traffic flow, particularly as it is envisaged to serve the whole development and that by its location and limited transport choice the proposed allocation would be very car-dependent. Indeed the supporting FBC Sustainability Appraisal concedes that the *'majority of sites [in the DFLP] are sustainably located which will improve accessibility and encourage travel by sustainable modes, although the urban fringe sites at Funtley Road and Newgate Lane South are less sustainably located.'*
- A15 Due to the lack of detailed available information it is not known what the likely impacts will be on the links and junctions further north e.g. the northern section of Newgate Lane, the Longfield Avenue roundabout, the northern section of the A32 and the Quay Street roundabouts and beyond to the M27 Junction 11. Additionally, vehicles travelling south from the site will also reduce the capacity of the recently improved Peel Common Roundabout, which may also have significant implications for traffic queuing on Rowner Road.
- A16 Given that the proposed allocation may well negate the benefits gained by the Newgate Lane road improvements it will also be necessary to consider whether this site together with other potential residential developments on the south side of Fareham could cumulatively have a detrimental impact on the function and objectives of the Stubbington Bypass. It is important to note that the DFLP states in paragraph 11.46 that the Stubbington Bypass is not being provided with an intention of serving or facilitating additional new homes. FBC is therefore not being consistent in its policy approach between the Stubbington Bypass and the Newgate Lane improvements.
- A17 The Newgate Lane allocation policy (HA2) includes a criterion that makes provision for off-site highway improvements and mitigation works, however, this Council requires further details of such measures, and questions whether the principle of any proposal at this site would be able to satisfactorily mitigate these impacts.
- A18 The Council is also concerned that the proposed allocation would not meet the requirements of the DFLP sustainable transport policy (Policy INF2). Amongst other things, this policy aims to ensure that development:

- does not demonstrate a severe cumulative impact (causing demonstrable harm) on the operation, safety or accessibility to the local or strategic highway networks; and
- mitigates impacts on the local or strategic highway networks arising from the development itself, or the cumulative effects of development on the network, through provision of improvements or enhancements to the existing network to accommodate additional traffic; or contributions towards necessary or relevant transport improvements.

A19 In the light of the above policy it is considered that the proposed allocation may not be able to provide any meaningful improvements to satisfy these requirements given the current and ongoing access issues to and from the Gosport Peninsula.

A20 The DFLP originally proposed two other vehicular accesses (in addition to Newgate Lane) which link the potential new allocation to the existing residential communities in Gosport. This includes Brookers Lane as a secondary access for a limited number of dwellings.

A21 The other proposed access off Tukes Avenue has now been withdrawn following a recently issued addendum by FBC which reads, *'The site promoter has advised Fareham Borough Council that the potential access identified via the demolition of two houses on Tukes Avenue (165 and 167) is a factual error. The site promoter has confirmed that potential vehicle access via these properties is not being pursued'*

A22 Notwithstanding that the residents of these and adjacent properties were most unfortunately not previously notified of these proposals, it is not clear from this statement whether the site promoter will be seeking an alternative access on the eastern boundary. It is considered that any such access points from housing areas within Gosport, will add to traffic on the local highway network within Gosport, which again has not yet been quantified in terms of number/distribution and junction/link capacity. The nature and scale of these access points will have a direct impact on their use/attractiveness, particularly if through routes are created. The creation of such accesses may create rat-runs through the existing residential areas within Gosport, due to perceived journey time savings compared with joining Rowner Road/Peel Common Roundabout. This could be exacerbated with the development of the Stubbington Bypass.

A23 Despite the addendum significant concerns remain regarding any proposed access onto Tukes Avenue. These include:

- The amenities of neighbouring residents as an access road will serve a considerable number of dwellings;
- The capacity of Tukes Avenue and adjoining roads to take the additional traffic; and
- The proximity to facilities such as Woodcot Primary School and the impact on pedestrian safety.

A24 There is no mention of improving public transport with regard to the proposed allocation. This needs further consideration to reduce the site's car dependency which would add further pressure on Newgate Lane. This will also have a detrimental impact on the existing Air Quality Management

Areas within Fareham. It will be necessary to explore strategic transport options such as the potential for a new bus rapid transit link which could connect Lee-on-the-Solent, Daedalus, Newgate Lane, and the Busway through to Fareham.

A25 Cycle and pedestrian links to the adjacent Bridgemary and Peel Common are identified in Policy HA2.

*Residential amenities and design*

A26 Any development of this scale on greenfield land will create significant concerns from existing residents particularly in areas immediately adjoining the site. It will be critical that their amenities are not harmed by any future proposals on this site and this should be reflected in Policy HA2.

*School provision*

A27 Provision is included in the policy to ensure improvements to local schools and early-years childcare (as identified by the Local Education Authority). However, there is insufficient detail of how local school places could be affected by the proposals. It will be necessary to understand the impact of the new housing development on local schools as any development on this site is likely to include a high proportion of households with children.

*Community facilities*

A28 It will also be important to understand whether any new development at Newgate Lane can be sufficiently supported by other community facilities in the area including health facilities (such as GPs) and community hall provision and whether it is necessary to provide new community facilities as part of the development. Consequently without such information such proposals cannot be supported.

A29 Policy CF1 of the DFLP recognises the need for community facilities as part of large residential developments and that these should be delivered to prescribed timescales to meet the needs of the community. The DFLP specifically mentions Bridgemary School as the primary location for community facilities (sport pitches, courts, hall and stage, and various meeting and conference rooms for hire). It states that these facilities are generally less than 1km from within the allocation and that it is not considered necessary for additional space to be provided with the allocation.

A30 Policy LP32 of the GBLP requires the consideration of community facilities for new residential developments (normally for sites of 100 dwellings or more). It is therefore considered appropriate for FBC to further assess the community requirements of a development of this scale and include such provision within Policy HA2.

*Open space*

- A31 The proposals as set out in Policy HA2 include a number of open space requirements including:
- Neighbourhood Equipped Area of Play (NEAP) and a Multi-Use Games Area for older children on-site;
  - Improvements to existing off-site sports facilities at Brookers Field and Tukes Avenue which are GBC-owned facilities.
  - The potential to take a financial contribution to improve sports pitch provision and associated facilities at Tukes Avenue Open Space and/or Brookers Field Recreation Ground.

- A32 It will be necessary to ensure such provision meets the requirements of any new community without affecting that enjoyed by existing residents.

*Air quality*

- A33 Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and therefore it would be necessary to include measures mentioned in Policy INF2 specifically to mitigate this impact for this development allocation. This may be difficult for a development of this scale with limited public transport choice. The issue of air quality is highlighted in the Interim Traffic Assessment which notes that in January 2017, Fareham and Gosport Environmental Health Partnership issued the Annual Status Report 2016, which concluded that both the existing AQMAs need to be extended as locations outside of the AQMAs had exceeded the annual mean NO<sub>2</sub> objective for Fareham. The AQMA extensions were agreed in October 2017.

*Drainage*

- A34 The area includes a number of drainage ditches which are part of the River Alver catchment. The development allocation proposes to retain and enhance these drainage ditches as part of a Sustainable Drainage System (SuDS). It will be important to understand the impact of any development on potential for surface water flooding in the vicinity and the water quality of the River Alver.

*Natural environment*

- A35 The proposal aims to retain existing field and tree boundaries and to incorporate street trees and verges to reflect the character of Bridgemary.

END



**GOSPORT**  
Borough Council

Ms Claire Burnett  
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*Please ask for:*

Jayson Grygiel

*Direct dial:*



8<sup>th</sup> December 2017

By e-mail

Dear Ms Burnett

### **Draft Fareham Borough Local Plan 2036**

Following Gosport Borough Council's consideration of the Draft Fareham Borough Local Plan 2036 (DFLP) at its Regulatory Board of 6<sup>th</sup> December 2017 the Council would like to make the following representations.

#### **Summary of comments**

- This Council considers that Fareham Borough Council (FBC) has not fully met its responsibility under the duty to cooperate as the Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.
- That in the light of the requirements of the PUSH Spatial Position Statement and the Government's potential new standard methodology for calculating housing requirements, FBC consider whether there is the potential for any additional housing sites which are suitable, available and achievable (Policy H1 and Policy DA1).
- That FBC considers whether there is any potential to increase the affordable housing requirement from 30% (Policy H2).
- That this Council strongly objects to the proposed residential allocation at Newgate Lane for the reasons set out later in this submission (Policy HA2) and summarised below:
  - The proposal would physically and visually diminish the long-established Strategic Gap between Gosport/Fareham and Lee-on-the-Solent/Stubbington;
  - The proposal has the potential to negate the benefits being provided by the new improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the

local economy including accessibility to the Solent Enterprise Zone at Daedalus;

- The proposal has the potential to significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would potentially lead to a significant increase of traffic on residential roads;
  - The proposal, as described, is very car dependent with no provision for public transport. This would exacerbate the amount of trips using Newgate Lane;
  - Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and this may be difficult to mitigate given the scale of the allocation and limited public transport choice;
  - There is insufficient information on supporting infrastructure required including education, medical and community facilities;
  - There is no provision in the policy to protect the amenities of existing residents in the vicinity.
- That this Council supports the additional employment allocation at Daedalus (Policy SP3) with further comments highlighted later in this submission.
  - That this Council supports the following policies:
    - Policy E5: Boatyards which aims to protect important marine sites for employment purposes;
    - Policy INF2: Sustainable Transport which aims to ensure the accessibility of existing highways networks are not harmed and provision is made for public transport and active travel;
    - Policy INF3: Road Network Improvements which safeguards the route of the Stubbington Bypass;
    - Policy D4: Coordination of Development and Piecemeal Proposals which aims to ensure a coordinated approach to development.

These matters and a number of other comments are further detailed in the following sections and are based on the Council's Regulatory Board Report and its subsequent resolution.

### **Duty to Cooperate**

Local authorities are expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination.

The national Planning Practice Guidance (PPG) states that local planning authorities and other public bodies need to work together from the outset at the plan scoping and evidence gathering stages before options for the planning strategy are identified. This will help to identify and assess the implications of any strategic cross boundary

issues on which they need to work together and maximise the effectiveness of Local Plans.

This Council is particularly concerned regarding the impacts of the proposed residential allocation of Newgate Lane on residents and businesses of Gosport Borough (as detailed later in this submission). The Council considers that FBC have not had any meaningful engagement with Gosport Borough Council (nor Hampshire County Council, as the highway authority) on the proposed allocation, particularly regarding key cross boundary matters such as the designation of the Strategic Gap, and key infrastructure issues including transport, education and health.

With regard to the duty to cooperate the PPG states that planning for infrastructure is a critical element of strategic planning. The National Planning Policy Framework (NPPF) (paragraph 162) makes clear that local planning authorities should work with other local planning authorities and providers to assess the quality and capacity of a range of infrastructure types. This will ensure that key infrastructure such as transport, telecommunications, energy, water, health, social care and education, is properly planned. Planning for infrastructure is therefore a key requirement of the effectiveness element of the test of Local Plan soundness, which requires plans to be deliverable and based on effective joint working on cross boundary strategic priorities.

**Housing requirements**

The DFLP makes it clear that providing new homes to address housing need is a critical part of any Local Plan and a key requirement of the NPPF. Its development strategy aims to use previously developed land where available and greenfield land around the edges of existing urban areas in order to meet remaining housing needs but otherwise it states that it aims to strictly control development outside urban areas.

The DFLP makes provision for 11,300 dwellings over the period 2011-2036 (452 dwellings per annum). This figure has been informed by the PUSH Strategic Housing Market Assessment (SHMA Jan 2014) with an Objectively Assessed Housing Need (OAHN) Update published in April 2016. Subsequently the PUSH authorities considered the potential distribution of most of the housing requirement to 2034 and included this in the PUSH Spatial Position Statement (H1) (June 2016).

The various requirements of the OAHN, the PUSH Spatial Position Statement and the dwelling figures included in the DFLP are summarised in the table below:

**Table 1: FLP Dwelling Target in comparison with OAHN and PUSH Spatial Position figure**

	Timeframe	Borough total	Annualised
PUSH SHMA and Objectively Assessed Housing Needs (OAHN) (April 2016)	2011-2036 (25 yrs)	10,500	420
PUSH Spatial Position Statement	2011-2034 (23 yrs)	10,460	455 <sup>1</sup>
Fareham Local Plan 2036	2011-2036	11,300	455 (2011-2034) 420 (2034-2036)

It is therefore recognised that the DFLP meets the April 2016 OAHN requirements

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<sup>1</sup> Rounded

over the period to 2036 by over 7%. It also noted that the sources of housing supply identified in Table 2 below, is currently higher than the DFLP requirement of 11,300.

**Table 2: Sources of supply**

Housing supply source	Number of dwellings
Housing completions (2011/12-2016/17)	1,859
Planning permissions	1,136
Windfall	1,320
Welborne (up to 2036)	3,840
Fareham Town Centre housing allocations	577
New Housing allocations	2,827
<b>Total</b>	<b>11,559</b>

It is important to recognise that the PUSH Planning Position Statement (paragraph 5.30) identifies that across the mainland PUSH area there is a shortfall of 6,300 dwellings (or 6.5%) to 2034 and when the Portsmouth housing market area (HMA) is considered separately there is a 4,180 dwellings shortfall (or 9%). Fareham Borough is located with the Portsmouth and Southampton HMA's and the inter-relationship between the two areas is recognised.

The PUSH Position Statement states that, *"Local authorities should actively seek opportunities to identify additional potential for housing provision to address the shortfall against the objectively assessed need through the local plan process" (H1)*. It adds that, *"any such potential opportunities will be tested against the principles of sustainable development set out in the National Planning Policy Framework and this Position Statement."*

The proposed dwelling figure in the DFLP in effect reduces the overall shortfall of the PUSH mainland requirement by 800 dwellings<sup>2</sup>. A significant question is whether there is sufficient capacity in the remaining parts of the Portsmouth HMA (Gosport, Havant, Portsmouth, Winchester (part) and East Hampshire (part)) to meet the remainder of this shortfall; if this cannot be demonstrated and if Fareham are unable to adequately justify why sites have or have not been allocated the Fareham Plan may be deemed to be unsound.

It is also important to recognise that the Government has recently consulted on a standard methodology to calculate housing need in a document entitled '*Planning for the right homes in the right places*'. Plans submitted to the Secretary of State after 31<sup>st</sup> March 2018 will need to use the new standard methodology. FBC are proposing to submit their plan in Autumn 2018. The latest calculated need figure included with the Government's consultation document highlights a figure of 531 per annum for Fareham Borough compared to the current figure for Fareham (420 per annum). This would result in an allocation requirement of 13,275 dwellings as opposed to 11,300 dwellings during a 25 year period.

The new methodology also requires a '*Statement of Common Ground*' to be produced between neighbouring local planning authorities which would form part of the statutory duty to cooperate. On this basis the PUSH authorities need to continue

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<sup>2</sup> Based on the following calculation  
 The OAHN figure for Fareham Borough between 2011-2036 is **10,500** (Table 1 of the PUSH Spatial Position Statement)  
 The DFLP proposes **11,300** dwellings. 11,300- 10,500=**800**

to work collaboratively to meet the housing market shortfall and FBC needs to be satisfied (and be able to satisfy the Inspector) that it has explored all other opportunities which are suitable, available and achievable, and can be tested favourably against the relevant sustainability principles set out in the NPPF.

### **Affordable Housing**

Policy H2 of the DFLP relates to affordable housing which requires that on sites of 11 or more (or residential proposals with a total floorspace exceeding 1,000m<sup>2</sup>) proposals shall provide 30% of dwellings as affordable housing or 20% within the Fareham town centre boundary. This is based on a viability assessment. This would include the requirement that 10% of the overall dwellings on site would be an affordable home ownership product.

The Gosport Borough Local Plan 2011-2029 (GBLP) requires 40% affordable housing on sites of 10 or more. The affordability of dwellings in Fareham Borough is an issue. For example, the ratio of median house price to median gross annual workplace earnings is 9.22 in Fareham compared to 7.01 in Gosport. In the light of this and the fact that Gosport Borough has been able to achieve 40% affordable housing on numerous sites, FBC may wish to consider seeking a higher proportion of affordable housing. This may require re-examination of the assumptions made as part of their housing viability work. If there are viability issues these can be addressed as part of the provisions of the policy which outlines an open book approach with a third party assessment of development viability.

### **Newgate Lane Housing Allocation**

In order to meet its housing requirement the DFLP identifies a number of housing allocations across the Plan area. Of particular relevance to Gosport Borough is the allocation of land at Newgate Lane for between 370 and 475 dwellings (Policy HA2).

It is acknowledged that FBC needs to find sufficient land to meet its housing requirements and that dwellings at this site would also assist in meeting the needs of people living in Gosport. However, there are a number of significant issues raised by this allocation, which are outlined below, and which it will be necessary for FBC to fully consider.

#### *Strategic Gap*

In order to accommodate the Newgate Lane residential allocation the DFLP proposes to amend the Strategic Gap between 'Fareham/Bridgemarky and Stubbington/Lee-on-the-Solent', which is identified in the GBLP (Policy LP3) and FBC's current Local Plan (Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.

The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.

FBC's current Policy CS22 states that '*development proposals will not be permitted*

*either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements’.* The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.

The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.

It is considered that this remains relevant in the case of the Newgate Lane area. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC’s evidence regarding the review of Strategic Gaps and states,

*‘although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council’s approach is sound.’*

The latest DFLP also includes a policy relating to Strategic Gaps (Policy SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identifies a Strategic Gap between *‘Fareham/Bridgemyr and Stubbington/Lee-on-the-Solent’*. It states, *‘development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements’*. The justification text acknowledges that, *‘retaining the open farmland gap between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation’*. It also clearly states in Paragraph 4.39 that, *‘further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemyr along with maintaining the separate identity of Peel Common.’* This therefore appears to contradict the removal of the Newgate Lane area from the Strategic Gap.

The proposed removal of this land from the Strategic Gap also appears to be at odds with FBC’s own supporting evidence. The Fareham Landscape Assessment (2017) incorporates a review of the Strategic Gap designation including the ‘Woodcot area’ which includes the land covered by the proposed Newgate Lane allocation. It concludes,

*‘This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.’*

Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that the Woodcot area should remain an integral part of the Strategic Gap.

Whilst it is recognised that the local plan process is the appropriate time to review such designations it is considered that the proposed change at Newgate Lane will affect the integrity of the remaining gap by significantly reducing its width. The residential proposal by its sheer scale will undoubtedly harm the integrity of the gap and will diminish the physical and visual separation of the settlements.

*Transport and accessibility*

The Council also objects to the proposed allocation due to the potential negative impacts on the new Newgate Lane route. The new route was designed to achieve the following:

- improving access to the Peninsula including the Solent Enterprise Zone at Daedalus;
- increasing capacity and easing existing congestion on the route;
- creating fewer interruptions to traffic flow caused by turning traffic, or on-road cyclists;
- improving the alignment for safety reasons.

These objectives would be undermined by the proposed development. It was not intended that the improvements would facilitate new housing development.

The DFLP is accompanied by an Interim Transport Assessment for the DFLP allocations (Oct 2017) which recognises that the current Volume over Capacity (v/c) exceed 100% in the PM peak on Newgate Lane and is approaching available practical capacity in the AM peak resulting in significant congestion. Consequently it is already recognised that traffic exceeds the available capacity on this strategic route. Table 3 summarises information from this document which highlights that this situation is predicted to worsen over the period to 2036 and consequently the report recognises that Newgate Lane will experience ‘more noticeable increases in traffic flow.’

**Table 3: Road capacity on Newgate Lane**

	Volume over Capacity (v/c) on Newgate Lane		
	2015	2036 Baseline: Existing adopted local plan commitments (S Hants) with planned transport improvements*1	2036 Baseline plus DFLP allocations*2
AM	83%	98%	100%
PM	102%	106%	107%

\*1 including Stubbington Bypass and Newgate Lane improvements  
 \*2 this does not include any potential growth in Gosport Borough arising from the Gosport Borough Local Plan Review

At the present time this allocation has not been assessed by the Local Highway Authority to determine the implications on the highway capacity of Newgate Lane and no modelling work has been assessed to consider the trip generation from this level

of development, either in terms of numbers of additional vehicles or their likely distribution on the highway network or highway safety. Therefore the Council has no option but to object to the proposed allocation in the DFLP on this issue at this stage. Gosport Borough Council is very concerned that the proposed allocation will have a detrimental impact on the existing significant congestion problems on the Gosport Peninsula and detract from recent and proposed improvements that aim to improve traffic flow to, and from, the Peninsula. This is critical for the future economic prosperity of the Borough including achieving the full potential of the Enterprise Zone.

The north-south movements along Newgate Lane should not be hindered by any proposed new access arrangements for the proposed allocation and the Council objects to any proposals which will significantly hinder this flow. A new access off the proposed roundabout will introduce an interruption to traffic flow, particularly as it is envisaged to serve the whole development and that by its location and limited transport choice the proposed allocation would be very car-dependent. Indeed the supporting FBC Sustainability Appraisal concedes that the '*majority of sites [in the DFLP] are sustainably located which will improve accessibility and encourage travel by sustainable modes, although the urban fringe sites at Funtley Road and Newgate Lane South are less sustainably located.*'

Due to the lack of detailed available information it is not known what the likely impacts will be on the links and junctions further north e.g. the northern section of Newgate Lane, the Longfield Avenue roundabout, the northern section of the A32 and the Quay Street roundabouts and beyond to the M27 Junction 11. Additionally, vehicles travelling south from the site will also reduce the capacity of the recently improved Peel Common Roundabout, which may also have significant implications for traffic queuing on Rowner Road.

Given that the proposed allocation may well negate the benefits gained by the Newgate Lane road improvements it will also be necessary to consider whether this site together with other potential residential developments on the south side of Fareham could cumulatively have a detrimental impact on the function and objectives of the Stubbington Bypass. It is important to note that the DFLP states in paragraph 11.46 that the Stubbington Bypass is not being provided with an intention of serving or facilitating additional new homes. FBC is therefore not being consistent in its policy approach between the Stubbington Bypass and the Newgate Lane improvements.

The Newgate Lane allocation policy (HA2) includes a criterion that makes provision for off-site highway improvements and mitigation works, however, this Council requires further details of such measures, and questions whether the principle of any proposal at this site would be able to satisfactorily mitigate these impacts.

The Council is also concerned that the proposed allocation would not meet the requirements of the DFLP sustainable transport policy (Policy INF2). Amongst other things, this policy aims to ensure that development:

- does not demonstrate a severe cumulative impact (causing demonstrable harm) on the operation, safety or accessibility to the local or strategic highway networks; and
- mitigates impacts on the local or strategic highway networks arising from the development itself, or the cumulative effects of development on the network, through provision of improvements or enhancements to the existing network to accommodate additional traffic; or contributions towards necessary or relevant transport improvements.

In the light of the above policy it is considered that the proposed allocation may not be able to provide any meaningful improvements to satisfy these requirements given the current and ongoing access issues to and from the Gosport Peninsula.

The DFLP originally proposed two other vehicular accesses (in addition to Newgate Lane) which link the potential new allocation to the existing residential communities in Gosport. This includes Brookers Lane as a secondary access for a limited number of dwellings.

The other proposed access off Tukes Avenue has now been withdrawn following a recently issued addendum by FBC which reads, *'The site promoter has advised Fareham Borough Council that the potential access identified via the demolition of two houses on Tukes Avenue (165 and 167) is a factual error. The site promoter has confirmed that potential vehicle access via these properties is not being pursued'*

Notwithstanding that the residents of these and adjacent properties were most unfortunately not previously notified of these proposals, it is not clear from this statement whether the site promoter will be seeking an alternative access on the eastern boundary. It is considered that any such access points from housing areas within Gosport, will add to traffic on the local highway network within Gosport, which again has not yet been quantified in terms of number/distribution and junction/link capacity. The nature and scale of these access points will have a direct impact on their use/attractiveness, particularly if through routes are created. The creation of such accesses may create rat-runs through the existing residential areas within Gosport, due to perceived journey time savings compared with joining Rowner Road/Peel Common Roundabout. This could be exacerbated with the development of the Stubbington Bypass.

Despite the addendum significant concerns remain regarding any proposed access onto Tukes Avenue. These include:

- The amenities of neighbouring residents as an access road will serve a considerable number of dwellings;
- The capacity of Tukes Avenue and adjoining roads to take the additional traffic; and
- The proximity to facilities such as Woodcot Primary School and the impact on pedestrian safety.

There is no mention of improving public transport with regard to the proposed allocation. This needs further consideration to reduce the site's car dependency which would add further pressure on Newgate Lane. This will also have a detrimental impact on the existing Air Quality Management Areas within Fareham. It will be necessary to explore strategic transport options such as the potential for a new bus rapid transit link which could connect Lee-on-the-Solent, Daedalus, Newgate Lane, and the Busway through to Fareham.

Cycle and pedestrian links to the adjacent Bridgemaury and Peel Common are identified in Policy HA2.

#### *Residential amenities and design*

Any development of this scale on greenfield land will create significant concerns from existing residents particularly in areas immediately adjoining the site. It will be critical that their amenities are not harmed by any future proposals on this site and this

should be reflected in Policy HA2.

### *School provision*

Provision is included in the policy to ensure improvements to local schools and early-years childcare (as identified by the Local Education Authority). However, there is insufficient detail of how local school places could be affected by the proposals. It will be necessary to understand the impact of the new housing development on local schools as any development on this site is likely to include a high proportion of households with children.

### *Community facilities*

It will also be important to understand whether any new development at Newgate Lane can be sufficiently supported by other community facilities in the area including health facilities (such as GPs) and community hall provision and whether it is necessary to provide new community facilities as part of the development. Consequently without such information such proposals cannot be supported.

Policy CF1 of the DFLP recognises the need for community facilities as part of large residential developments and that these should be delivered to prescribed timescales to meet the needs of the community. The DFLP specifically mentions Bridgemary School as the primary location for community facilities (sport pitches, courts, hall and stage, and various meeting and conference rooms for hire). It states that these facilities are generally less than 1km from within the allocation and that it is not considered necessary for additional space to be provided with the allocation.

Policy LP32 of the GBLP requires the consideration of community facilities for new residential developments (normally for sites of 100 dwellings or more). It is therefore considered appropriate for FBC to further assess the community requirements of a development of this scale and include such provision within Policy HA2.

### *Open space*

The proposals as set out in Policy HA2 include a number of open space requirements including:

- Neighbourhood Equipped Area of Play (NEAP) and a Multi-Use Games Area for older children on-site;
- Improvements to existing off-site sports facilities at Brookers Field and Tukes Avenue which are GBC-owned facilities.
- The potential to take a financial contribution to improve sports pitch provision and associated facilities at Tukes Avenue Open Space and/or Brookers Field Recreation Ground.

It will be necessary to ensure such provision meets the requirements of any new community without affecting that enjoyed by existing residents.

### *Air quality*

Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and therefore it would be necessary to include measures mentioned in Policy INF2 specifically to mitigate this impact for this development allocation. This may be difficult for a development of this scale with limited public transport choice. The issue of air quality is highlighted in the Interim Traffic Assessment which notes that in January 2017, Fareham and Gosport Environmental Health Partnership issued the Annual Status Report 2016, which concluded that both the existing AQMAs need to

be extended as locations outside of the AQMAs had exceeded the annual mean NO2 objective for Fareham. The AQMA extensions were agreed in October 2017.

### *Drainage*

The area includes a number of drainage ditches which are part of the River Alver catchment. The development allocation proposes to retain and enhance these drainage ditches as part of a Sustainable Drainage System (SuDS). It will be important to understand the impact of any development on potential for surface water flooding in the vicinity and the water quality of the River Alver.

### *Natural environment*

It is recognised that the proposal aims to retain existing field and tree boundaries and to incorporate street trees and verges to reflect the character of Bridgemary.

## **Employment policies**

### *Employment floorspace requirements*

The Draft Plan is proposing 130,000m<sup>2</sup> of new employment floorspace for the whole of Fareham Borough (Policy E1) which is based on the figure included in the PUSH Spatial Position Statement with the additional two years included on a pro-rata basis (and then rounded to nearest '000 m<sup>2</sup>).

### *Daedalus*

Of particular interest to Gosport Borough is the proposed extension to the employment allocation at Daedalus (Policy SP3) which will result in an additional 48,000 m<sup>2</sup> of employment floorspace with a total of 98,000m<sup>2</sup> of light industrial, general industrial and warehousing floorspace (B1c, B2 and B8 uses) with ancillary office accommodation (B1a) plus 4,000sq.m of retained floorspace. This extended area includes the 2<sup>nd</sup> runway on the Daedalus East part of the site.

The Policy makes provision for:

- an employment hub that contributes positively to the creation of aviation, non-aviation and skills/innovation employment clusters;
- ancillary service infrastructure and facilities to support the Solent Airport, and Faraday and Swordfish Business Parks;
- broad aviation uses which support the long term sustainability of the airfield;
- strategically important energy and communications infrastructure;
- skilled jobs that take advantage of and develop local skills; and
- accessible public open space and enhancements to the strategic green infrastructure network.

In principle, this additional area allocated for employment is strongly supported as it will bring additional jobs and investment to the Peninsula which will be accessible to Gosport residents and reduce out-commuting on the A32.

However, it is important to raise a number of concerns with FBC which are set out below.

- No mention is made of the Daedalus Waterfront area and the cross boundary issues. The Council consider that the policy and justification text needs to recognise the full context of the site and that part of the Daedalus site is within Gosport Borough. It is important to recognise the opportunities of the Waterfront and how these contribute to the success of the whole site. It will

also be important to consider issues across the boundary including those relating to the provision of infrastructure in order not to prejudice delivery of the Waterfront.

- It is important that the proposed additional employment allocation set out in Policy SP3, which is over and above that set out in the original Outline Planning Permission, is subject to additional evidence with regard to issues such as transport movements. This is necessary in order not to prejudice development on those parts of the site that already have Outline permission. These areas may come forward at a later date than the proposed allocation due to issues relating to contamination and the presence of important heritage assets that may affect the overall viability and speed of delivery.

The Strategic Gap covering Daedalus including the Airport and the extended employment allocation will remain in order to prevent coalescence of the Stubbington/Lee-on-the Solent with Fareham/Gosport. It is proposed that the additional development at Daedalus will be perceived as an 'isolated' campus style commercial development within the airfield site which has a separate identity rather than an extension of the surrounding urban area. There needs to be a specific criterion in Policy SP3 regarding this issue to ensure that the appearance and function of the Strategic Gap is sufficiently protected with more detailed guidance as part of the justification text.

#### *Marine economy*

The other main employment policy of particular relevance to the Gosport economy is Policy E5 which relates to boatyards. This policy aims to protect marine-related employment uses. This policy is supported as the availability of waterfront sites around the Solent is limited and the marine businesses they support contribute to one of the key sectors of the sub-regional economy.

#### **Transport**

The DFLP safeguards the land required for the Stubbington Bypass and associated junctions (Policy INF3). It recognises that this route forms part of Hampshire County Council's plan for improving access to Fareham and Gosport and seeks to ease congestion, improve safety and the area's economic prosperity by encouraging investment and regeneration, including at the Solent Enterprise Zone at Daedalus. The accompanying text acknowledges this will create a reliable route for traffic wishing to travel from the Gosport Peninsula westwards towards the M27 at Junction 9, in conjunction with recently completed works at St Margaret's Roundabout on the A27, and works underway to upgrade the A27 between the Titchfield Gyratory and Segensworth to two lanes in both directions. It states that the bypass is not being provided with an intention of serving or facilitating additional new homes. The safeguarding of the Stubbington Bypass route is supported.

There also appears to be a proposed improvement on the DFLP Policies Map at the Delme Roundabout (A27) but this is not mentioned in the Plan itself. Therefore clarification is sought on this proposal.

The DFLP also aims to encourage sustainable and active travel modes (Policy INF2) which is supported. This issue has become particularly important for FBC due to the requirements associated with the Air Quality Management Areas (AQMAs) associated with the northern end of Newgate Lane and Gosport Road, and Portland Street.

Consequently development will be required to support the use of alternative vehicle types and fuels such as the installation of Electric Vehicle charging equipment in residential properties and communal parking area.

## **Other policies**

### *Retail*

The Fareham Local Plan does not allocate any addition retail floorspace as it acknowledges that its Town Centre has seen a significant increase in vacant retail floorspace from 5,345 m<sup>2</sup> to 10,234m<sup>2</sup> between 2016 and 2017 (representing an increased vacancy rate from 6% to 11%). Its evidence suggests there will be a requirement beyond 2026 but it has been decided to consider this when the Plan is next reviewed, recognising that the Government is proposing a requirement to review Local Plans every five years.<sup>3</sup>

Proposals relating to out-of-town shopping areas such as Speedfields Park (Newgate Lane) will be subject to Policy R4 which requires an impact assessment in accordance with the NPPF for proposals of 500sq.m or over (both new units or extensions) in order to demonstrate that there is no significant adverse effect on the vitality and viability of existing or proposed centres. This approach is supported.

### *Community Facilities and Open Space*

It is noted that the Plan includes a number of policies relating to community facilities and open space which seek to retain and improve existing facilities.

### *Natural Environment*

The Plan includes a series of policies relating to biodiversity including commitment to the Solent Recreation Mitigation Partnership, of which GBC is also a partner. It also includes provision relating to coastal flood risk management including the provisions of the River Hamble to Portchester Coastal Strategy prepared by the East Solent Coastal Partnership.

### *Design*

The Plan includes a number of design and heritage policies which aim to protect the local distinctiveness of the landscape and built environment, and create a sense of place.

Policy D4 aims to coordinate development and states where proposals come forward that are part of a wider development site, supporting information will be expected to demonstrate that the proposal will not prejudice the development of the adjoining site and that the proposal maximises place-making opportunities. It adds that development proposals will not be permitted that: prevent or limit the potential for developing an adjoining site; or which do not maximise connectivity and permeability opportunities; or address mitigation needs relating to the wider development potential.

The aims of Policy D4 are supported and may be applicable with regard to the development of sites such as Daedalus.

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<sup>3</sup> As proposed in the Government's Housing White Paper - Fixing our broken housing market (Feb 2017)

**Concluding remarks**

In the light of the above comments it would be useful if we could meet with you to discuss these issues further. In the meantime if you require any clarification on these matters please do not hesitate to contact me or Jayson Grygiel, the Deputy Head of Planning Services (Policy) for further assistance.

Yours sincerely

Debbie Gore  
**Head of Planning Services**



**GOSPORT**  
Borough Council

Ms Claire Burnett  
Head of Planning Strategy and Regeneration  
Fareham Borough Council  
Civic Offices,  
Civic Way,  
Fareham,  
Hampshire.  
PO16 7AZ

Please ask for:

Jayson Grygiel

Direct dial:



25<sup>th</sup> July 2019

By e-mail

Dear Claire

### **Fareham Borough Local Plan 2036: Issues and Options**

Thank you for consulting Gosport Borough Council (GBC) on the Issues and Options document for the Fareham Borough Local Plan 2036. I can advise that the document was considered at the Council's Regulatory Board of 23<sup>rd</sup> July 2019.

A summary of our representations, based on the Board's resolution, is set out below with more detailed comments attached (Appendix 1). These additional comments also form part of the Council's representations.

- Gosport Borough Council strongly opposes significant housing development in the current Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington as it does not represent 'good growth' and that it merits continued protection from any future development. The reasons for the objection, set out in Appendix 1, are summarised as follows:
  - There is an imperative requirement to safeguard effective strategic transport routes through the Strategic Gap to improve accessibility to, and from, the Gosport Peninsula to support the local economy. Further allocations will individually and cumulatively exacerbate accessibility constraints for reasons detailed in Appendix 1.
  - Further allocations will lead to the extensive erosion of the Strategic Gap, which is a long established planning principle in the South Hampshire area, as identified by the Partnership for South Hampshire's Spatial Position Statement that aims to prevent coalescence of settlements, maintain a sense of place and settlement identity, and provide a countryside setting for the sub region and local communities.

- More specifically this Council maintains its objection in full to the proposed residential allocation at Newgate Lane (referred to in the previous Draft Fareham Local Plan (DFLP) (2017) as HA2) for the reasons set out below:
  - The proposal would physically and visually diminish the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington;
  - The proposal would negate the benefits provided by the recent improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
  - The proposal would significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would lead to a significant increase of traffic on residential roads;
  - The proposal, as previously described in the DFLP is very car dependent with no provision for public transport. This would exacerbate the number of trips using Newgate Lane
  - There is insufficient information on supporting infrastructure required including education, medical and community facilities;
- Both Councils should proceed to publish the bilateral Statement of Common Ground as practicably as possible identifying major areas of agreement and non-agreement.
- Both Councils should consider producing an agreed strategy for the strategic gap as part of our Statement of Common Ground work which can be included in the respective Local Plans. This strategy should aim to provide multi-functional benefits to local communities as set out in detail within Appendix 1.
- FBC should consider opportunities to increase residential densities at the proposed Welborne development to reduce the need to develop in the Strategic Gap. It should also consider increasing densities in sustainable locations within Fareham Borough including within, and adjacent to, centres, and in close proximity to railway stations.

In the light of the above comments it will be important to maintain our ongoing dialogue as part of our bilateral Statement of Common Ground work as well as our continued involvement as part of the multilateral PUSH initiatives. In the meantime if you require any clarification on these matters please do not hesitate to contact me.

Yours sincerely



Jayson Grygiel  
**Manager of Planning Policy**

## **Appendix 1: Gosport Borough Council's detailed representations to the Fareham Local Plan: Issues and Options Consultation- July 2019**

The detailed comments summarised in the attached letter are detailed below.

### **1.0 Land in the Fareham, Gosport, Lee-on-the-Solent, Stubbington Strategic Gap including the HA2 allocation**

1.1 Firstly it is recognised that the standardised methodology introduced by the National Planning Policy Framework has increased the required number of dwellings that Fareham Borough Council need to consider over the Plan period to 2036 and hence the need to assess additional sites for residential allocations. However Gosport Borough Council strongly opposes new residential development in the Fareham-Gosport- Lee-on-the Solent and Stubbington (FGLS) Strategic Gap for a number of reasons set out below.

1.2 The Issues and Options document recognises that, '*previous planning policies have designated the whole area as a strategic gap in order to prevent Fareham and Stubbington from merging and help to define distinctive communities,*' and that, '*given the additional housing requirement, the Council is having to look again at the purpose of this existing strategic gap and its characteristics.*'

1.3 The Issues and Option Consultation also continues to identify the land between the Newgate Lane improvements and the Borough boundary at Bridgemary and Peel Common as a housing allocation (previously referred to as HA2).

1.4 As this site remains identified as an allocation and there has been no additional evidence to address any of the Council's substantial concerns it is proposed that the Council reiterates the comments made previously on this matter. Similarly as many of the Council's objections to HA2 are relevant to other potential allocations in the Fareham, Gosport, Lee-on-the-Solent and Stubbington (FGLS) Strategic Gap, it is proposed to set out our representations relating to HA2 and any potential additional allocations as a number of themes:

- Transport and Accessibility
- Air quality
- The principle of maintaining a Strategic Gap to prevent coalescence and protect the identity of settlements.
- Protecting the Strategic Gap to deliver multi-functional benefits for local communities
- Community and open space infrastructure

#### **Transport and accessibility**

1.5 **Why is a strategic transport corridor so important?** One of the Council's

primary concerns is the impact of potential new development, including HA2 and any additional allocations, will have on the effectiveness of the strategic transport corridor through the existing Strategic Gap. It is considered that any allocations which have access directly onto the recently improved Newgate Lane and the proposed Stubbington Bypass will negate the benefits these proposals will deliver to improve accessibility to, and from, the Peninsula.

- 1.6 These improvements are aimed at addressing existing acute transport infrastructure deficiencies, not to enable development on greenfield sites directly adjacent to the routes. Instead this improved infrastructure can bring regeneration benefits to difficult brownfield sites in Gosport and make them more attractive to investors. The NPPF is very clear that policies should promote the development of under-utilised land and buildings especially if this would help to meet identified needs for housing where land supply is constrained.
- 1.7 The issue of maintaining an effective transport corridor is imperative for Gosport's future prosperity. The Stubbington Bypass route is the only opportunity to improve vehicular access to the Borough. If the benefits of the Stubbington Bypass are negated by significant development being built with access directly onto the Bypass, this last opportunity would be lost and there would be a real sense that Gosport has been 'blocked in'.
- 1.8 This would perhaps be less significant if Gosport had its own railway station and had a reasonable job density rate with limited out-commuting. However this is certainly not the case.
- 1.9 Gosport has the lowest job density in the South East of England and one of the lowest in England at only 0.51 jobs per resident person of working age. Such a low job density has significant implications for the Borough including the considerable scale of daily out-commuting which puts tremendous pressure on the existing road system resulting in acute traffic congestion and high levels of air pollution as evidenced in the air quality management areas identified within Fareham Borough at the north end of the Peninsula. This congestion results in the road network reaching full capacity and an extended peak time spreading on key routes. This actual congestion as well as the wider perception of congestion that exists can act as a disincentive for business and employment investment. Gosport has limited transport options with no fixed rail link and hence the effectiveness of the small number of road routes from Gosport is even more important.
- 1.10 **Specific accessibility issues relating to HA2 and other allocations having direct access onto Newgate Lane East:** The Council would wish to maintain its objection to the HA2 proposal which included access directly onto Newgate Lane East. The Council's specific concerns regarding HA2 are also likely to be applicable to any further allocations in this area.
- 1.11 It is important to recognise that Newgate Lane East and other associated improvements were designed to achieve the following:
  - improving access to the Peninsula including the Solent Enterprise Zone at Daedalus;
  - increasing capacity and easing existing congestion on the route;

- creating fewer interruptions to traffic flow caused by turning traffic, or on-road cyclists;
- improving the alignment for safety reasons.

1.12 These objectives would be undermined by the proposed development at HA2 and other similar allocations. It was not intended that the strategic highways improvements would facilitate new housing development. Gosport Borough Council is very concerned that the HA2 proposed allocation and additional ones will have a detrimental impact on the existing significant congestion problems on the Gosport Peninsula and detract from recent and proposed improvements that aim to improve traffic flow to, and from, the Peninsula. This is critical for the future economic prosperity of the Borough including achieving the full potential of the Enterprise Zone.

1.13 The earlier Draft Fareham Local Plan (2017) (DFLP) was accompanied by an Interim Transport Assessment for the DFLP allocations (Oct 2017) which recognised that the current Volume over Capacity (v/c) exceed 100% in the PM peak on Newgate Lane and is approaching available practical capacity in the AM peak resulting in significant congestion. Consequently it is already recognised that traffic exceeds the available capacity on this strategic route. Table 1 summarises information from this document which highlighted that this situation is predicted to worsen over the period to 2036 and consequently the report recognised that Newgate Lane will experience *'more noticeable increases in traffic flow.'*

**Table 1: Road capacity on Newgate Lane**

	Volume over Capacity (v/c) on Newgate Lane		
	2015	2036 Baseline: Existing adopted local plan commitments (S Hants) with planned transport improvements* 1	2036 Baseline plus DFLP allocations*2
AM	83%	98%	100%
PM	102%	106%	107%

\*1 including Stubbington Bypass and Newgate Lane improvements

\*2 this does not include any potential growth in Gosport Borough arising from the Gosport Borough Local Plan 2036

1.14 Additional allocations in the Strategic Gap would exacerbate the situation still further. It will also be necessary to take into account the additional allocations being put forward as part of the emerging work for the Gosport Borough Local Plan 2036.

1.15 The north-south movements along Newgate Lane should not be hindered by any new access arrangements for any proposed allocation, and consequently the Council objects to any proposals which will significantly hinder this flow. A new access off the proposed roundabout will introduce an interruption to traffic flow, particularly as it is envisaged to serve the whole development and that by its location and limited transport choice the proposed allocation would be very car-dependent. Indeed the supporting FBC Sustainability Appraisal for the previous DFLP concedes that the *'majority of sites [in the DFLP] are sustainably located which will improve*

*accessibility and encourage travel by sustainable modes, although the urban fringe sites at Funtley Road and Newgate Lane South are less sustainably located.'*

- 1.16 Due to the lack of detailed information available at the Issues and Options stage it is not known what the likely impacts will be on the links and junctions further north e.g. the northern section of Newgate Lane, the Longfield Avenue roundabout, the northern section of the A32 and the Quay Street roundabouts and beyond to the M27 Junction 11. Additionally, vehicles travelling south from the site will also reduce the capacity of the recently improved Peel Common Roundabout, which may also have significant implications for traffic queuing on Rowner Road.
- 1.17 **Potential impact on the effectiveness of the Stubbington Bypass:** Given that proposed allocations may well negate the benefits gained by the Newgate Lane road improvements it will also be necessary to consider whether the HA2 site together with other potential residential allocations could cumulatively have a detrimental impact on the function and objectives of the Stubbington Bypass. .
- 1.18 The DFLP recognised that this route forms part of Hampshire County Council's plan for improving access to Fareham and Gosport and seeks to ease congestion, improve safety and the area's economic prosperity by encouraging investment and regeneration, including at the Solent Enterprise Zone at Daedalus. The accompanying text in the DFLP acknowledged this will create a reliable route for traffic wishing to travel from the Gosport Peninsula westwards towards the M27 at Junction 9, in conjunction with recently completed works at St Margaret's Roundabout on the A27, and works underway to upgrade the A27 between the Titchfield Gyratory and Segensworth to two lanes in both directions. It is important to note that the DFLP stated in paragraph 11.46 that the Stubbington Bypass is **not** being provided with an intention of serving or facilitating additional new homes. GBC consider that FBC's position in the DFLP relating to the Stubbington Bypass is still valid and should be maintained.

#### *Air quality*

- 1.19 Any additional traffic on Newgate Lane is likely to have an impact on the Air Quality Management Area (AQMA) at the north end of Newgate Lane and Gosport Road and therefore it would be necessary to include measures mentioned in Policy INF2 of the DFLP which promotes sustainable transport to mitigate this impact. This is likely to be very difficult for allocations in the Strategic Gap of this scale with limited public transport choice.

#### *The principle of maintaining a Strategic Gap to prevent coalescence and protect the identity of settlements*

- 1.20 The Strategic Gap is identified in the Gosport Borough Local Plan 2011-2029 (GBLP) (Policy LP3) and FBC's current Local Plan (Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.

- 1.21 In order to accommodate the HA2 residential allocation the DFLP proposed to amend the Strategic Gap and this would be the likely consequence of any further proposed allocations within this broad area.
- 1.22 The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.
- 1.23 FBC's current Policy CS22 states that '*development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements*'. The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.
- 1.24 The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.
- 1.25 The Issues and Options consultation appears to encourage a move from this position by suggesting that development in the Gap could be appropriate through 'careful planning'. This Council strongly opposes this change in approach and considers that the HA2 allocation and additional residential proposals will have a significant and detrimental impact on the current form and function of the Strategic Gap and no amount of 'careful planning' would be able to mitigate these impacts.
- 1.26 It is considered the text of Policy CS22 remains relevant in the specific case of the Newgate Lane area and much of the remainder of the strategic gap. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC's evidence regarding the review of Strategic Gaps and states,
- 'although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*
- 1.27 The DFLP (2017) also included a policy relating to Strategic Gaps (Policy

SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identified a Strategic Gap between 'Fareham/Bridgemarky and Stubbington/Lee-on-the-Solent'. It stated, 'development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements'. The justification text acknowledged that, 'retaining the open farmland gap between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation'. It also clearly stated in Paragraph 4.39 that, 'further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemarky along with maintaining the separate identify of Peel Common.' This Council agrees that this approach should be maintained.

- 1.28 Allocations in the Strategic Gap would also contradict FBC's own evidence which seeks to protect the strategic gap. By way of an example, the Fareham Landscape Assessment (2017) incorporates a review of the Strategic Gap designation including the 'Woodcot area' which includes the land covered by the proposed HA2 Newgate Lane allocation. It concludes, *'This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.'*
- 1.29 Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that the Woodcot area and other parts of this area should remain an integral part of the Strategic Gap.
- 1.30 Whilst recognising that circumstances have changed in terms of the need to accommodate additional housing numbers it is considered that there is an even stronger imperative to protect these important strips of land between settlements in the form of the Strategic Gap which certainly continue to perform the long-established planning function that both Councils have worked together to protect.
- 1.31 It is also recognised that the local plan process is the appropriate time to review such designations; however it is considered that the proposed change at the HA2 allocation and other potential changes will affect the integrity of the remaining gap by significantly reducing its width. This and other proposed residential allocations by their sheer scale will undoubtedly harm the character of the gap and will diminish the physical and visual separation of the settlements.

*Protecting the Strategic Gap to deliver multi-functional benefits for local communities*

- 1.32 This Council proposes that we work together with FBC bilaterally and as part of PUSH to find a long-term strategy for the strategic gaps which serve a number of existing functions and could be further diversified. These functions include:

- Strategic transport corridor for critical road infrastructure to, and from the Peninsula including the recent Newgate Lane improvements and proposed Stubbington Bypass.
- The Daedalus employment areas which have been designed to reflect the character of this part of the Gap
- Utilities including the Peel Common Waste Water Treatment Works
- Sustainable power - Solar farms and IFA2
- Recreational land to improve cycle and walking routes to facilitate countryside access between the communities and links with Titchfield and the Meon Valley.
- Land for environmental mitigation
  - Land required for nitrate mitigation
  - Land required to deflect recreational pressure from sensitive coastal habitats and/or create Brent Goose refuges to allow development to take place in more sustainable locations
  - Land required for biodiversity net gain
  - Land required for carbon storage
- Maintaining local food production

1.33 Therefore as part of this Issues and Options consultation this Council would request that FBC considers the option of establishing a multi-functional corridor which includes the various uses set out above. It is considered appropriate that the agreed joint long term strategy would include the whole strategic gap including areas within Gosport Borough to ensure that recreational and environmental benefits are taken together.

1.34 It is noted from the Issues and Options consultation that FBC are asking respondents whether there are any local areas of green space that the Council should protect. This relates to the NPPF's Local Green Space designation which states that this designation should only be used if it is:

- In reasonably close proximity to the community it serves;
- Demonstrably special to the local community and holds a particular significance for example because of its beauty, historic significance, recreational value (including as a playing field) tranquillity or richness in wildlife;
- Local in character and is not an extensive tract of land.

1.35 The NPPF adds that policies for managing development within a Local Green Space should be consistent with those for green belts. It is not clear what is meant by 'extensive' as this is a relative term and when compared to tracts of open countryside, the Strategic Gap is local and not particularly extensive. FBC may wish to explore opportunities to allocate areas of the

Gap as Local Green Space if it considers these meet the relevant criteria.

- 1.36 The Issues and Options consultation also states that it is proposed that the Meon Valley is included as part of the PUSH work to consider the potential for greenbelt land across the local authority area, as it recognises that there could be scope for this area to become part of a South Hampshire greenbelt. As part of any consideration of green belt it would also be necessary to consider the option of the FGLS Strategic Gap as well.
- 1.37 According to the NPPF greenbelts need to serve five purposes:
- To check the unrestricted sprawl of large built-up area
  - To prevent neighbouring towns merging into one another
  - To assist in safeguarding the countryside for encroachment
  - To preserve the setting and special character of historic towns;
  - To assist urban regeneration by encouraging the recycling of derelict land and other urban land.
- 1.38 In this instance a greenbelt in the FGLS Strategic Gap would prevent the Portsmouth-Fareham- Gosport conurbation merging with Lee-on-the Solent and Stubbington. The fifth reason outlined above is particularly applicable for Gosport's issues relating to brownfield sites.
- 1.39 It is important to recognise that there are substantial hurdles in establishing a new greenbelt and the NPPF states that these should only be established in 'exceptional circumstances' and that there are five very difficult criteria to meet. It is mentioned in this context as if the Meon Gap is being considered then it is reasonable that the FGLS Strategic Gap should be included as part of this process.
- 1.40 Overall it is considered that a joint Fareham/Gosport strategy for the Gap with PUSH support would be a significantly positive way forward which would deliver multi-functional benefits for local communities in both Boroughs. This could form part of our bilateral Statement of Common Ground and be included in the respective Local Plans.

#### Community and open space infrastructure

- 1.41 The Issues and Options consultation does not include detail on the facilities and services supporting potential allocations within each of the broad areas. Therefore it is considered necessary for the Council to maintain its earlier concerns raised as part of the DFLP consultation with regard to educational, community and open space facilities in relation to the HA2 allocation and acknowledge that depending on what is proposed at the next consultation Local Plan there may well be further concerns relating to these matters.
- 1.42 Issues raised previously included:

*School provision-* there is insufficient detail of how local school places

could be affected by the proposals. It will be necessary to understand the impact of the new housing development on local schools as any development on the HA2 or other unidentified allocations are likely to include a high proportion of households with children.

*Community facilities-* It will also be important to understand whether any new development at Newgate Lane or other allocations can be sufficiently supported by other community facilities in the area including health facilities (such as GPs) and community hall provision and whether it is necessary to provide new community facilities as part of the development. Consequently without such information such proposals cannot be supported.

*Open space-* It will be necessary to ensure such provision meets the requirements of any new community without affecting that enjoyed by existing residents.

*Conclusion to Fareham, Gosport, Lee-on-the-Solent, Stubbington section of the Issues and Options Consultation*

- 1.43 In the light of the above and in answer to the question posed in the Issues and Options consultation it is considered that development in the strategic gap including the HA2 consultation does not represent good growth for the residents and businesses of the Gosport peninsula. The Council does not support future growth in the Strategic Gap and instead considers that it merits continued protection from any future development.
- 2.0 **Housing density at Welborne**
- 2.1 The Issues and Options Report focusses on eight broad areas for the potential for finding land for new houses. In addition to the '*Land between Fareham and Stubbington*', FBC may wish to consider further options at Welborne.
- 2.2 The document itself only includes '*Land around Welborne Garden Village*' and not Welborne itself. This broad area of search is the area of land to the east of the A32 north of Junction 10 and close to Junction 11. The document states that '*with the exception of land close to junction 11 being promoted for commercial use; the Council has not received details of any land being promoted in this area, all of which is in private ownership. Additionally this area is considered to be valued landscape with limited scope to accommodate large-scale development.*' In the light of the above statement there may be difficulties for additional development in this area.
- 2.3 However there may be opportunities to increase the residential quantum at Welborne itself by increasing densities. It is recognised that there may be constraints to reviewing these options at this stage, particularly given that there is a planning application for the site currently under consideration
- 2.4 However even marginal density increases in areas where the current proposed densities are 'up to 30 dwelling per hectare' (dph) and 'up to 35 dph' could yield significant increases in the number of dwellings at this site.

- 2.5 By considering further options for a railway station at this site could also facilitate higher densities of development in proximity to any potential railway station site. Given the restricted supply of land in the South Hampshire sub-region building at exceptionally low densities would represent a missed opportunity as the PUSH authorities plan forward to 2036 and onto 2050.
- 2.6 It is clear from the NPPF that planning policies and decisions should support development that makes efficient use of land. It states that where there is an existing or anticipated shortage of land for meeting identified housing needs it is especially important that planning policies and decisions avoid homes being built at low densities and ensure the developments make optimal use of the potential for each site.
- 2.7 Such increases in densities would make public transport and other facilities more viable and would also reduce the need to develop in the FGLS Strategic Gap.

### **3.0 Other locations**

- 3.1 FBC should also consider increasing densities in sustainable locations within Fareham Borough including within, and adjacent to centres, and in close proximity to railway stations. This would also ease pressure on the Strategic Gap.

END

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

## **PERSONAL DETAILS**

### **Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr

First Name:

Jayson

Last Name:

Grygiel

Job Title: (where relevant)

Manager of Planning Policy

Organisation: (where relevant)

Gosport Borough Council

Address:

Town Hall, High Street, Gosport

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

DS2: Development in the Strategic Gaps

B1c Which part of the Policies Map?

The Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Gosport Borough Council supports:

- the extent of the Strategic Gap as shown on the latest Policies Map which now includes the land east of Newgate Lane East
- that the land east of Newgate Lane East (formerly known as HA2) is no longer identified as a housing allocation in the FLP2037

### **B3 Extension:**

Gosport Borough Council had previously objected to major development proposals in the long-established Strategic Gap between the settlements of Fareham, Gosport, Lee-on-the-Solent and Stubbington including land east of Newgate Lane East (known as HA2).

Key reasons for objections included :

- The proposal would physically and visually diminish the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington;
- The proposals would negate the benefits being provided by the new improvements to Newgate Lane and the Stubbington Bypass with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
- The proposal would significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would potentially lead to a significant increase of traffic on residential roads;
- The proposal, as described, would be very car dependent with no provision for public transport. This would increase the amount of trips using Newgate Lane and exacerbate existing congestion and air quality issues;
- There is insufficient information on supporting infrastructure required including education, medical and community facilities;

The Council therefore strongly fully supports Fareham Borough Council's position on this matter in the Publication Draft (Regulation 19) version of the Fareham Local Plan.

It is however recognised that reverting to the original and current position of protecting the Strategic Gap will lead to a number of other objections from landowners and developers. Consequently to assist the Inspector with understanding Gosport Borough Council's position on the need to protect the Strategic Gap the Council has attached its three previous representations to the previous Regulation 18 consultations (listed below)(Appendix 1a, 1b and 1c respectively):

- The Consultation Draft Fareham Local Plan (DFLP) which was reported to the Regulatory Board on 6th December 2017
- The Fareham Borough Local Plan 2036: Issues and Options which was reported to the Regulatory Board on 25<sup>th</sup> July 2019
- The Fareham Borough Local Plan 2036: Supplement which was reported to the Regulatory Board on 28<sup>th</sup> February 2020

The objection to the third consultation (Feb 2020) covers all the Council's objections to the proposed development in the Strategic Gap. This includes the Council's original objection to the Newgate Lane allocation (HA2), which whilst was not subject to the third consultation, the Council considered that it was necessary to append our comments in order that our concerns for the whole Strategic Gap could be read together.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

No modifications required for this particular matter

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

N/A

B4c Your suggested revised wording of any policy or text:

N/A

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

Gosport Borough Council supports Fareham Borough Council's position. However the Council is prepared to attend any session regarding the future of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington if the Inspector considers it will assist the examination.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

## **PERSONAL DETAILS**

### **Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr

First Name:

Jayson

Last Name:

Grygiel

Job Title: (where relevant)

Manager of Planning Policy

Organisation: (where relevant)

Gosport Borough Council

Address:

Town Hall, High Street, Gosport

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Gosport Borough Council whilst supporting the overall intention of Policy DS1: Development in the Countryside it considers that amendments are required to the wording in order for the policy to be deemed **effective** to deliver cross-boundary strategic objectives.

**Comments continued on next page**

### **B3 Extension:**

Policy DS1 relates to development in the countryside and the overall approach is to limit development in the countryside outside of the urban area boundaries as defined on the Policies Map. The policy sets out those circumstances where development will be supported outside the urban area boundary. In most instances these circumstances are limited in scope and scale. In addition the policy includes five criteria (i-v) which any of the identified exceptions need to adhere to. This includes requiring developers of any such exception to demonstrate that their proposal:

- requires a site outside of the urban area;
- would conserve and enhance landscapes;
- recognises the intrinsic character and beauty of the countryside;
- is not on Best and Most Versatile agricultural land; and
- if relevant the development does not significantly affect the integrity of a Strategic Gap.

Whilst many of the exceptions appear reasonable, particularly when assessed against the five criteria outlined above, there is concern relating to development cited in point e) in the policy which reads:

*Proposals for development in the countryside, which is defined as land outside the Urban Area boundary, as shown on the Policies Map, will be supported where the proposal (inter alia)*

*e) is for housing development compliant with one of the following policies HP1, HP2, HP4, HP5 HP6 and HP11.*

The Council does not have particular concerns with the link to Policies HP1, HP2 and HP11 nor the way these policies are worded. Policy HP1 is a standard 'housing in the countryside' policy relating to the conversion of existing buildings and replacement dwellings; Policy HP2 enables very small scale development of no more than 4 dwellings in scale with its surroundings; and HP11 is a standard criteria-based policy relating to sites for gypsies, travellers and travelling showpeople.

However the Council has concerns over the following aspects:

- The link in Policy DS1 to Policy HP4 and the wording of Policy HP4;
- The link in Policy DS1 to Policy HP5, although the wording of HP5 is not a particular issue;
- The link in Policy DS1 to Policy HP6 and the wording of Policy HP6

Taking each in turn, Policy HP4 relates to the Five Year Housing Supply and where the Council cannot demonstrate a five year supply of land for residential development, additional housing sites outside the urban area boundary may be permitted where they meet all the following criteria:

- The proposal is relative in scale to the demonstrated five year housing land supply shortfall;
- The proposal is sustainably located adjacent to, and well related to, the existing urban area boundaries and can be well integrated with the neighbouring settlement;
- The proposal is sensitively designed to reflect the landscape character and setting of the settlement, is of a scale proportionate to its setting and recognises the intrinsic character and beauty of the countryside and, if relevant does not affect the integrity of a Strategic Gap;
- It can be demonstrated that the proposal is deliverable in the short term; and
- The proposal would not have unacceptable environmental, amenity and traffic implications.

The Council objects to the both the wording of **Policy HP4** and the link to DS1 policy as it implies that if Fareham's five year housing supply is not met, the first area of search is outside of the urban area boundary. Instead the policy should refer to sites within urban areas, brownfield land, underutilised employment sites, sites close to train stations, under-utilised town centre sites such as car parks and shopping precincts, consideration of using Council land assets and other public sector land, intensification of existing neighbourhoods, as well as opportunities to increase densities on existing allocations such as Welborne. These types of sites should be clearly identified as being preferential before greenfield land outside the urban area, particularly within the Strategic Gap, are considered.

It is understandable why the FLP2037 has a policy relating to this matter as the Government's National Planning Policy Framework (NPPF) requires local planning authorities to have a five year housing supply and if this cannot be demonstrated the relevant allocation policies in an adopted Local Plan (even a recently adopted one) becomes out of date and consequently housing can take place on sites previously not identified for housing. Both Councils have made representations to the Government in the past regarding this matter and how it is detrimental to a plan-led system by creating uncertainty for local communities and undermining the effective provision of infrastructure to serve these new residents. This is particularly the case when such sites can proceed on a cumulative and speculative basis without a comprehensive assessment of impacts that would normally be undertaken at the local plan-making stage.

This policy is therefore aiming to set out criteria to assess any proposal that comes forward that is not allocated in an adopted Local Plan. However it is this Council's view that the presence of the policy seems to direct development towards greenfield sites quite readily before other urban and more sustainable sites are fully considered.

**Policy HP5** relates to the provision of affordable housing on sites of 10 or more and the Council has no particular issue with the wording of HP5. However when it is linked with Policy DS1 it could be interpreted that FBC will accept in principle the development of any affordable housing site outside the urban area boundary. Whilst the criteria i-v exists there is concern that unsuitable developments in the Strategic Gap could be developed in a piecemeal fashion with a number of different speculative sites coming forward adjacent to each other of varying sizes. It is considered that the inclusion of a link to HP5 does not provide sufficient certainty of what development will take place over the plan period; nor does it ensure that the environmental, transport and infrastructure implications of each affordable housing development has been fully assessed in combination with adopted allocations or other speculative proposals coming forward over the plan period.

Whilst it is not considered the intention of the policy it could potentially enable large scale housing development outside of the urban area boundary if it can be demonstrated that 40% affordable housing is being achieved.

In the light of this it is not proposed to amend the wording of Policy HP5 only that the link included in DS1 is removed. Instead if development does come forward in the countryside through other policy mechanisms this policy could still be used as each policy in the plan needs to be read in conjunction with all other relevant plans and consequently the affordable housing policy would still apply for developments over 10 dwellings. The removal of the reference in DS1 would remove this being cited as a primary reason for development in the Strategic Gap ahead of more suitable sites within the urban area in both Fareham and Gosport Boroughs.

**Policy HP6** which is also linked to point e) of Policy DS1, relates to affordable housing exception sites and is a commonly used policy across England to allow small affordable housing sites adjacent to villages to be developed on land which would not normally be permitted to come forward. This would enable viable schemes to be implemented to meet very local needs. In principle the Council does not have an objection to such a policy nor its link to DS1 enabling such schemes to come forward outside the urban area. However the way in which the policy is worded could enable the development of significant schemes in the strategic gap. The policy includes the following text:

### **Policy HP6: Exception Sites**

*The development of Rural Exception Sites will be permitted where:*

- a) All dwellings are affordable (as defined in the NPPF); and*
- b) The affordable delivery is not meeting the affordable housing need and the development is relative in scale to the shortfall; and*
- c) The development is located adjacent to, and well related to, the existing urban area boundaries; and*
- d) The affordable rent products will be brought forward by, and will be managed by, a not for profit social housing provider who is regulated by Homes England; and*
- e) The affordable housing meets the local needs of the adjacent settlement.*

*The development of Entry-Level Exception Sites suitable for first time buyers (or those looking to rent their first home) will be permitted where:*

- a) The site is adjacent to existing settlements; and*
- b) All dwellings are affordable (as defined in the NPPF), and a range of affordable tenure types, including those that are suitable for first-time renters or buyers are provided; and*
- c) The site is less than 1 hectare or relative in scale (does not exceed 5% of the size of the adjacent settlement); and*
- d) It can be demonstrated, based on an up to date local housing needs assessment, that the need for the housing proposed will not be met through the allocations in the Plan or development with extant planning permission.*

Whilst it appears from the accompanying justification text that the intention of the policy is to enable the development of small sites there is concern that the wording of the policy as shown above could be used to enable much larger scale development. For example, the first part of the policy could potentially facilitate a single or a series of large scale affordable housing developments in the Strategic Gap. If such schemes are promoted speculatively in a number of locations in the Strategic Gap there would be no opportunity to assess the in-combination environmental, landscape or infrastructure implications for the Gosport Peninsula.

The second part of the policy would allow entry-level exception sites with a limit of 1 hectare and a proviso that the scheme does not exceed 5% of the size of the adjacent settlement. Potentially this could lead to a series of 1 hectare entry home exception sites to be developed adjacent to the Gosport Borough boundary and as the town is large the 5% restriction would be meaningless.

It is clear from the recent number of speculative applications in the Strategic Gap how both parts of the policy (together with HP4 and HP5) could be used by developers to argue a case for development in these locations with the detrimental implications as set out previously in the Council's objections to the Regulation 18 consultations.

Whilst this does not appear to be the policy's intention the wording could encourage speculative development to come forward within the Strategic Gap. The Council is particularly concerned that the proposed wording and links will undermine the effectiveness of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington including its function of separating the settlements, providing an effective transport corridor serving the Gosport Peninsula as well as its role for providing green infrastructure benefits for the area. This representation and the Council's concerns regarding the impact of development within the Strategic Gap should be read in conjunction with the Appendix submitted with the Council's representation relating to Policy DP2.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

**Link with HP4:** If Policy DP1 is to be linked with Policy HP4 then Policy HP4 needs to be changed to reflect that sites in the countryside are not the first area of search for development if there is not a five year supply. Instead other sources of supply should be identified including sites within urban areas, brownfield land, under-utilised employment sites, sites close to train stations, under-utilised town centre sites such as car parks and shopping precincts, consideration of using Council land assets and other public sector land, intensification of existing neighbourhoods, as well as opportunities to increase densities on existing allocations such as Welborne. These types of sites should be clearly identified as being preferential before greenfield land outside the urban area, particularly within the Strategic Gap, are considered.

**Link with HP5:** To remove link to Policy HP5 in part e of Policy DP1 as the link implies that any affordable housing scheme will be accepted in the countryside in addition to the provisions of HP6. The link is not necessary, instead if an affordable housing came forward through a different policy mechanism Policy HP5 could still be applied as policies are read in conjunction with each other. It is not necessary to provide an explicit link in HP5 as it infers that any and all affordable housing schemes would be treated as acceptable outside the urban area (not just those exception sites referred to in Policy HP6).

**Link with HP6:** If Policy DP1 is to be linked with HP6, the wording of the policy HP6 c) needs to be amended to refer to, 'existing urban area boundaries for settlements that are within Fareham Borough only'. This would then provide clarity that development adjacent to Gosport Borough would not be considered under this policy.

The policy needs to explicitly mention that rural exception sites relate to 'small sites' only and define what it meant by this term. The term is used in the justification text (paragraph 5.46 of FLP) although is not defined. This will avoid unintended significant development in the Strategic Gap.

Finally there needs to be some explicit wording which resists successive one hectare parcels of land coming forward in the same vicinity.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

These suggested modifications would make the policy sound as it would become an effective policy by improving clarity by providing sufficient protection of the countryside and directing development to urban brownfield sites. It would meet cross-boundary objectives. Consequently this would be in accordance with the National Planning Policy Framework.

B4c Your suggested revised wording of any policy or text:

Remove link to Policy HP5 in DP1

If wording as suggested above for policies HP4 and HP6 is included then it would be appropriate to retain the links in DP1

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B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Council requests to attend any session regarding the future of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington including the proposed wording changes to Policy DP1 if the Inspector considers it will assist the examination.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL



# FAREHAM Local Plan 2037

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# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr

First Name:

Jayson

Last Name:

Grygiel

Job Title: (where relevant)

Manager of Planning Policy

Organisation: (where relevant)

Gosport Borough Council

Address:

Town Hall, High Street, Gosport

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

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B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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### **B3 Extension:**

Policy HP4 relates to the Five Year Housing Supply and where the Council cannot demonstrate a five year supply of land for residential development, additional housing sites outside the urban area boundary may be permitted where they meet all the following criteria:

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- It can be demonstrated that the proposal is deliverable in the short term; and
- The proposal would not have unacceptable environmental, amenity and traffic implications.

The Council objects to the both the wording of **Policy HP4** and the link to DS1 policy as it implies that if Fareham's five year housing supply is not met, the first area of search is outside of the urban area boundary. Instead the policy should refer to sites within urban areas, brownfield land, underutilised employment sites, sites close to train stations, under-utilised town centre sites such as car parks and shopping precincts, consideration of using Council land assets and other public sector land, intensification of existing neighbourhoods, as well as opportunities to increase densities on existing allocations such as Welborne. These types of sites should be clearly identified as being preferential before greenfield land outside the urban area, particularly within the Strategic Gap, are considered

It is understandable why the FLP2037 has a policy relating to this matter as the Government's National Planning Policy Framework (NPPF) requires local planning authorities to have a five year housing supply and if this cannot be demonstrated the relevant allocation policies in an adopted Local Plan (even a recently adopted one) becomes out of date and consequently housing can take place on sites previously not identified for housing. Both Councils have made representations to the Government in the past regarding this matter and how it is detrimental to a plan-led system by creating uncertainty for local communities and undermining the effective provision of infrastructure to serve these new residents. This is particularly the case when such sites can proceed on a cumulative and speculative basis without a comprehensive assessment of impacts that would normally be undertaken at the local plan-making stage.

This policy is therefore aiming to set out criteria to assess any proposal that comes forward that is not allocated in an adopted Local Plan. However it is this Council's view that the presence of the policy seems to direct development towards greenfield sites quite readily before other urban and more sustainable sites are fully considered.

The Council is particularly concerned that the proposed wording of this policy will undermine the effectiveness of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington including its function of separating the settlements, providing an effective transport corridor serving the Gosport Peninsula as well as its role for providing green infrastructure benefits for the area. This representation and the Council's concerns regarding the impact of development within the Strategic Gap should be read in conjunction with the Appendix submitted with the Council's representation relating to Policy DP2.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Policy HP4 needs to be changed to reflect that sites in the countryside are not the first area of search for development if there is not a five year supply. Instead other sources of supply should be identified including sites within urban areas, brownfield land, under-utilised employment sites, sites close to train stations, under-utilised town centre sites such as car parks and shopping precincts, consideration of using Council land assets and other public sector land, intensification of existing neighbourhoods, as well as opportunities to increase densities on existing allocations such as Welborne. These types of sites should be clearly identified as being preferential before greenfield land outside the urban area, particularly within the Strategic Gap, are considered.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

This suggested modification would make the policy sound as it would become an effective policy by improving clarity and providing sufficient protection of the countryside and directing development to urban brownfield sites. Consequently this would be in accordance with the National Planning Policy Framework regarding make efficient use of land.

B4c Your suggested revised wording of any policy or text:

A requirement of a sequential approach to sources of supply needs to be demonstrated when there it can be demonstrated that there is not a current five year supply. Other sources of supply need to be considered before greenfield land outside the urban area within the Strategic Gap is considered.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

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B3 Please provide details you have to support your answers above

**B3 Extension: Policy HP6** relates to affordable housing exception sites and is a commonly used policy across England to allow small affordable housing sites adjacent to villages to be developed on land which would not normally be permitted to come forward. This would enable viable schemes to be implemented to meet very local needs. In principle the Council does not have an objection to such a policy nor its link to DS1 enabling such schemes to come forward outside the urban area. However the way in which the policy is worded could enable the development of significant schemes in the strategic gap The policy includes the following text:

***Policy HP6: Exception Sites***

*The development of Rural Exception Sites will be permitted where:*

- a) All dwellings are affordable (as defined in the NPPF); and*
- b) The affordable delivery is not meeting the affordable housing need and the development is relative in scale to the shortfall; and*
- c) The development is located adjacent to, and well related to, the existing urban area boundaries; and*
- d) The affordable rent products will be brought forward by, and will be managed by, a not for profit social housing provider who is regulated by Homes England; and*
- e) The affordable housing meets the local needs of the adjacent settlement.*

*The development of Entry-Level Exception Sites suitable for first time buyers (or those looking to rent their first home) will be permitted where:*

- a) The site is adjacent to existing settlements; and*
- b) All dwellings are affordable (as defined in the NPPF), and a range of affordable tenure types, including those that are suitable for first-time renters or buyers are provided; and*
- c) The site is less than 1 hectare or relative in scale (does not exceed 5% of the size of the adjacent settlement); and*
- d) It can be demonstrated, based on an up to date local housing needs assessment, that the need for the housing proposed will not be met through the allocations in the Plan or development with extant planning permission.*

Whilst it appears from the accompanying justification text that the intention of the policy is to enable the development of small sites there is concern that the wording of the policy as shown above could be used to enable much larger scale development. For example the first part of the policy could potentially facilitate a single or a series of large scale affordable housing developments in the Strategic Gap. If such schemes are promoted speculatively in a number of locations in the Strategic Gap

The second part of the policy would allow entry-level exception sites with a limit of 1 hectare and a proviso that the scheme does not exceed 5% of the size of the adjacent settlement. Potentially this could lead to a series of 1 hectare entry home exception sites to be developed adjacent to the Gosport Borough boundary and as the town is large the 5% restriction would be meaningless.

It is clear from the recent number of speculative applications in the Strategic Gap how both parts of the policy (together with HP4 and HP5) could be used by developers to argue a case for development in these locations with the detrimental implications as set out previously in the Council's objections to the Regulation 18 consultations. Whilst this does not appear to be the policy's intention the wording could encourage speculative development to come forward within the Strategic Gap.

The Council is particularly concerned that the proposed wording will undermine the effectiveness of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington including its function of separating the settlements, providing an effective transport corridor serving the Gosport Peninsula as well

as its role for providing green infrastructure benefits for the area. This representation and the Council's concerns regarding the impact of development within the Strategic Gap should be read in conjunction with the Appendix submitted with the Council's representation relating to Policy DP2.

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B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

The policy needs to be amended to refer to, 'existing urban area boundaries for settlements that are within Fareham Borough only'. This would then provide clarity that development adjacent to Gosport Borough would not be considered under this policy.

The policy needs to explicitly mention that rural exception sites relate to 'small sites' only and define what it meant by this term. The term is used in the justification text (paragraph 5.46 of FLP) although is not defined. This will avoid unintended significant development in the Strategic Gap.

Finally there needs to be some explicit wording which resists successive one hectare parcels of land coming forward in the same vicinity.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

This suggested modification would make the policy 'sound' as it would become an effective policy by improving clarity and providing sufficient protection of the countryside and directing development to urban brownfield sites. Consequently this would be in accordance with the National Planning Policy Framework regarding make efficient use of land. It would better reflect cross-boundary objectives.

B4c Your suggested revised wording of any policy or text:

Suggestion for rewording are included in B4a

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Sound	<input checked="" type="checkbox"/>	<input type="checkbox"/>
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B3 Please provide details you have to support your answers above

### B3 Extension:

The significant amount of floorspace at Daedalus will create new employment opportunities for Gosport residents reducing the need to leave the Peninsula and offer genuine transport choices other than the private car and thereby reducing congestion and air pollution.

The Faraday Business Park (Policy E2) and the Swordfish Business Park (Policy E3) represents an extension and intensification of the original strategic employment allocations included in the current adopted Fareham Local Plan (part 1) (2011). The policy includes a number of development safeguards relating to access requirements, not prejudicing the operation off the Solent Airport as well as provisions relating to design, nature conservation interests, flood risk, contamination and infrastructure.

Both sites have been taken out of the Strategic Gap when compared with the current Adopted Local Plan however the development of employment uses will be a high-quality design to reflect the style and appearance of existing development adjacent the airfield to create much needed employment opportunities on the Peninsula. The employment proposals will maintain the significant strategic gap of the airfield itself. The proposals are particularly important when Gosport Borough has the lowest job density in the South East and one of the lowest in England.

Due to the importance of the Daedalus site for both local authorities the Council **supports** the following:

- the FLP2037 vision for '*New employment space will be located in the most appropriate locations that are attractive to the market and acceptable in terms of environment impact. Existing employment areas and zones will be supported and all decisions made will seek a sustainable future for the employment provision in the Borough and associated jobs.*'
- Strategic Priority 6 which seeks to protect important employment areas and zones and providing for future employment floorspace
- Policies E1, E2 and E3 which allocates land at Daedalus for new employment floorspace.

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B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

None

B4b How would the modification(s) you propose make the Revised Publication Local Plan

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N/a

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Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

N/a

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**FAREHAM**  
BOROUGH COUNCIL

# FAREHAM Local Plan 2037

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Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Policy E7 relates to the Solent Airport at Daedalus which protects the site for airport related uses to support aviation activities unless it can be demonstrated that such uses are no longer financially viable.

It is important that the airfield is retained to support a large number of employers at the Daedalus site which provides one of the key reasons for many businesses to locate and expand on the site. The justification text highlights that the Solent Airport has consent for up to 40,000 flight movements per year. There are no indications in the FLP2037 that any changes will be sought on this matter.

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BOROUGH COUNCIL



Mr Richard Jolley  
Director of Planning and Regulation  
Fareham Borough Council  
Civic Offices,  
Civic Way,  
Fareham,  
Hampshire.  
PO16 7AZ

*Please ask for:*

Debbie Gore

*Direct dial:*



1<sup>st</sup> October 2018

**By e-mail**

Dear Richard

### **Gosport, Fareham, Lee-on-the-Solent and Stubbington Gap Policy**

As mentioned during our recent conversation, a report was presented to Gosport Borough Council's Economic Development Board on 19<sup>th</sup> September relating to the settlement/strategic gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington.

The Board resolved to continue to support the integrity of the Gap in order to prevent coalescence of settlements and maintain their identity, as well as safeguarding the Gap's function as an effective transport corridor.

It was also resolved that Fareham Borough Council is invited to work with Gosport Borough Council to consider a joint approach for the future of the Gap for a number of reasons including:

- As part of the statutory duty to cooperate;
- To secure the Gap's coherence over the longer term; and
- To investigate options for delivering multi-functional benefits for residents of both Boroughs.

In the light of this I thought it would be useful if we could meet, together with our respective planning policy managers, for initial discussions to explore a common approach and what further work, if any, is required.

I trust you are amenable to such discussions and if so please could you provide a list of possible dates to meet.

If in the meantime if you have any queries on this matter please do not hesitate to contact me.

Yours sincerely

Debbie Gore  
**Head of Planning and Regeneration Services**



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Paragraphs 9.122-9.125

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Policy NE9: Green Infrastructure

B1c Which part of the Policies Map?

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Whilst the Council supports the aims of this policy it considers that the policy and supporting text needs to highlight opportunities to secure strategic green infrastructure improvements across Fareham Borough including within the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap. The Council considers that amendments are required to the wording in order for the policy to be deemed **effective** to deliver cross-boundary strategic objectives.

### B3 Extension:

Appended to this representation is this Council's suggested approach put forward in 2018(Gosport Response 11 Appendix 1a and 1b). The Council considers that the Strategic Gap offers significant opportunities for mitigating and adapting to climate change (renewable energy, flood storage), improving informal recreational access to an urban population, and enhancing biodiversity. Since this time a number of Government proposals including the 25 Year Environment Plan and proposals for nitrate mitigation and mandatory biodiversity net gain have been proposed which could be delivered in the Strategic Gap. Given the importance of the Strategic Gap it is recommended that Policy NE9 includes specific reference to the potential for green infrastructure improvements in this area.

Such reference would reflect an announcement by the Leader of Fareham Borough Council included in a recent press release (Gosport Response 11 Appendix 2).

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Reference should be made in the Green Infrastructure Policy and justification text to strategic green infrastructure opportunities, particularly in the light of the latest allocations HA54 and HA55.

Reference should be made to this Council's proposal that Fareham Borough Council and Gosport Borough Council will work together to develop a joint strategy for the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

This suggested modification would make the whole Local Plan sound as it would set out an effective strategy to improve green infrastructure for the residents of both Fareham and Gosport Borough and would provide a degree of certainty for the long term future of the Strategic Gap. It would maximise potential opportunities arising from Government proposals set out in the 25 Year Environment Plan by enhancing biodiversity and delivering environmental net gain.

B4c Your suggested revised wording of any policy or text:

We would take the opportunity to work with colleagues at Fareham Borough Council for a joint statement on this issue as part of the Statement of Common Ground.

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Yes, I want to take part in a hearing session

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B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Council requests to attend any session regarding the future of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

## AGENDA ITEM NO.

<b>Board/Committee:</b>	Economic Development Board
<b>Date of Meeting:</b>	19 <sup>th</sup> September 2018
<b>Title:</b>	Gosport, Fareham, Lee-on-the-Solent and Stubbington Gap Policy
<b>Author:</b>	Manager of Planning Policy
<b>Status:</b>	For Decision

### PURPOSE

To consider the role of the current settlement/strategic gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington and to support the principle of maintaining the integrity of this Gap.

### RECOMMENDATION

That this Council

- Agree the principle of maintaining a settlement/strategic gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington as part of the forthcoming Gosport Borough Local Plan Review.
- Continue to support the necessity of maintaining the integrity of the Gap beyond the Borough boundary in order to prevent the coalescence of settlements and maintain their identity; and safeguard the Gap's function as an effective transport corridor.
- That Fareham Borough Council are invited to work with this Council on a bilateral basis to consider a joint approach for the future of the Gap:
  - as part of the statutory duty to cooperate;
  - to secure it coherence over the longer term; and
  - to investigate options for delivering multi-functional benefits for residents of both Boroughs.
- Refer to the Gap as a 'Strategic Countryside Gap' in the Local Plan Review for reasons set out in Section 2 of this report.

## 1 **Background**

- 1.1 The current adopted Gosport Borough Local Plan (GBLP) (October 2015) includes a Settlement Gap policy (part 10 of Policy LP3) which aims to retain a sufficient gap between Gosport, Fareham, Lee-on-the Solent and Stubbington in order to protect the identity of each settlement and ensure proposals do not physically and visually diminish these open areas.

- 1.2 This settlement gap is considered of sub-regional importance and was identified, together with three others, in the PUSH<sup>1</sup> South Hampshire Strategy (Policy 15) (October 2012). The local boundaries, as defined on the Policies Map of the GBLP, were defined in cooperation with Fareham Borough Council (FBC) as part of the production of both current adopted local plans and consequently the gap is included within FBC's current Local Plan (linked to Policy CS22 of Part 1 of the Fareham Local Plan: Core Strategy). A plan showing the current boundary of the gap is shown in Appendix 1. The gap within the Borough includes the Alver Valley, Browndown and playing fields associated with HMS Sultan and Bay House School.
- 1.3 The South Hampshire gaps are tracts of undeveloped land within the sub region which keep settlements separate from each other. The prevention of significant development within these Gaps has been a feature of strategic and local planning documents in South Hampshire for over 35 years.
- 1.4 In 2008 the PUSH Joint Committee adopted a Policy Framework which set out criteria for the designation of Gaps to ensure consistency across South Hampshire. It was recognised that Gaps which cross authority boundaries need a coordinated approach to ensure that their designation and their extent is aligned across the boundary.
- 1.5 The criteria to define the boundaries were included in Policy 15 of the South Hampshire Strategy (Oct 2012) (and therefore relevant to both the current Gosport and Fareham Local Plans). The criteria are as follows:-
- the designation is needed to retain the open nature and/or sense of separation between settlements;
  - the land to be included within the Gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;
  - the Gap boundaries should not preclude the provision being made for the development proposed in this Strategy;
  - the Gap should include no more land than is necessary to prevent the coalescence of settlements having regard to maintaining their physical and visual separation.
- 1.6 The South Hampshire Strategy makes it clear that, *'the purpose of Gaps is to shape settlement patterns and to influence the location of planned development; not to stifle it altogether. So the boundaries of Gaps must be defined in tandem with providing sufficient land to meet development needs.'*
- 1.7 In June 2016 the PUSH authorities agreed the Spatial Position

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<sup>1</sup> Partnership for Urban South Hampshire

Statement (SPS) to inform long term decisions about the level and distribution of development in the area to 2034 taking into account requirements to plan for objectively assessed housing needs. The SPS has maintained a policy on Gaps which it recognises are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities.

1.8 The SPS only specifically identifies the Meon Valley Gap in Position Statement 1 as it demarks the boundary of the Portsmouth and Southampton Housing Market Areas. The SPS however recognises that in addition to this area, *'Councils should identify in their Local Plans other local strategic countryside gaps of sub-regional importance as appropriate.'* It adds that, *'Given the long term need for development, the number and extent of gaps should only be that needed to achieve their purpose.'*

1.9 The justification text states that such gaps should be defined in order to prevent coalescence and protect the identity of distinct settlements and maintaining green infrastructure. They are a mechanism which still allows development to come forward in appropriate sustainable locations by giving communities the confidence to plan positively for growth, whilst ensuring there is room for the necessary complimentary uses such as recreation areas, transport corridors and environmental mitigation.

## 2 **Terminology**

2.1 The gaps designation is known by various terms in South Hampshire documents but importantly they are describing the same land use function. The 2012 South Hampshire Strategy refers to this designation as 'Gaps' in order to keep settlements separate from each other. Consequently the GBLP refers to these gaps as 'Settlement Gaps' whereas the Fareham Local Plan refers to them as Strategic Gaps which was the term formerly used. It is important to note that there is no difference whatsoever in the designation. They both relate to the Gaps designation in the South Hampshire Strategy. The PUSH Spatial Position Statement (June 2016) refers to the Gaps in Position Statement 1 as Strategic Countryside Gaps but also uses the term strategic gaps in the justification text. Similarly this is referring to the same designation.

2.2 It is proposed that the Gap policy in the forthcoming Gosport Borough Local Plan Review will be termed 'Strategic Countryside Gaps' to be consistent with PUSH Spatial Position Statement, recognising that this is only a change in terminology and that the role of the gap is unchanged.

## 3 **Report**

3.1 As part of the forthcoming Gosport Borough Local Plan Review which will cover the period to 2036 it will be necessary to review the detailed boundary of the Gap within Gosport Borough. This will be

undertaken at the same time as the review of the urban area boundary (as currently defined in Policy LP3 (point 2) and the Policies Map of the GBLP). However it is clear that the principle of the Gap remains applicable particularly when considering the criteria outlined by the previously agreed PUSH Framework on this issue.

3.2 The key issue however arises from concern regarding Fareham Borough Council's commitment to the Gap given their latest proposal in the Draft Fareham Local Plan (DFLP) (Regulation 18) published in October 2017. As Members will recall FBC has proposed a significant new development allocation of up to 475 dwellings in land currently in the strategic gap to the east of the new Newgate Lane (Newgate Lane East). As part of this allocation it is proposed to remove this land from the strategic gap accordingly. This proposal is commonly referred to as 'HA2.' Appendix 2 shows how this proposal as well as a number of speculative housing developments could significantly be detrimental to the function of the gap both individually and cumulatively.

3.3 In response to the DFLP, this Council resolved (Regulatory Board 6<sup>th</sup> December 2017) to make a strongly worded objection to the HA2 proposal and the need to defend the gap, which was consequently duly made. Key elements of the Council's case with reference to the Gap are set out in Appendix 3. Numerous other points referring to other issues relating to the proposed housing allocation were also made and can be viewed in the aforementioned Regulatory Board report. These key issues include:

- that the proposal will negate the benefits being provided by the new improvements to Newgate Lane with a negative impact on traffic flow and increased congestion to the detriment of Gosport residents and the local economy including accessibility to the Solent Enterprise Zone at Daedalus;
- the proposal has the potential to significantly harm the amenities of local Gosport residents with the introduction of new access points to existing residential areas, which due to the scale of the proposal would potentially increase traffic on residential roads;
- there is insufficient information on supporting infrastructure including education, medical and community facilities.

3.4 The extract in Appendix 3 identifies that this Council has a number of concerns and concludes that whilst it is recognised that the local plan process is the appropriate time to review such designations it is considered that the proposed change at Newgate Lane will affect the integrity of the remaining gap by significantly reducing its width. The residential proposal by its sheer scale will undoubtedly harm the character of the gap and will diminish the physical and visual

separation of the settlements.

3.5 The Council considers that FBCs proposals are contrary:

- to the objectives of the long-established sub-regional policy in South Hampshire to protect important gaps between settlements.
- to FBC's own evidence, submitted at its own Local Plan Examination in Public as recently as 2015 which defends the gap at this particular location.
- to the Planning Inspector findings in 2015 who states in his report, *'although the review [of the Strategic Gap] did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*
- to FBC's own Landscape Assessment (2017) evidence used as part of the DFLP which states *'This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.'*
- to its own Sustainability Appraisal which highlights that that Newgate Lane allocation is less sustainably located than other allocations in the DFLP.

3.6 In addition to the HA2 proposed allocation, the Gap is also under further pressure from a speculative development of 1,027 dwellings at Newlands Farm with associated community facilities. The planning application has yet to be determined and is contrary to both the current Fareham Local Plan and the emerging DFLP.

3.7 Also of concern is that a prospective developer is considering further development between Newgate Lane East and the original Newgate Lane citing the fact that as FBC has allocated the HA2 in the draft Local Plan it would release the potential for further development to take place.

3.8 In the light of the above identified pressure it is of paramount importance that Gosport Borough Council seeks to maintain the existing Gap between Gosport, Fareham, Lee-on-the-Solent and

Stubbington. The Council recognises that the development of transport infrastructure within the Gap, such as the Newgate Lane improvements and the proposed Stubbington Bypass, are compatible uses within the Gap as part of the acknowledged transport corridor function of gaps (as identified in the PUSH SPS). The Council considers that significant new residential development along this new infrastructure has the potential to significantly reduce its effectiveness as a key transport route serving the Peninsula.

- 3.9 It is acknowledged that the pressure on the Gap has been caused by the significant housing needs in South Hampshire and the various measures introduced by the Government to increase the rate of house building. This includes the new standardised methodology for calculating housing need and the housing delivery test recently confirmed in the Government's National Planning Policy Framework (NPPF) (July 2018), together with the previous measure of the 'Five Year Housing Supply', which Fareham Borough has not been able to meet.
- 3.10 It is important to recognise that this Gap has been a very established planning strategy for PUSH and its various sub-regional planning documents in order to maintain such important spaces within the wider densely built-up areas of South Hampshire.
- 3.11 Gosport Borough Council strongly supports Position Statement S1 on Strategic Countryside Gaps in the PUSH Spatial Position Statement (June 2016) and considers that the principle of the Gap should be maintained in the forthcoming Local Plan Review and it should seek to protect the integrity of the wider gap beyond the Borough boundary. Consequently it will continue to make representations to FBC in relation to the HA2 proposal as well as making comment on planning applications which have a detrimental impact on the sub-regional gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington and its ability to function as an effective transport corridor for the Peninsula.
- 3.12 In the light of this and as part of both Councils' statutory duty to cooperate, as well as the new requirement to produce a 'statement of common ground' (introduced by the NPPF), it is considered appropriate to invite Fareham Borough Council to consider establishing a joint approach to the Gap which protects its key functions as established by PUSH. This could potentially lead to a joint strategy for the gap which could assist in implementing multi-functional benefits for the residents of both Boroughs.

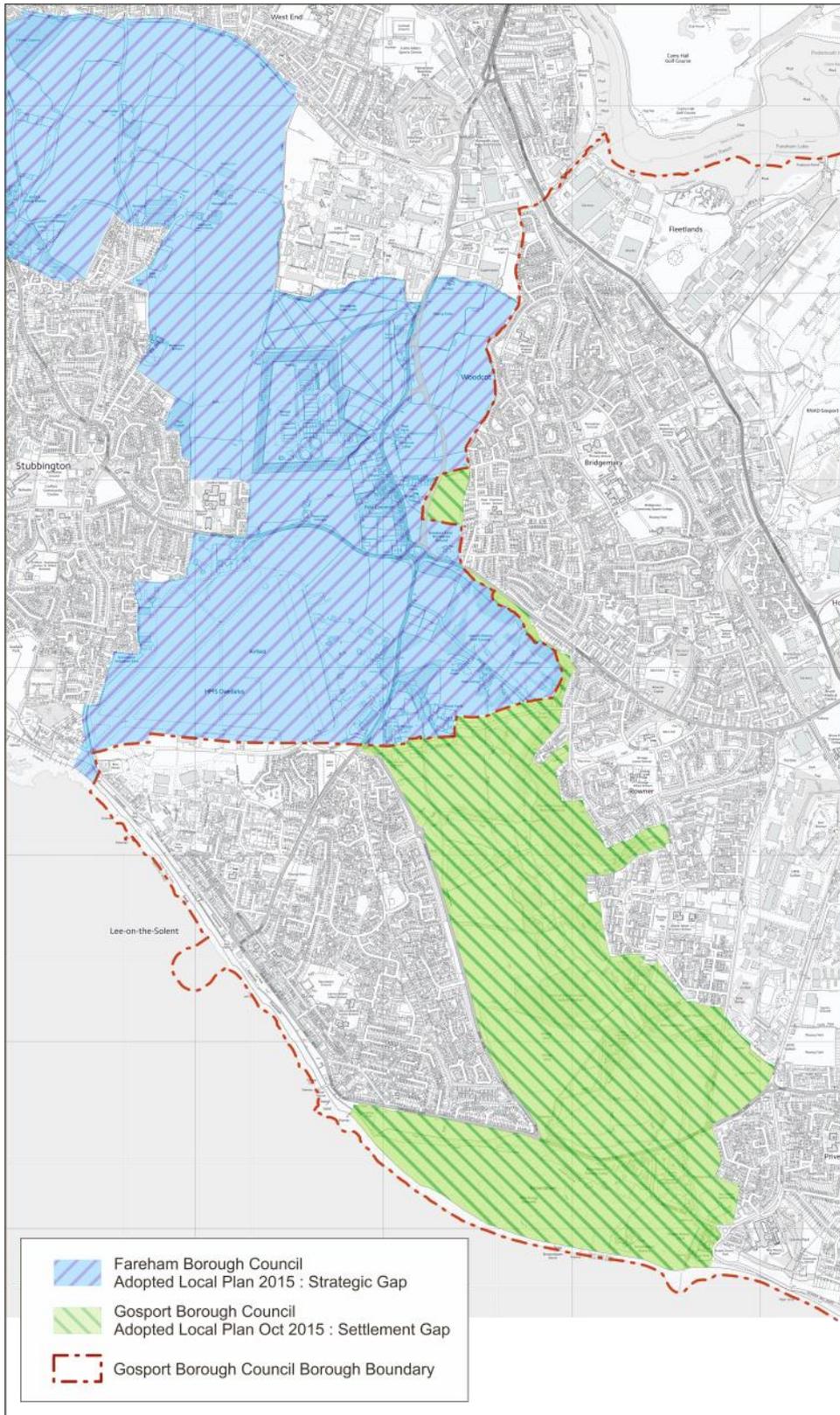
#### **4 Risk Assessment**

- 4.1 It is considered necessary to maintain a policy position in the forthcoming Local Plan to protect the Gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington to prevent

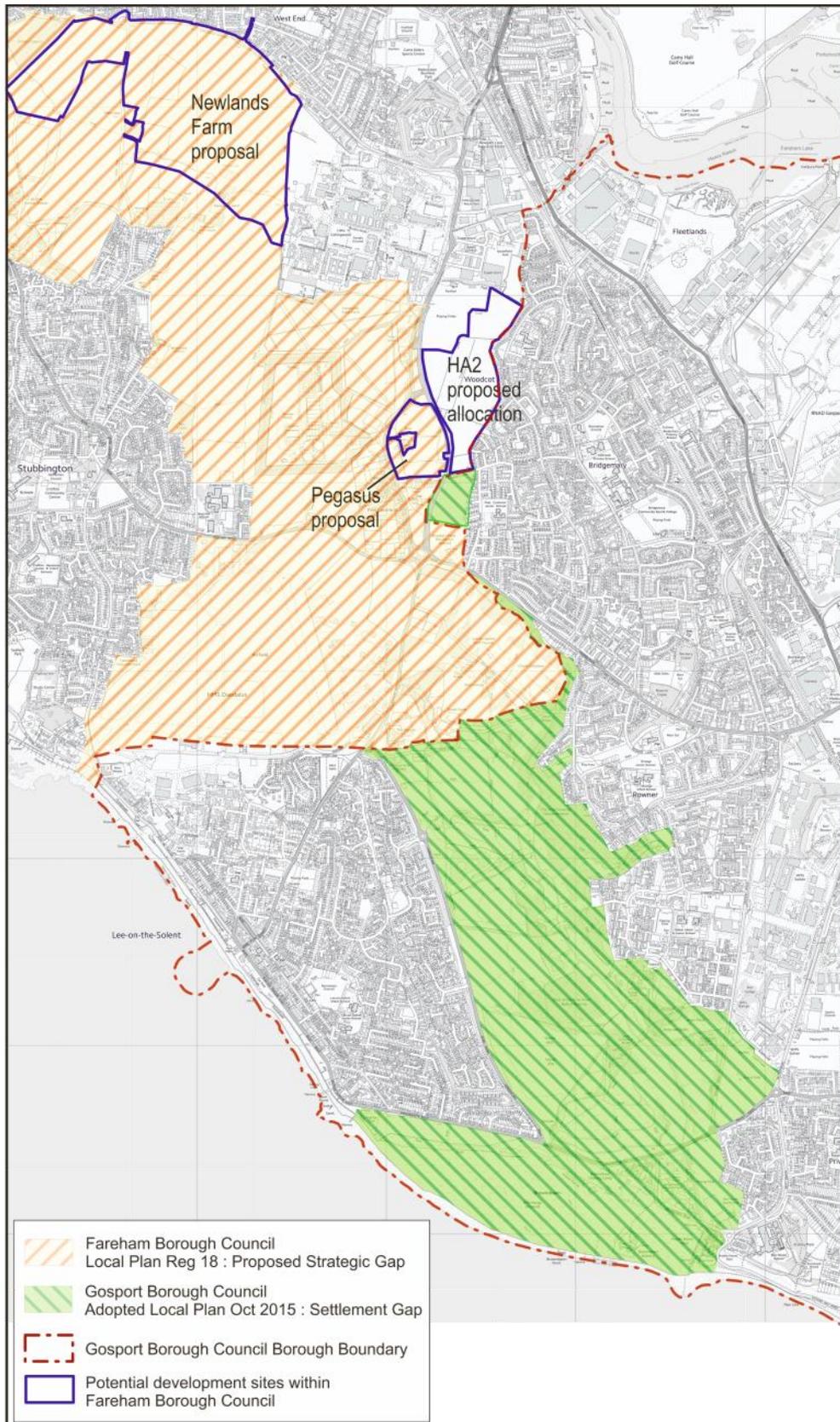
coalescence and maintain the identity of each settlement. It is important that Gosport Borough Council defends the integrity of the gap and makes appropriate representations to Fareham Borough Council where appropriate. Failure to do so could have a detrimental impact on the potential for the gap to function as an effective transport corridor, and deliver environmental, recreational and landscape benefits.

<b>Financial Services comments:</b>	None
<b>Legal Services comments:</b>	None
<b>Equality and Diversity</b>	An Equality and Diversity Assessment on the Settlement Gap Policy in the GBLP was undertaken as part of the Examination in Public process and is available to view. A similar assessment will be undertaken as part of the forthcoming Local Plan Review.
<b>Council Plan:</b>	Maintaining the gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington will assist in developing the economy by maintaining, and enabling opportunities to enhance the transport corridors through the gap; whilst the development of such areas for residential would place significant pressure on the transport infrastructure and would significantly undermine the effectiveness of recent and proposed improvements. Maintaining the gap may also offer opportunities to enhance the environment.
<b>Risk Assessment:</b>	See Section 4
<b>Background papers:</b>	None
<b>Appendices</b>	<p>Appendix 1: The current Settlement/Strategic Gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington</p> <p>Appendix 2: Potential for the Strategic Gap to be reduced by the HA2 proposal and current speculative housing developments</p> <p>Appendix 3: Extract from Regulatory Board (6<sup>th</sup> December 2017) on Draft Fareham Local Plan (Reg 18) relating specifically to the Strategic Gap in relation to the HA2 allocation.</p>
<b>Report author/ Lead Officer:</b>	Jayson Grygiel, Manager of Planning Policy

**Appendix 1:  
The current Settlement/Strategic Gap between Gosport, Fareham, Lee-on-the-Solent and Stubbington**



## Appendix 2: Potential for the Strategic Gap to be reduced by the HA2 proposal and current speculative housing developments



**Appendix 3: Extract from Regulatory Board (6<sup>th</sup> December 2017) on Draft Fareham Local Plan (Reg 18) relating specifically to the Strategic Gap in relation to the HA2 allocation.**

*Strategic Gap*

- 5.6 In order to accommodate the Newgate Lane residential allocation the DFLP proposes to amend the Strategic Gap between 'Fareham/Bridgemarky and Stubbington/Lee-on-the-Solent', which is identified in the GBLP (Policy LP3) and FBC's current Local Plan (Policy CS22 of the Core Strategy). GBC and FBC have worked collaboratively in the past to define the boundaries of the Strategic Gap and have been successful in maintaining a functional gap and visual separation between the settlements.
- 5.7 The sub-regional PUSH Spatial Position Statement states that Councils should identify in their Local Plans strategic countryside gaps of sub-regional importance and that these gaps are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities. It recognises that gaps can provide the space for necessary uses such as recreation areas, transport corridors and environmental mitigation.
- 5.8 FBC's current Policy CS22 states that 'development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements'. The Policy recognises that maintaining separation will prevent coalescence of the settlements in this densely settled part of South Hampshire.
- 5.9 The justification text states that gaps between settlements help define and maintain the separate identity of individual settlements and have strong local support. It adds that Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. It acknowledges that continuing pressure for high levels of development mean that maintaining gaps continues to be justified.
- 5.10 It is considered that this remains relevant in the case of the Newgate Lane area. Indeed the current boundary has been supported by a Planning Inspector as recently as May 2015. In his report into the Examination in Public for the Fareham Local Plan Part 2, the Inspector refers to FBC's evidence regarding the review of Strategic Gaps and states,  
*'although the review did not specifically take into account the route of the Stubbington by-pass and the Newgate Lane improvements, there is no reason to conclude that these proposals would justify altering the boundary of the gap in those locations. Having visited the area I agree with the Council that the gap between Fareham and Stubbington is justified in order to retain visual separation and that the proposed road improvements would not justify a revision to the boundary. The Council's approach is sound.'*

- 5.11 The latest DFLP also includes a policy relating to Strategic Gaps (Policy SP6) which continues to prevent the coalescence of urban areas and to maintain the separate identity of settlements. It also identifies a Strategic Gap between 'Fareham/Bridgemyr and Stubbington/Lee-on-the-Solent'. It states, *'development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements'*. The justification text acknowledges that, *'retaining the open farmland gap between Fareham and Stubbington is critical in preventing the physical coalescence of these two settlements together with maintaining the sense of separation'*. It also clearly states in Paragraph 4.39 that, *'further to the east, retaining the gap will help maintain the separation of Stubbington and Lee-on-the-Solent from Fareham and Bridgemyr along with maintaining the separate identify of Peel Common.'* This therefore appears to contradict the removal of the Newgate Lane area from the Strategic Gap.
- 5.12 The proposed removal of this land from the Strategic Gap also appears to be at odds with FBC's own supporting evidence. The Fareham Landscape Assessment (2017) incorporates a review of the Strategic Gap designation including the 'Woodcot area' which includes the land covered by the proposed Newgate Lane allocation. It concludes,  
*'This is a cohesive area of undeveloped landscape which performs an important role in respect of the primary purposes of the Strategic Gap i.e. in defining the edges, separate identity and settings of Fareham and Gosport, preventing their coalescence. Even minor encroachment beyond existing settlement boundaries could have an adverse effect on these functions and the overall integrity of the landscape and Strategic Gap. It is recommended that the Gap boundaries remain unchanged.'*
- 5.13 Gosport Borough Council agrees with these findings set out in the Fareham Landscape Assessment and considers that the Woodcot area should remain an integral part of the Strategic Gap.
- 5.14 Whilst it is recognised that the local plan process is the appropriate time to review such designations it is considered that the proposed change at Newgate Lane will affect the integrity of the remaining gap by significantly reducing its width. The residential proposal by its sheer scale will undoubtedly harm the integrity of the gap and will diminish the physical and visual separation of the settlements.

## **Appendix: GBC Response 12-Appendix 1**

### **Extract from Gosport Borough Council's Economic Development Board of 21<sup>st</sup> July 2021 which considered the Fareham Local Plan 2037: Revised Publication Plan (Regulation 19)**

#### **RECOMMENDATION**

That this Council makes the following representations (as expanded upon within sections 3-8 of this Report) to Fareham Borough Council (FBC):

- That this Council supports that land east of Newgate Lane East is designated within the Strategic Gap as shown on the latest Policies Map;
- That this Council supports that the land east of Newgate Lane East (formerly known as HA2) is no longer identified as a housing allocation in the FLP2037;
- That this Council submits a holding objection relating to the East of Crofton Cemetery and South of Longfield Avenue allocations until such time that a transport assessment which includes the cumulative impact of development in the FLP2037 and the emerging Gosport Borough Local Plan 2038 (GBLP2038) concludes that there is no detrimental impact on the effectiveness of the road infrastructure serving the Gosport Peninsula including the Stubbington Bypass and Newgate Lane East. This work would form part of the Statement of Common Ground between the two local planning authorities;
- That this Council, whilst supporting the overall intention of Policy DS1: Development in the Countryside, considers that amendments are required for reasons set out in the Report (paragraphs 5.7-5.26).
- That this Council objects to the detailed wording of the following policies or parts of policies as detailed in paragraphs 5.7-5.26 of this report:
  - Policy HP4
  - Policy HP6
- That this Council supports the employment allocations at Daedalus (Policies E1, E2 and E3).
- That this Council supports the following policies:
  - Policy E5 which protects employment sites including a number on the Gosport Peninsula;
  - Policy E6 on boatyards which aims to protect important marine sites for employment purposes;
  - Policy E7 which aims to safeguard the Solent Airport at Daedalus;

- Policy TIN2 which aims to ensure development does not have an unacceptable impact on highway safety and the residual cumulative impact on the road network is not severe;
- Policy TIN3 which safeguards land to support the delivery of the South East Hampshire Rapid Transit scheme.
- That Policy NE9 includes specific reference to the potential for green infrastructure improvements in the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap.

**MAIN REPORT (EXTRACT)**

*Housing allocations in the current Strategic Gap*

- 4.9 The proposed allocation east of Crofton Cemetery and west of Peak lane at Stubbington (HA54) includes two parcels of land north and south of Oakcroft Lane (Appendix A1). The primary access will be onto Peak Lane. Importantly it is only the land south of Oakcroft Lane which is to be developed for residential use (180 dwellings) with the land north of Oakcroft Lane being kept available for Brent Goose and wader use. This land will therefore remain undeveloped, remain in the Strategic Gap and provide a buffer between Stubbington and the new Bypass.
- 4.10 The land south of Longfield Avenue (HA55) is an allocation of potentially 1,250 dwellings and includes a primary school and local centre with commercial and community facilities (Appendix A2). As part of this proposal it is proposed to retain a significant area of green infrastructure between the development and the Stubbington Bypass as well as land on the western side of Peak Lane which will retain openness along the Bypass between Fareham and Stubbington. The policy states that the development will need to maximise the open nature of the existing landscape between the settlements of Fareham and Stubbington,
- 4.11 The policy states that the publicly accessible and managed green infrastructure shall be provided throughout the site incorporating existing and new ecological features. It will retain and link existing Public Rights of Way to create high quality parkland and natural greenspace as well as sports facilities. The access will be from Longfield Avenue and Peak Lane with no direct access onto the Stubbington Bypass.
- 4.12 This is the first time that either of these sites have been identified as precise allocations. Previously, in the third Regulation 18 consultation (Feb 2020) the areas covered by these sites were part of a conceptual and very extensive area of possible development known as the Strategic Growth Area (SGA), which covered the whole area between Fareham and Stubbington and was also being promoted at the same time as the former HA2 allocation.

- 4.13 Due to the lack of detail and evidence available at that time the Council objected to the SGA on the following grounds:
- That there had not been sufficient transport modelling assessment undertaken at the time to ascertain whether a SGA was appropriate;
  - it was considered that the extent of the SGA failed to recognise the importance of the long-established Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington and that any significant development would affect the long established integrity and function of the Strategic Gap.
  - it was considered that the existing boundaries of the Strategic Gap should be retained in order to maintain an effective transport corridor through the gap. Additional development immediately adjacent and accessing the route will negate all the benefits of the recently improved and commenced road infrastructure. This investment has been implemented to address existing deficiencies not facilitate new development.
- 4.14 Therefore there are two main strategic issues that need to be considered in relation to these two allocations are:
- Can these allocations be developed in such a way which will not undermine the function of the Strategic Gap?
  - Can these allocations be developed without having a detrimental impact on the road infrastructure serving the Gosport Peninsula?
- 4.15 These two points are considered in detail below.
- Can these allocations be developed in such a way which will not undermine the function of the Strategic Gap?*
- 4.16 In relation to the Strategic Gap functions the Council previously raised an objection regarding the impact of the SGA on the continuing function of the Strategic Gap. It was considered that the extent of the area would have the potential to completely destroy any sense of Gap between the settlements. This previous objection related to the sheer extent of the SGA and any lack of detail on how a functional gap could still be maintained to protect the setting of each settlement, provide a sense of openness and prevent coalescence.
- 4.17 In this consultation however the development areas are largely defined with more details on how the Strategic Gap will be protected with an emphasis given to green infrastructure.
- 4.18 In all of its previous objections to the Fareham Local Plan the Council has used Fareham Borough Council's evidence study 'Fareham Landscape Assessment (FLA) (LDA 2017)'. The Council has also used this evidence document when objecting to the planning application at Brookers Lane as

well as the appeal between Newgate Lane and Newgate Lane East which has recently been dismissed. This study is well-prepared and made a strong case to protect the land east of Newgate Lane East as Strategic Gap.

4.19 In relation to the gap between Fareham and Stubbington the FLA states.

‘This area is a cohesive agricultural landscape which performs multiple roles in respect of the primary and secondary purposes and functions of the Strategic Gap. Even minor encroachment beyond the existing, strong settlement boundary along the southern edge of Fareham could potentially disrupt local settlement pattern and character and have an adverse effect on the Gap functions and the overall integrity of the agricultural landscape. There may be some scope for very modest ‘rounding off’ of Stubbington on its northern edges, within existing parcels of land where development could be integrated without unacceptable impacts.’

4.20 A more recent study prepared by Hampshire County Council (September 2020) known as the ‘*Technical Review of Areas of Special Landscape Quality and Strategic Gap*’ has been prepared to take into account the completion of the Newgate Lane East and the proposed route of the Stubbington Bypass. The two allocations are within two study areas outlined in the document with key points set out below:

**Study Area 7a- Land east of Titchfield Road and west of Peak Road:** The Technical review strongly recommends that the vast majority of this section of the Strategic Gap remains. It provides a useful recreational resource within a distinctive landscape that is good quality, where residents can walk in relative tranquillity away from roads and enjoy long and varied views.

However there exists the potential to make modifications to the settlement boundary of north Stubbington, to extend the boundary to run along Oakcroft Lane as the isolated field does not protrude beyond the northern and western edges of Stubbington. Subject to detailed design it is possible for development to take place without risking the integrity of the Gap.

**Study Area 7b- East of Peak Lane and west of HMS Collingwood:** Due to the characteristic of land in this area (flatter, less varied vegetation blocks, less opportunities to view across the land, and more ‘visual distractors’ such as HMS Collingwood) it possible for the main field to absorb some development without a significant impact on the visual quality of the Strategic Gap subject to detailed design, scale and function. If managed appropriately development could have a beneficial effect on the GI network (recreational and environmental). Therefore a change to the Strategic Gap could be potentially accommodated without undermining the principle purpose of the gap to prevent coalescence of settlements. However more detailed testing of development forms is required

The Technical Review concludes that the Strategic Gap is sub-regionally important but opportunities exist for some development to be absorbed within the Strategic Gap subject to scale and detailed design, without compromising

its Gap function combined with mitigation measures the can support green infrastructure enhancement. These adjustments include land south of Oakcroft Lane in Stubbington and areas south of Fareham, west of HMS Collingwood on the understanding that a green infrastructure strategy is implemented which enhances the green buffer.

- 4.21 With regard to the HA54 site in Stubbington it would appear that a development south of Oakcroft Lane could represent the rounding off potential as outlined in the FLA and specifically mentioned in the HCC study. Securing the land north of Oakcroft Lane for Brent Goose and wader mitigation would safeguard a buffer between the new Bypass and the settlement; and with a significant land buffer on the north side of the road would likely secure a functional gap at this location. This would help maintain a sense of openness when travelling along the Bypass and retain a sense that one is travelling between settlements in a rural rather than suburban setting.
- 4.22 The allocation south of Longfield Avenue is harder to justify in terms of the FLA landscape evidence as it states that there is a strong settlement boundary on the southern edge of Fareham and consequently development beyond this could potentially disrupt local settlement pattern and character and have an adverse effect on the Gap functions and the overall integrity of the agricultural landscape. However the 2020 HCC Study outlines the potential for development on part of the land east of Peak Lane and west of Collingwood which if designed appropriately would not have a detrimental impact on the function of the Strategic Gap.
- 4.23 It is the role of each local authority to review the boundaries of their settlements and strategic gaps as part of the Local Plan process. The important issue to consider is whether there is the possibility for some development to be located within the Gap between Fareham and Stubbington without the prime functions of the Strategic Gap being compromised.
- 4.24 The criteria to define strategic gap boundaries were included in the South Hampshire Strategy (Oct 2012) The criteria are as follows:-
- the designation is needed to retain the open nature and/or sense of separation between settlements;
  - the land to be included within the Gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;
  - the Gap boundaries should not preclude the provision being made for the development proposed in this Strategy;
  - the Gap should include no more land than is necessary to prevent the coalescence of settlements having regarding to maintaining their physical and visual separation.

4.25 It would appear from the evidence studies when taken together and from the information in the latest FLA2037 that it could be possible to locate development in the two suggested locations provided the design is of a high quality and that the buffers are considered as an integral part of the design and not an after-thought. There appears to be a sufficient gap between the allocation and the bypass to ensure that there is a sense of openness when travelling along the bypass and a rural rather than suburban character is maintained. It would appear from the indicative diagram and the policy intentions that the overall strategic gap criteria are being met. It will be essential for the remaining undeveloped land between the bypass and Fareham to be secured in perpetuity for green infrastructure purposes.

*Can these allocations be developed without having a detrimental impact on the road infrastructure serving the Gosport Peninsula?*

4.26 The Council's main concerns when objecting to the SGA related to fundamentally two inter-related issues:

- would the design of the development have a detrimental impact on the operational effectiveness of the new road infrastructure through for example the incorporating of new accesses onto the Stubbington Bypass which would affect the overall flow of traffic?;
- would the volume of traffic in combination with other developments negate the benefits derived from the new road infrastructure in terms of alleviating acute accessibility issues to and from the Gosport Peninsula?

4.27 At the time of the third Regulation 18 consultation (February 2020) insufficient transport modelling and assessment work had taken place and there was a lack of detail of how the SGA would work. The two proposed allocations identified in the latest FLP2037 clearly highlight that there would be no new direct access onto the Stubbington Bypass with HA54 being accessed off Peak Lane and HA55 being accessed off Longfield Avenue and Peak Lane with specific reference that there would be no direct access onto the Stubbington Bypass. This therefore overcomes the Council's first concern in that there will be no new additional access points onto the Stubbington Bypass.

4.28 As part of the evidence study for the first Regulation 19 (which didn't include these two allocations) the evidence included a transport assessment which took into account the SGA South of Fareham which made an assumption at the time of the modelling for some 1,975 dwellings modelled for the whole gap area. This is higher than the actual proposed allocations which is 1,430 dwellings.

- 4.29 It concluded that junctions in the area would not be unduly impacted by new development and that defined criteria relating to capacity hotspots are not reached and therefore mitigation is not required. It recognises that whilst traffic flow would be very high at junctions such as Longfield Avenue/ Newgate Lane there would be no increase in delay and consequently no mitigation would be required for this or other junctions in the vicinity. Five other junctions elsewhere on Fareham are identified requiring mitigation.
- 4.30 Whilst these findings are noted it is considered further work is required. The Council considers that as part of any future Statement of Common Ground, which is a requirement under the Duty to Cooperate, this Council would like to discuss these finding in more detail with Fareham Borough Council and Hampshire County Council. The Council considers that further work is required in order to take into account the growth proposed in the forthcoming GBLP2038 to ensure that the full implications of access to and from the Peninsula are taken into account. It is considered that because of the limited transport choices and limited road network on the Peninsula that an in-combination approach is needed in this particular instance.
- 4.31 It is necessary to demonstrate that green field development in the Strategic Gap does not prejudice brownfield development and regeneration opportunities further south in Gosport Borough. There is a risk that highway capacity is reduced such that brownfield sites would be expected to fund and mitigate transport interventions to become acceptable. Given that brownfield sites are in many cases likely to have other factors affecting viability the addition of further transport mitigation requirements may reduce overall viability and deliverability.
- 4.32 It is therefore considered without this in-combination work the overall traffic on the highway network will be underestimated, and therefore it is not possible to be definitive that these proposed allocations will not have an adverse impact on the operation of individual junctions in combination.
- 4.33 The transport assessment would be based on existing modelling by both local authorities and would consider these allocations together with proposed growth on the Gosport Peninsula as set out in both the FLP2037 and the emerging GBLP2038.
- 4.34 It is therefore proposed to submit a holding objection until this work has been undertaken and demonstrates that there is no detrimental impact on the road network and if there are particular issues identified that suitable

mitigation measures can be incorporated which is not to the detriment of Gosport residents and businesses.

*Conclusion regarding the two new allocations*

- 4.35 In conclusion due to FBC's significant housing requirement it is understood why it has been necessary to review the settlement boundaries in relation to HA54 and HA55. These sites are preferable for sensitive development from a strategic gap perspective than the former HA2 allocation at Newgate Lane East. It is clear the Gap adjacent to Newgate Lane East is particularly vulnerable at that location but this accentuates its importance as a functional gap in which it is still possible to experience the separation between settlements and there is an appreciable feeling of travelling between urban conurbations, through an area of Countryside, as part of this Gap's function.
- 4.36 These characteristics are also important in relation to the Stubbington Bypass between Stubbington and Fareham and it would appear that the width of the gap at this location and particular characteristics outlined in the HCC study (2020) does enable some development potential north of Stubbington and south of Fareham. The function of the Strategic Gap at this location can only be protected however if the significant buffers are retained in perpetuity on both sides of the road and that the edge of both allocations are very carefully designed with a positive relationship with the surrounding countryside. Whilst not ideal it would seem that the Council should not make a formal objection with regard to these two allocations in terms of the settlement function of the Strategic Gap. However it will need to comment further on any detailed proposals in future in order to ensure that they reflect the principles outlined in the relevant policies in terms of the extent of the development and the use of green infrastructure to protect the remaining Strategic Gap.
- 4.37 It is considered important that FBC can meet its housing requirements and that a site such as the land south of Longfield Avenue can represent a planned strategy of land release rather than the constant piecemeal and speculative applications which the area has been subjected to in recent years. A high quality development that retains the functions of the Strategic Gap and delivers improved green infrastructure is therefore preferred than inappropriate development in inappropriate locations. Importantly the detailed allocations in the latest FLP2037 overcome the Council's previous Strategic Gap objections in relation to the SGA where development could have been developed adjacent to the Stubbington Bypass with no functioning Strategic Gap
- 4.38 It is also clear that the proposed allocations will not have any new access points off the Stubbington Bypass which overcomes another of the Council's previous objections.

4.39 However, notwithstanding the above, it is considered that the Council should make a holding objection until such time that a combined transport assessment is completed which can demonstrate that the allocations will not have a detrimental impact on the strategic road network serving the Gosport Peninsula and that any noted impacts can be satisfactorily mitigated. This would form part of the Statement of Common Ground which each Council is obliged to produce as part of their statutory Duty to Cooperate. The Council needs to be reassured that the FLP2037 proposals together with the proposals in the forthcoming GBLP2038 do not have a detrimental effect on the effectiveness of the significant new road infrastructure at Newgate Lane East and the Stubbington Bypass.

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

## Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

Mr

First Name:

Jayson

Last Name:

Grygiel

Job Title: (where relevant)

Manager of Planning Policy

Organisation: (where relevant)

Gosport Borough Council

Address:

Town Hall, High Street, Gosport

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

HA54 and HA55

B1c Which part of the Policies Map?

Land east of Crofton Cemetery and west of Peak Lane; and  
Land south of Longfield Avenue

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

HA54 and HA55

B1e Which new or revised evidence base document? E.g. Viability Assessment

Transport Modelling/Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input checked="" type="checkbox"/>

B3 Please provide details you have to support your answers above

The Council previously objected to proposals in the third Regulation 18 consultation regarding the Strategic Growth Area relating to significant development in the Strategic Gap which lacked sufficient detail to understand the full implications for Gosport Borough. The two proposed allocations HA54 and HA55 provide much more detail in terms of extent, access and safeguards for retaining the Strategic Gap. The attached GBC Response 12 Appendix 1 includes an extract from a recent GBC Board Report which sets out how our previous concerns have been addressed in order to provide the Inspector with the wider context.

Notwithstanding the above the Council would like to place a holding objection to the two allocations for the following reason:

- It is not yet fully understood whether the volume of traffic from the two allocations in combination with other developments including those proposed in Gosport negate the benefits derived from the new road infrastructure in terms of alleviating acute accessibility issues to and from the Gosport Peninsula.

At the time of the third Regulation 18 consultation (February 2020) insufficient transport modelling and assessment work had taken place and there was a lack of detail of how the SGA would work. As part of the evidence study for the first Regulation 19 (which didn't include these two allocations) the evidence included a transport assessment which took into account the SGA South of Fareham which made an assumption at the time of the modelling for some 1,975 dwellings distributed across the whole gap area. This is a higher figure than proposed for the two new allocations (1,430 dwellings).

It concluded that junctions in the area would not be unduly impacted by new development and that defined criteria relating to capacity hotspots are not reached and therefore mitigation is not required. It recognises that whilst traffic flow would be very high at junctions such as Longfield Avenue/ Newgate Lane there would be no increase in delay and consequently no mitigation would be required for this or other junctions in the vicinity.

Whilst these findings are noted it is considered further work is required. The Council considers that as part of any future Statement of Common Ground, which is a requirement under the Duty to Cooperate, this Council would like to discuss these findings in more detail with Fareham Borough Council and Hampshire County Council. The Council considers that further work is required in order to take into account the growth proposed in the forthcoming GBLP2038 to ensure that the full implications of access to and from the Peninsula are taken into account. It is considered that because of the limited transport choices and restricted road network on the Peninsula that an in-combination approach is needed in this particular instance.

It is necessary to demonstrate that green field development in the Strategic Gap does not prejudice brownfield development and regeneration opportunities further south in Gosport Borough. There is a risk that highway capacity is reduced such that brownfield sites would be expected to fund and mitigate transport interventions to become acceptable. Given that brownfield sites are in many cases likely to have other factors affecting viability the addition of further transport mitigation requirements may reduce overall viability and deliverability.

It is therefore considered without this in-combination work the overall traffic on the highway network will be underestimated, and therefore it is not possible to be definitive that these proposed allocations will not have an adverse impact on the operation of individual junctions or the wider network when the cumulative traffic impacts of developments on the peninsula are assessed.

### B3 continued

The transport assessment would be based on existing modelling by both local authorities and would consider these allocations together with proposed growth on the Gosport Peninsula as set out in both the FLP2037 and the emerging GBLP2038.

It is therefore proposed to submit a holding objection until this work has been undertaken and demonstrates that there is no detrimental impact on the road network; and if there are particular issues identified that suitable mitigation measures can be incorporated which are not to the detriment of Gosport residents and businesses.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

This would be subject to the outcome of a combined transport assessment as identified in B3 above.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

This would be subject to the outcome of a combined transport assessment as identified in B3 above.

B4c Your suggested revised wording of any policy or text:

This would be subject to the outcome of a combined transport assessment as identified in B3 above.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Council requests to attend any session regarding the future of the Strategic Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

## White, Lauren

---

**From:** Grygiel, Jayson <[REDACTED]>  
**Sent:** 05 August 2021 14:32  
**To:** Betteridge, Emma; Wootton, Gayle  
**Cc:** Broster, Andrew  
**Subject:** RE: Fareham Local Plan Revised Publication Version- GBC Representations

Dear Emma and Gayle

Thank you for the earlier meeting and follow-up e-mails. I can advise that Andrew will be looking at the transport modelling spreadsheets.

With regard to the query below, as discussed it seems the most straightforward approach regarding GBC's submissions is to withdraw all the representations made at the first stage Regulation 19 (submitted December 2020) and completely replace them with those sent on 28<sup>th</sup> July 2021 for the avoidance of doubt. Consequently all our latest representations reflect the changes included in the Revised Fareham Local Plan (Reg 19) version.

I trust this clarifies the matter.

Kind regards

Jayson

Jayson Grygiel  
Manager of Planning Policy  
Planning and Regeneration  
Gosport Borough Council  
[REDACTED]

---

**From:** Betteridge, Emma <ELBetteridge@Fareham.Gov.UK>  
**Sent:** 30 July 2021 11:52  
**To:** Grygiel, Jayson <[REDACTED]>  
**Cc:** Wootton, Gayle <GWootton@Fareham.Gov.UK>  
**Subject:** RE: Fareham Local Plan Revised Publication Version- GBC Representations

Dear Jayson,

Thank you for your email. Please can I confirm that Gosport Borough Council are submitting the following representations as part of the Revised Publication Fareham Local Plan consultation:

- GBC Response – 1 Fareham Local Plan Reg 19 Revised (Includes Appendices 1A – 1C)
- GBC Response – 5 Fareham Local Plan Reg 19 Revised
- GBC Response – 11 Fareham Local Plan Reg 19 Revised (Includes Appendices 1B – Board Report and 2)
- GBC Response – 12 Fareham Local Plan Reg 19 Revised (Includes Appendix 1)

The following representations attached to your email have already been submitted as part of the Publication Local Plan consultation:

- GBC Response – 2 Fareham Local Plan Reg 19 Revised
- GBC Response – 3 Fareham Local Plan Reg 19 Revised
- GBC Response – 4 Fareham Local Plan Reg 19 Revised
- GBC Response – 6 Fareham Local Plan Reg 19 Revised
- GBC Response – 7 Fareham Local Plan Reg 19 Revised
- GBC Response – 8 Fareham Local Plan Reg 19 Revised
- GBC Response – 9 Fareham Local Plan Reg 19 Revised
- GBC Response – 10 Fareham Local Plan Reg 19 Revised

Please can you confirm therefore that they do not need to be re-submitted as part of this consultation, which focuses only on the revisions made to the Publication Local Plan.

Also, further to your request below in respect of a meeting myself and Gayle are available on the following dates/times next week:

- 4<sup>th</sup> August at 2:30pm
- 5<sup>th</sup> August at 11am
- 6<sup>th</sup> August at 10am

Please let me know which slot would suit you and I'll send a MS Teams meeting request.

Furthermore for your information an announcement was made by our Portfolio Holder at last night's Council meeting on the Local Plan and on the Newgate Lane decision. This can be viewed by clicking on the following link - [Council - Thursday, 29th July, 2021 6.00 pm - YouTube](#) The announcement on the Local Plan is at 16.30 mins of the recording and on Newgate Lane is at 18.15 mins of the recording.

Kind regards

Emma

Emma Betteridge  
Senior Planner (Strategy)  
Fareham Borough Council  
01329824503



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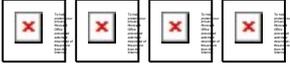
**From:** Wootton, Gayle <[GWootton@Fareham.Gov.UK](mailto:GWootton@Fareham.Gov.UK)>

**Sent:** 29 July 2021 09:27

**To:** Betteridge, Emma <[ELBetteridge@Fareham.Gov.UK](mailto:ELBetteridge@Fareham.Gov.UK)>

**Subject:** FW: Fareham Local Plan Revised Publication Version- GBC Representations

Gayle Wootton  
Head of Planning Strategy and Economic Development  
Fareham Borough Council  
01329824328  
07787685925



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**From:** Grygiel, Jayson <[REDACTED]>  
**Sent:** 28 July 2021 18:10  
**To:** Wootton, Gayle <[GWootton@Fareham.Gov.UK](mailto:GWootton@Fareham.Gov.UK)>  
**Subject:** Fareham Local Plan Revised Publication Version- GBC Representations

Dear Gayle

Please find attached Gosport Borough Council's representations to the Fareham Local Plan 2037 Revised Publication Version.

These representations were approved at the Council's Regulatory Board of 21<sup>st</sup> July 2021. The majority of the responses are 'supports' with a small number requesting wording changes to provide greater protection of the Strategic Gap. I have re-supplied all the previous representations as there were some minor word changes on some of them to reflect changes in the latest version.

There is a new holding objection relating to HA54 and HA55 which relates to the need for some form of combined transport assessment to ensure that the allocations will not have a detrimental impact on the road network.

Please would it be possible to have a meeting to discuss this matter and then involve HCC. I think this issue could easily be resolvable depending on the evidence.

It would also be useful to discuss the implications of today's appeal decision relating to East of Newgate Lane East.

Kind regards

Jayson

Jayson Grygiel  
Manager of Planning Policy  
Planning and Regeneration  
Gosport Borough Council  
[REDACTED]

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Gosport Response 11v Appendix 2:

Fareham Press Release [https://www.fareham.gov.uk/latest\\_news/pressrelease/pr\\_20201022\\_1](https://www.fareham.gov.uk/latest_news/pressrelease/pr_20201022_1)

## Press Release

22 October 2020

### Councils seek nature-based solution to protect a strategic gap

Two south Hampshire councils are joining forces to seek benefits for their boroughs from two pots of Government money aimed at increasing wetlands, woodlands and meadows in the Solent area. Cllr Seán Woodward, Leader of Fareham Borough Council and Cllr Stephen Philpott, who is in charge of Economic Development at Gosport, want to see more land between the two towns “rewilded”.

This shared vision follows last month’s announcement by the Government to invest £3.9million to set up an online ‘nitrate-trading’ auction platform. They are also considering a loan to the Hampshire and Isle of Wight Wildlife Trust for further land purchase in the Solent region for ‘rewilding’. Both initiatives would provide additional habitat rich areas for wildlife whilst unlocking much needed homes, with the backing of Natural England.

Three weeks ago, the Prime Minister, Boris Johnson, joined 65 world leaders in a pledge to reverse losses of wildlife habitats. In the UK that will mean an additional 400,000 hectares of woodland, wetland and meadow by the end of the decade.

*Cllr Woodward said: “What we would like to see is the entire Strategic Gap that lies between Fareham and Gosport, and between Fareham and Stubbington rewilded to provide nitrate mitigation and preserve wildlife and this scheme offers us the opportunity to achieve that. I have been an unwavering supporter of preserving our precious Strategic Gaps and indeed seeking their designation as Green Belt. The recent announcement by Government that Fareham is likely to see a reduction in the number of houses it is required to plan for means we are now in a position to make an approach to our partners to secure land in the Fareham-Stubbington Strategic Gap for rewilding”.*

Although the Fareham-Stubbington Strategic Gap is mainly in Fareham there would also be a significant environmental benefit for Gosport.

*Cllr Philpott said: “This is a great example of local councils working together for the benefit of their residents. Seán and I have today written to the Wildlife Trust to secure their backing for our idea to see a significant environment gain in our immediate neighbourhood. We will also work with other partners, such as the Solent Local Enterprise Partnership and Natural England, to seek maximum benefit from other similar projects for our communities.”*

**ENDS**



# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:	
First Name:	IAN
Last Name:	GRAY
Job Title: (where relevant)	Retired
Organisation: (where relevant)	-
Address:	
Postcode:	
Telephone Number:	
Email Address:	

A3 Please provide the Agent's details:

Title:	
First Name:	
Last Name:	
Job Title: (where relevant)	
Organisation: (where relevant)	
Address:	
Postcode:	
Telephone Number:	
Email Address:	

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                  Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

P 6 Local Plan Special - P 9 of same

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

HA1

B1c Which part of the Policies Map ?

Town Centre + Edged Town

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

Portland Chambers West Street HA55

B1e Which new or revised evidence base document ? E.g. Viability Assessment

Nitrate offset storm drainage

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Portland Chambers is a prominent historic building - facade must be retained & access to any flats must be at rear  
Pareham only achieved limited nitrate offset & would not be able to meet government requirement if major development allowed  
Raw sewage has been released into Solent and Peel Common  
sewage works would not cope with large development drainage

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Fareham Council to maintain policy to prevent development South of Longfield Avenue to retain 'lung' between Fareham and Stubbington

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

It would be in accordance with the wishes of the majority of local voters

B4c Your suggested revised wording of any policy or text:

No development shall be permitted until all infrastructure is in place

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

Dear Sirs

24.7.21

Fareham Local Plan

I return the questionnaire response form  
Please may I be advised of any progress  
in the local Plan with particular matters  
relating to Portland Chambers and land to  
South of Longfield Avenue.

Yours faithfully

**Respondent details:**

Title:	Mr
First Name:	David
Last Name:	Greenaway
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Paragraph: Statement of consultation**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

1. The number of dwellings for which the council has to identify sites has changed from 403 to 541 since the previous requirement. However there is no evidence in the presentation material that the council has consulted over the changes with any other local authority or statutory body (police, fire & rescue service, highways authority and LEA) regarding effects on infrastructure needs since the requirement was changed from 403 to 541 pa.

**What modification(s) is necessary to make the Revised Pub...**

Consult with the organisations defined in the previous comment.

**How would the modification(s) you propose make the Revise...**

By ensuring that the council meets it's legal obligations

**Your suggested revised wording of any policy or text:**

Not applicable

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Colin
Last Name:	Grice
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policies map: New Housing Allocations**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

1200 new houses South of Longfield Avenue will attract in excess of 1200 more cars as most households have more than one vehicle. Currently, as congestion in peak times is so significant it can take up to 90 minutes to get to Winchester which is only 25 miles away. It is likely that the majority of these cars will not use the new Stubbington By Pass as they already live north of it, creating even more backlog at the major pinch points such as the roads approaching Segensworth Roundabout, traffic lights at the top of peak lane where it meets the Avenue and the Market Roundabout. Simply put, the roads cannot cope now, let alone introducing this additional load. There is a national shortage of General Practitioners as well as National Health Dentists. The surgeries locally are already overworked and nearing capacity. Even if provision is made for a Doctors Surgery, it is unlikely it will be manned by permanent staff as locums will have to be employed. The building of the by pass has seemingly put the whole strategic gap in the "for sale" category and nothing is being done to fight it. Significant members of Fareham Council stated that the Gap was safe. This should still be the case. I expect that all the boxes will be ticked to ensure compliance with whatever is needed to get what is wanted and it is all too convenient to hide behind the Government. Once this land is built on, that is it and if you are going to let this scheme go ahead then you may as well build on all of it as what is left will be of no use to anyone. I would have thought that in this new age of Brexit and self sufficiency, we would need as much land to grow food on as we could get our hands on, not handing it over to developers to build on. I hope that common sense prevails. Please save the green space between Stubbington and Fareham.

**What modification(s) is necessary to make the Revised Pub...**

The plan has to be legally compliant I would hope to get published. Morally the plan is unsound due to the numbers of houses proposed and what the actual effect on the locality will be.

**How would the modification(s) you propose make the Revise...**

Remove the developments in the strategic gap to preserve the farm land and enable continued food production

**Your suggested revised wording of any policy or text:**

None

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---



**Respondent details:**

Title:	Mr
First Name:	Andrew
Last Name:	Griffin
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	Stubbington Youth FC
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## **Please provide details you have to support your answers a...**

The addition of 180 extra homes in the village of Stubbington makes no mention of the additional demands for playing pitch provision – I understood that each new Local Plan was to incorporate a playing pitch strategy – there is no such document attached to the proposed Local Plan, although searching through a 1,000 page document is a thankless task. The only reference I can find is that the new plan supercedes previous policies DSP53 sports provision. The plans produced by the applicant at a local exhibition in January 2019 suggested that land to the north of the site could be used for formal recreation... but both planning applications submitted so far have no such provision. During the consultation period I read that Fareham BC recreation department was asked for any comments on whether it had any interest in being the managing body for the open space to be gifted to the community and it said it had NO INTEREST... therefore foregoing the opportunity to create suitable pitch provision. Since 2011 Stubbington Youth FC has grown by some 400 per cent – and in the past two years, in line with the FA and Hampshire FA's policy to increase female participation in football considerably has begun laying on all-girl training and matches. This has resulted in the formation of four all girls team in the 2020/21 season.. when COVID has obviously impacted on participation levels. As a club, we only anticipate further growth, fuelled by this summer's success enjoyed by England at the Euros. The club only has access to two adult pitches on Stubbington Recreation Ground, one 9v9 (for ages 11-13) and two mini soccer pitches (ages 5-10). On a Saturday, we now have 22 teams across the age groups, including one adult side that play in the afternoon. There is no Sunday football for girls so they have to compete with boys teams. Since the start of the 2019-20 season we have been forced to switch matches to meet the overflow at Brookers Field, which is operated by Gosport BC, although lies within the FBC boundary. There are not enough mini-soccer pitches and only one other 9v9 pitch in the whole of the borough the club may be able to use from 2021/22 onwards. While the inclusion of plans for a new development south of Longfield Drive for another 1,200 homes would include a sports hub, the strong pro-Strategic Gap between Fareham and Stubbington will no doubt be strongly opposed during this consultation. However, should this smaller development go through on appeal, or be included as part of the new Local Plan, the village will be left with more demand and no more supply – and this plan makes no such provision or consideration for the situation which has developed in the last decade of the previous local plan. Fareham already has the lowest number of artificial pitches per head of population in all of Hampshire – again, this matter is not addressed anywhere as far as I can see in this document. I had been led to believe such a playing pitch strategy for the borough had been drawn up in consultation with Hampshire FA – where is such a strategy and how does it mitigate these problems we are now facing every season. I have drawn the above problems to the attention of the planning committee chairman and the planning executive member in relation to the determination of the last planning application for this site. There are football pitches at three schools within the village used by another grassroots club, with no surplus capacity. A private educational establishment within the village boundary is unwilling to consider renting out its facilities at weekends, even though they are unused. We as a club expect the borough council to consult properly on the requirements of clubs like ours, which provide a major element of government attempts to ensure a fit and healthy lifestyle for our children, and which volunteers commit to hundreds of hours each month to make happen.

## **What modification(s) is necessary to make the Revised Pub...**

Full evidence of demand for playing pitches in the borough and current supply in relation to extra demands created by recommending an extra 180 houses in this location.

## **How would the modification(s) you propose make the Revise...**

By showing evidence of a playing pitch provision as required by law. There is a reference in the open space policy to addressing shortfalls within the community. The land available on the north side of this site would certainly be large enough to accommodate the demand created by these new residents and the existing residents of the village.

## **Your suggested revised wording of any policy or text:**

Plans for a sports hub with required football/hockey/cricket/rugby to meet existing demand within the settlement boundary of Stubbington

## **If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

## **Please outline in the box below why you consider it neces...**

As the council has failed to demonstrate the current demand and availability of pitch provision in the village, it requires the inspector to hear from those organisations who are left dealing with the inadequacy of council policies.

## Local Plan Feedback Form (Original Scanned also)

Mrs Iris Grist



### Comments:

**Paragraph 2.12** “Maximise development within the urban area and away from the countryside”

**Paragraph 3.6** Settlement boundaries

**Paragraph 3.9** Areas of special landscape quality e.g. Portsdown Hill, This is outside the defined urban area, is in the countryside and is on Portsdown Hill

**Policy HA56- Down End Road West**

**Housing Allocation Site- HA56 Down End Road, West**

**Not sound**

**What Modifications is necessary...** Take any site, east or west of Downend Road out of the plan. It is a lie to say that these two sites are not on Portsdown Hill. 3.9 says that Portsdown Hill is an area of ‘special landscape quality’

**How would the modifications make the Plan legally compliant or sound?**

It actually says that there are no housing allocations on Portsdown Hill, so it is unsound to add HA4 and HA56. So these areas should be taken out of the Plan.

No I don't want to take part in a hearing session.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

MRS

First Name:

IRIS

Last Name:

GRIST

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
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- A new housing allocation site      Go to B1d
- The evidence base                      Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

Paragraph 2) - 2.12 2) 3.6 3) 3.9

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

4) HAS6 DOWN END ROAD WEST

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

4) HAS6 DOWN END ROAD, WEST

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

1) 2.12 "maximise development within the urban area and away from the country side".  
2) 3.6 settlement boundaries  
3) 3.9. areas of special landscape quality e.g. Portsdown Hill  
THIS IS OUTSIDE THE DEFINED URBAN AREA, IS IN THE COUNTRY SIDE, AND IS ON PORTSDOWN HILL.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

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B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

4)

TAKE ANY SITE, EAST OR WEST OF DOWNEND ROAD OUT OF THE PLAN. IT IS A LIE TO SAY THAT THESE TWO SITES ARE NOT ON PORTSDOWN HILL. 3.9 SAYS THAT PORTSDOWN HILL IS AN AREA OF SPECIAL LANDSCAPE QUALITY

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

4)

IT ACTUALLY SAYS THAT THERE ARE NO HOUSING ALLOCATIONS ON PORTSDOWN HILL, SO IT IS UNSOUND TO ADD HA4 AND HA56. SO THESE AREAS SHOULD BE TAKEN OUT OF THE PLAN

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

**Respondent details:**

Title:	Mrs
First Name:	Iris
Last Name:	Grist
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: 2.12**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

2.12 "Maximise development within the urban area and away from the countryside"

**What modification(s) is necessary to make the Revised Pub...**

Take any site, east or west of Downend Road out of the plan. It is a lie to say that these two sites are not on Portsdown Hill

**How would the modification(s) you propose make the Revise...**

It actually says that there are no housing allocations on Portsdown Hill, so it is unsound to add HA4 and HA56. So these areas should be taken out of the plan.

**Your suggested revised wording of any policy or text:**

x

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## White, Lauren

---

**From:** ggustar <[REDACTED]>  
**Sent:** 28 July 2021 16:06  
**To:** Consultation  
**Cc:** [REDACTED]  
**Subject:** Subject: Strategic Gap/proposed development east of Crofton cemetery.

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

As inhabitants of Stubbington, we are appalled by the lack of consultation with regard to the new local special summer 2021 plan, that has been rushed through without informing us that a meeting on the proposed development above was taking place at the church in Stubbington.

Local inhabitants should have been contacted personally, I spoke to Pal Hayre today and she said that she was disappointed that not many people turned up, I stated that was not surprising as not many people knew it was taking place. It appears this new development plan is trying to be slipped in under the radar, this is not the openness and transparency that the Government has promised and should be expected from local authorities.

The application for the proposed development has too high a housing density for the site, no matter what planning say it is not compatible with the village. The traffic congestion will be appalling when trying to exit on to the road leading to the bypass junction, with cars trying to feed onto the road or cross at right angles into the development. Cars will also turn left into Oakcroft Lane which is very narrow and not suitable for this amount of traffic especially with the Grange development exiting on to this lane as well, which frequently floods by the Arc which also joins this lane.

This number of additional houses would swamp local services particularly the Doctors Surgery which is already struggling to meet demand and the local schools would be overcrowded. This development is on the wrong side of the Bypass.

The southern end of the proposed development floods after heavy rain, the attenuation pond could easily be overwhelmed as well as the small streams around Oakcroft Lane. The rainfall patterns are now much heavier and with the runoff from this densely housed estate it very well lead to flooding, this partially now attenuated by the crops growing in this field absorbing water.

This application has been twice rejected by the Council and we were all horrified to find it include in the new planning proposal, after telling everybody they wished to maintain the reasonable strategic gap and prevent urban sprawl.

Southern water has just been fined in excess of 100 million pounds for dumping sewage into the Solent and the surrounding waters, this development will exacerbate the problem at Peel Common treatment works. We need less pollution, more bio-diversity and wild life in this area no urban sprawl!

Regards Mr and Mrs Gustar  
[REDACTED]

# FAREHAM Local Plan 2037

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You can make comments on the Plan, known as representations, up to 30 July 2021.

## What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

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## What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

# PERSONAL DETAILS

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Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Hallam Land Management Ltd

c/o Agent

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

Mr

First Name:

Owen

Last Name:

Jones

Job Title: (where relevant)

Organisation: (where relevant)

LRM Planning Ltd

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
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B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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B3 Please provide details you have to support your answers above

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B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Please see the attached Representations.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Provide a sound policy.

B4c Your suggested revised wording of any policy or text:

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BOROUGH COUNCIL

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- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Hallam Land Management Ltd

c/o Agent

Address:

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

Mr

First Name:

Owen

Last Name:

Jones

Job Title: (where relevant)

Organisation: (where relevant)

LRM Planning Ltd

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Please see the attached Representations.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Provide a sound policy.

B4c Your suggested revised wording of any policy or text:

Please see the attached Representations.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The issues raised in the Representations are important to the achievement of a sound Local Plan and the delivery of housing to meet identified need.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL



**LRM**  
PLANNING  
LIMITED

## **FAREHAM LOCAL PLAN 2037**

### **Revised Regulation 19 Publication Draft**

Response prepared on behalf of Hallam Land Management Limited

July 2021



## Report Control

Project: Newlands, Fareham

Client: Hallam Land Management Limited

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## Contents

	<b>Executive Summary</b> .....	<b>3</b>
<b>1</b>	<b>Introduction</b> .....	<b>5</b>
<b>2</b>	<b>Policy H1: Addressing housing needs by the end of the plan period in an appropriate and sustainable manner</b> .....	<b>8</b>
	Housing Requirement.....	8
	Housing Supply.....	11
<b>3</b>	<b>Policy HA55: Land South of Longfield Avenue</b> .....	<b>13</b>
	Development Strategy.....	13
	Locational Merits.....	14
	Sustainability Appraisal.....	14
	Habitats Regulation Assessment.....	15
	Site-Specific Criteria.....	17
	Self and Custom Housing.....	22
	Alternative Policy Wording.....	22
	Land Use Framework Plan.....	24
	Trajectory.....	24
<b>4</b>	<b>Policies Map</b> .....	<b>26</b>
	Delineation of the Strategic Gap.....	26
	Southern extent of the allocation.....	27
<b>5</b>	<b>Summary</b> .....	<b>28</b>

Appendix 1: Schedule of Representations Submitted to 2020 Regulation 19 and current status

Appendix 2: Suggested Masterplan and Design Code Structure

Appendix 3: Alternative delineation of Strategic Gap

Appendix 4: Housing Mix evidence



## Executive Summary

Hallam Land Management Limited ('Hallam') control a substantial tract of land to the South of Fareham, south of Longfield Avenue, west of HMS Collingwood and to the north of Stubbington Bypass, the construction of which has recently commenced and is due to be completed in Spring 2022.

In successive representations to the Local Plan Review we have drawn attention to the merits and advantages of locating development to the South of Fareham and how this would achieve the Borough Council's objective of *Good Growth*.

In this Revised Regulation 19 Plan, Policy H1 has rightly been amended to accord with the Government's Standard Method for calculating local housing need as required by the NPPF. As a matter of principle, we agree with this approach.

For various reasons set out herein, it is right that Policy H1 is framed in the terms "at least 9,560 new homes" as this is the minimum justifiable amount of new housing needed in the Borough.

Whilst additional housing allocations have been proposed, it remains the case that the Plan's housing supply strategy provides very little flexibility to deal with different circumstances that might arise to those assumptions that it is based upon. This underscores the need for the additional housing allocations as a matter of principle and for them to be delivered with alacrity.

Policy H1 includes as an additional proposed allocation land south of Longfield Avenue to provide 1250 new homes and associated uses. Hallam control the overwhelming majority of the site area shown on the Plan on page 146 of the consultation document.

This land was previously identified in the 2020 Local Plan Supplement as a potential *Strategic Growth Area*. Whilst the 2020 Regulation 19 Plan did not carry this forward because it proposed a lower level of housing, this allocation is a continuation of that earlier approach and the assessment work undertaken at that time. Importantly, this proposed allocation is entirely consistent with and supports delivery of the Plan's *Vision, Strategic Priorities* and the *Development Strategy*.

It is evident from the above that development in accordance with Policy HA55 would deliver positive *social and economic benefits*. As is often the case, there are conversely *negative environmental effects* associated with greenfield development. Importantly, as the Sustainability Appraisal and Habitats Regulations Assessment both acknowledge, mitigation measures will be achieved either by embedded elements in the scheme or by measures secured pursuant to other Local Plan policies that will minimise these potential negative effects.

Policy HA55 lists site-specific requirements that development proposals should meet. It is important to recognise that these criteria will be those that are used to assess future development proposals at the Development Management stage. In this regard, we are mindful of the requirement in paragraph 16(d) of the NPPF for policies "*to be clearly written and unambiguous, so it is evident how a decision maker should react to development proposals*".

In the context of comments on various of the Policy's criterion we have prepared alternative policy wording which we consider better meets the NPPF's requirements whilst retaining the thrust of the policy's intended outcomes.



Whilst we support the inclusion of an Illustrative Land Use Framework Plan on page 148 of the consultation document, our representations have drawn attention to important considerations; firstly, the extent of green infrastructure not related to the development proposals, and secondly, the potential constraint in achieving the overarching policy requirement of 1250 new homes and associated uses by the way the developable area is delineated.

Finally, the delineation of the Strategic Gap south of Fareham should be amended to exclude the proposed allocation HA55. The southern boundary of the allocation should be drawn at Tanners Lane, rather than extending south and across open fields.



# 1 Introduction

- 1.1 Hallam Land Management Limited ('Hallam') control a substantial tract of land to the South of Fareham, south of Longfield Avenue, west of HMS Collingwood and to the north of Stubbington Bypass, the construction of which has recently commenced and is due to be completed in Spring 2022.
- 1.2 In successive representations to the Local Plan Review we have drawn attention to the merits and advantages of locating development to the South of Fareham and how this would achieve the Borough Council's objective of *Good Growth*.
- 1.3 In the January 2020 Local Plan Supplement, this land, along with other parcels in this broad location, was identified by the Borough Council as a potential *Strategic Growth Area*. In June 2020, an outline planning application was submitted for development south of Longfield Avenue, reflecting the direction of travel of the Local Plan at that time. The LPA has yet to determine this application.
- 1.4 In the November 2020 Regulation 19 Plan, such an allocation was not carried forward because the Council were proposing a level of housing that was different to and lower than the Government's published Standard Methodology for calculating housing need.
- 1.5 By now, the Council has rightly reverted to calculating its housing need by reference to the Standard Method consistent with the NPPF. This has increased the overall housing requirement and led to additional proposed allocations to meet this.
- 1.6 In this context, Policy HA55 proposes the allocation of a new urban extension to the South of Fareham for 1250 new homes and associated uses. Hallam support the principle of this proposed allocation.
- 1.7 Land South of Fareham is an eminently suitable and sustainable location for future development. In the context of the Borough Council's *Good Growth* principles that underpin the Plan's Development Strategy, the development proposals will achieve the high-level development principles and requirements set out in the Local Plan.
- 1.8 Development at South Fareham can be brought forward to provide new homes and associated community and commercial facilities within an overall scheme that provides accessible green infrastructure and open space, enabling residents and visitors to experience a high quality of life and well-being. The accessibility of this location can be capitalised upon with investment in new sustainable and active modes of travel. By locating new development here, valued landscapes and natural environments elsewhere in the Borough will be preserved.
- 1.9 It is especially significant that the Borough Council's assessment of Strategic Gaps has drawn the conclusion that new development can be located south of Longfield Avenue without harming the integral purpose of this earlier designation. We agree with this conclusion, which accords with our previous submissions that carefully planned development will not result in the coalescence of Fareham and Stubbington and that the separate identities of these settlements can be retained. That said, we disagree with the way in which the Key Diagram and Policies Map continue to define land proposed for development as being within the Strategic Gap; the delineation of the Strategic Gap should be amended accordingly to provide the plan reader an



unambiguous explanation of its intentions.

- 1.10 In the following Sections we comment on the changes proposed in this current version of the Regulation 19 Plan – the Revised Plan. Certain of our previous representations have been superseded by these changes, however, a number of others remain and we have not repeated those on this occasion. For convenience we have prepared a Schedule at *Appendix 1* which identifies those earlier representations that remain relevant and those that have been superseded and are no longer relevant.
- 1.11 In one instance we draw attention to how Policy HP9 should have been amended to reflect the fact that the overall amount of housing to be provided has increased.
- 1.12 In summary, our representations are as follows:
- a. We support the reversion to the Government’s published Standard Methodology - the minimum housing requirement should be defined by reference to 540 dwellings per annum;
  - b. Whilst the strategic housing requirement has been increased to “at least 9,556 additional dwellings” for the period 2021 to 2037, for various reasons this represents the minimum housing level:
    - No account has been taken of the low level of completions from 2018 onwards compared to the level of local housing need;
    - The nominal 900 dwellings identified to meet unmet need is only a small proportion of the estimated shortfall across the sub-region;
  - c. Whilst assumptions about the delivery of new housing at Welborne have been revisited and revised down, it remains the case that the Plan is very dependant of delivery from this one large site;
  - d. No further evidence has been provided to justify the windfall allowance;
  - e. The level of flexibility or contingency has reduced in the overall housing supply strategy;
  - f. These considerations underscore, as a matter of principle, the need for the additional allocations made in the Revised Plan, and in particular Policy HA55 (land south of Longfield Avenue) given its importance in contributing to the Plan’s *Vision, Strategic Priorities and Development Strategy*.
  - g. To ensure that the text relating to Policy HA55 is “*clearly written and unambiguous, so it is evident how a decision maker should react to development proposals*”, we have proposed alternative wording.
  - h. The Illustrative Framework Plan as presently drawn is not supported:
    - firstly, the extent of green infrastructure shown is not related to the development proposals, and
    - secondly, the potential constraint imposed by the delineation of the extent of built development in achieving the overarching policy requirement of 1250 new homes and associated uses.
  - i. Separate from the allocation of land South of Fareham, the boundary of the Strategic Gap south of Longfield Avenue and west of HMS Collingwood should be amended so as not to



include the land identified by the Borough Council's *Technical Assessment* that is not considered integral to the Gap function.



## 2 Policy H1: Addressing housing needs by the end of the plan period in an appropriate and sustainable manner

2.1 In this Section we consider the revision to Policy H1 which increases the housing requirement to “at least 9,560 dwellings” and the housing supply strategy proposed to achieve the provision of this number of new homes within the plan period.

### Housing Requirement

2.2 Policy H1 has been amended so as to accord with the Government’s Standard Method for calculating local housing need as required by the NPPF, absent any exceptional circumstances to justify a different approach. As a matter of principle, we agree with this approach.

2.3 However, it is important to consider the adequacy of Policy H1 in the context of the Plan’s Vision and Strategic Priorities.

2.4 The Borough Council’s Vision as set out in the consultation document intends that it:

- *“will accommodate development to address the need for new homes and employment space in Fareham Borough; and*
- *new housing will address the particular needs in the Borough, such as our growing housing need and an ageing population and creating attractive places to live”.*

2.5 Set within this Vision, the Plan’s first Strategic Priority is to:

- *address the housing and employment needs by the end of the plan period in an appropriate and sustainable manner, creating places people want to live or where businesses want to locate.*

2.6 In this context, it is instructive to consider the key housing issues identified in the Sustainability Appraisal in its Baseline Report:

- a. House prices in Fareham, whilst lower than Hampshire and South East averages, are higher than other authorities (e.g. Havant and Gosport) in south east Hampshire;
- b. Affordability of housing is a key issue for Fareham; the ratio between median earnings and house prices in the Borough remains in excess of 9 times earnings;
- c. Annual housing completions in the Borough have fallen since the highs for 2006-07 and 2007-08, but have recovered to more than 250 per annum over the last five years;
- d. An ageing population in the borough will increase the demand for certain types of housing.

(para 9.9.1 refers)



- 2.7 Moreover, it identifies that, without a new Local Plan, the supply of housing would not be sufficient to meet identified needs. Hence the importance that Policy H1 is prepared with the objective of contributing to the achievement of sustainable development and is prepared positively, in a way that is aspirational but deliverable.
- 2.8 As amended, Policy H1 requires the **“provision of at least 9,560 new homes across the Borough between 2021 and 2037”**. Table 4.1 of the consultation document provides the genesis for this, which for convenience has been reproduced below:

Local Plan Housing Requirement	
Fareham Annual Housing Need	541
Plan Period 2021-2037	16 years
Total Housing Need	8,656
Contribution to unmet need from Neighbouring authorities	900
Total Housing Requirement	9,556

- 2.9 There are four observations to make in relation to this.

**Providing for objectively assessed needs for housing as a minimum**

- 2.10 The NPPF’s presumption in favour of sustainable development requires that a local plan’s strategic policies should, 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.
- 2.11 Only if, by reference to policies in the NPPF that protect areas or assets of particular importance, there exists strong reasons for restricting the scale of overall development, or that any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, would there be a justifiable reason not to provide for such a level of new housing.
- 2.12 No such reasoned justification exists in this instance. Neither the Sustainability Appraisal nor the Habitat Regulations Assessment suggest that this scale of development is close to exceeding any identifiable environmental threshold.

**Past completions**

- 2.13 The way in which the plan period has been defined, covering the period from 2021 onwards, does not recognise past housing delivery relative to the established level of housing need. We drew attention to this in our previous representations and set out a comparison between past completions at that time and have updated this below:

Year	Number of Completions	Level of Local Housing Need	Shortfall
2018/2019	290	520	230
2019/2020	285	520	235
2020/2021*	214	541	327

\*Projected housing supply Five Year Land Supply Position February 2021

- 2.14 On this basis, the number of new homes built (or projected to be built) in the years since plan making commenced and the Government’s Standard Method was first published, is some 800 less than is shown to be required.



### **Unmet need from adjoining authorities**

- 2.15 Section 33A of the Planning and Compulsory Purchase Act 2004 requires a local planning authority to cooperate with, *inter alia*, other local planning authorities, and engage constructively, actively and on an ongoing basis in the preparation development plan documents, so far as relating to strategic matters. Paragraph 25 of the NPPF says '*strategic policy making authorities should collaborate to identify the relevant strategic matters which they need to address in their plans*'.
- 2.16 In this regard, the 'plan-making' section of the PPG provides guidance in relation to the duty to cooperate. Paragraph 022 states that strategic policy making authorities are expected to have addressed key strategic matters through effective joint working, and not deferred them while relying on an inspector to direct them. It states "*[An] Authority will need to submit comprehensive and robust evidence of the efforts it has made to cooperate and any outcomes achieved; this will be thoroughly tested at the plan examination.*"
- 2.17 Fareham is part of the Partnership for South Hampshire (PFSH) area and a Joint Committee structure exists to inform consideration of strategic matters across this sub-region. In 2016, it produced a Position Statement which identified a distribution of new housing across the constituent local authority areas. More recent work was undertaken by PFSH in 2020 to reflect the requirement to calculate local housing need by reference to the Standard Method<sup>1</sup>.
- 2.18 Reflecting this 2020 work, the consultation document acknowledges that there is "*a significant likelihood of a substantial level of unmet need in the sub-region*" (para 4.4) and that over the plan period the level of unmet need in the sub-region could be circa 10,750 new homes.
- 2.19 In this context the consultation document makes an allowance of an additional 900 dwellings houses as a contribution to meeting unmet need from Fareham's Neighbouring Authorities; (increased from 847 previously).
- 2.20 There is no evidence of how this figure has been derived. All that is evident from the earlier passages of paragraph 4.4 is the very unclear picture that exists and which is subject to additional work by PFSH. Consequently, the proposed contribution of 900 dwellings - less than 10% of the possible unmet need - doesn't appear to have any basis in a full and proper assessment of future housing requirements and supply across the sub-region.
- 2.21 In comparison, the request from Portsmouth City Council in response to the emerging Local Plan in February 2020 was for Fareham to accommodate 1000 new homes which is approximately a third of the City's unmet need. Moreover, it is understood that there is expected to be an unmet need of in the order of 2,500 homes from Gosport. Similarly, Southampton's local housing need calculation is now based on the Cities uplift which would not have been accounted for in the September 2020 PFSH work, and the unmet need is therefore likely to be greater still.

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<sup>1</sup> This figure originates from the September 2020 Partnership for South Hampshire Joint Committee Paper entitled 'Statement of Common Ground – Revisions and Update' and which is referred to in the Council's 'Statement of Compliance with the Duty to Co-operate'.



### **The minimum 15-year plan period**

- 2.22 The current consultation document is based on the plan period 2021-2037, but in reality the plan will not be adopted until 2022, meaning it would cover the minimum period of 'at least 15 years'. This provides little "flexibility to adapt to rapid change".

### **Summary**

- 2.23 Each of the above reasons indicate that the housing requirement in Policy H1 is the minimum justifiable amount necessary. This underpins why Policy H1 refers to this as a minimum requirement, with the term "at least". Equally, it demonstrates why the land supply strategy, and the additional land allocated to meet this higher housing requirement is, as a matter of principle, necessary.

### **Housing Supply**

- 2.24 Having considered the housing requirement in the preceding paragraphs, it is also important to consider the Plan's housing supply strategy (i.e. how it intends to provide the number of new homes specified in Policy H1). We make three observations in respect of this.

### **Delivery at Welborne**

- 2.25 The consultation document's housing strategy is still heavily reliant on housing delivery at Welborne, which was previously identified to meet sub-regional requirements. Table 4.2 of the consultation document indicates that some 3,600 new homes are to be built at Welborne by 2037 to meet Fareham Borough's local housing need. Whilst this is some 400 less than was suggested in the 2020 consultation document, it is still a significant amount on housing.
- 2.26 It has been readily apparent for some time that past delivery assumptions at Welborne could not be achieved. Despite the Core Strategy and the Welborne Plan assuming a significant number of new homes would have been built at Welborne by the present time, there is still no outline planning permission some 21 months after the Borough Council's Planning Committee first resolved to grant permission (P/17/0266/OA) in October 2019. Indeed, planning obligations have needed to be renegotiated.
- 2.27 A number of housing trajectories have been proposed for Welborne at different stages. We understand the most recent to have been published is that prepared by Lichfields<sup>2</sup>. This concludes at paragraph 5.7 that "Taking account of the above evidence, Lichfields and the Council believe that a delivery rate of c250 homes per annum (following a two year bedding in period) is the realistic maximum annual rate of delivery that can be supported by evidence at this juncture". Later it suggests that this could increase to 275 dwellings per annum whilst the site promoter believes 300+ dpa could be achieved.
- 2.28 Assuming that development commences in 2023/2024, on the basis of the "realistic build rate", this would mean little more than 3,000 completions by 2037.
- 2.29 Only if the higher build rate of 300dpa is achieved would the Plan's assumption of 3,600 new

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<sup>2</sup> Welborne Garden Village: A Delivery Trajectory for Welborne



homes be realised.

### **Windfall**

- 2.30 In our previous representations we commented on the evidence to support the windfall estimate in Table 4.2 of 1,224 new homes between 2021 and 2037. We do not repeat that here.
- 2.31 It is important to recognise that windfall opportunities are finite. Opportunities to redevelop vacant or redundant land will have largely been exhausted by the present time because of planning policies that have prioritised such sources of supply for the past decade and longer. Consequently, future windfall over the plan period will rely to a much greater extent on recycling of land (i.e. existing uses being changed). This is inevitable a less certain source of housing supply.
- 2.32 By the present time the Council has included a Town Centre Broad Location to deliver some 600 new homes, in addition to the various other allocations made in the town centre (FTC3 - FTC9). It is not clear whether in fact housing in the Broad Location would have been part of the windfall assumption otherwise and in the fact double counting has arisen.

### **Flexibility**

- 2.33 Paragraph 4.12 of the consultation document refers to the flexibility that the Council propose within its housing supply strategy. As indicated previously we agree with this as a matter of principle.
- 2.34 The Council state: "*A minimum of 10% additional supply is suggested by the Planning Inspectorate but given the reliance on large sites within the supply, a more precautionary 11% is proposed*". The additional 1% precautionary allowance over and above the 10% that is suggested to be standard practice amounts to an additional 83 dwellings. We note that in the 2020 Regulation 19 Plan the level of additional flexibility proposed was 15%.

### **Summary**

- 2.35 Whilst additional housing land has been identified in the new Regulation 19 plan, it remains the case that, as set out previously, the Plan's housing supply strategy provides very little flexibility to deal with different circumstances that might arise to those assumptions that it is based upon. This underscores the need for the additional housing allocations as a matter of principle and for them to be delivered delivered with alacrity.



### 3 Policy HA55: Land South of Longfield Avenue

- 3.1 Policy H1 includes as a proposed allocation to meet the Borough's housing requirement, land south of Longfield Avenue to provide 1250 new homes and associated uses. Hallam control the overwhelming majority of the site area shown on the Plan on page 146 of the consultation document.
- 3.2 This land was previously identified in the 2020 Local Plan Supplement as a potential *Strategic Growth Area*. Whilst the 2020 Regulation 19 Plan did not carry this forward because it proposed a lower level of housing, this allocation is a continuation of the Council's earlier approach and the assessment work undertaken at that time.
- 3.3 It is evident from the previous Section concerning Policy H1 and the amount of housing the Plan proposes and its assumptions as to how this will be met, that the Longfield Avenue site is an extremely important part of the housing supply strategy. Significantly, it can provide housing land over the plan period, both in the short term and continuity over the long term.
- 3.4 In this Section we describe the following:
- the consistency of this proposed allocation with the Local Plan's Development Strategy,
  - the merits and benefits of development in this location, and
  - the findings of the Sustainability Appraisal and the Habitats Regulations Assessment.
- 3.5 We also comment on the Site-Specific considerations set out in the Policy and the Land Use Framework Plan and suggest alternative wording in some instances to aid with its clarity and practical application at the development management stage in the context of Section 38(6) of the Act.

#### Development Strategy

- 3.6 This proposed allocation is entirely consistent with and will contribute towards the Plan's Development Strategy.
- 3.7 The Council's Development Strategy is explained in its *Sustainability Appraisal* on page 29. Having considered a range of potential alternative strategies, **Residential Option 2F** is comprised of a number of elements:
- priority is afforded in the first instance to maximising developable sites in the urban area with a focus on regeneration and redevelopment opportunities in Fareham Town Centre
  - to supplement this, there is a focus on larger sites to achieve place making and wider benefits with a range of other sites as a portfolio approach
  - new development is distributed across the Borough relative to accessibility considerations
  - there is an identified preference for locations that have lower landscape sensitivity and sites that provide a logical extension to the existing urban area and / or defensible urban edge



for the future.

- 3.8 Plainly it is not possible for all of the Borough’s future development needs to be met within the urban areas or on previously developed land; as such greenfield sites, such as HA55, are a legitimate and necessary part of the housing land supply strategy.

### Locational Merits

- 3.9 Fareham is a sub-regional centre and is the main focus for facilities and services in the Borough. The town is the largest in the Borough with a population of around 37,300. It follows that development which adjoins the existing urban area will benefit from accessibility and connectivity to these facilities and services, enhancing opportunities for active travel and supporting the vibrancy and vitality of the town.
- 3.10 Fareham is also an important economic centre, which has developed further over recent years with the success of The Solent Enterprise Zone at Daedalus to the south of the town supported by significant investment in infrastructure improvements including improvements to Newgate Lane and the Peel Common Roundabout.
- 3.11 In this context, a new, mixed use masterplanned development to the South of Fareham benefits from its proximity to the town centre, Daedalus, the railway station and existing local services and amenities with good access to walking, cycling and public transport links. These are locational merits that align with the Plan’s intention to achieve *Good Growth*.
- 3.12 The accessibility advantages of this location, coupled with the intended mix of uses proposed as part of the development, enables positive promotion of active travel.
- 3.13 The *Technical Review of Areas of Special Landscape Quality and Strategic Gaps* identifies that the land south of Longfield Avenue and west of HMS Collingwood could accommodate new development without a significant adverse effect on the objectives of the Strategic Gap designation. This land is not identified as a ‘special landscape area’.
- 3.14 The Stubbington Bypass is being constructed to connect Gosport Road, Peak Lane and Titchfield Road. This is located immediately south of the proposed allocation HA55 as is shown on various plans including the Key Diagram on page 23 of the consultation document. This built infrastructure will inevitably change the character of this location and create an urbanising influence through the centre of the existing Strategic Gap between Fareham and Stubbington. Development to the south of Fareham would assist in assimilating the bypass and soften the impact of the road beyond what could be achieved from constructing the bypass alone.

### Sustainability Appraisal

- 3.15 Appendix K of the Sustainability Appraisal provides commentary regarding land south of Longfield Avenue. In summary form its conclusions are also shown at Appendix F and are reproduced for convenience below:

SEA Objective		
SA1	To provide good quality and sustainable housing for all	Major Positive
SA2	To conserve and enhance built and cultural heritage	Minor Negative
SA3	To conserve and enhance the character of the landscape	Moderate Negative



SEA Objective		
SA4	To promote accessibility and encourage travel by sustainable means	Minor Mixed
SA5	To minimise carbon emissions and promote adaptation to climate change	Minor Negative
SA6	To minimise air, water, light and noise pollution	Minor Negative
SA7	To conserve and enhance biodiversity	Minor Negative
SA8	To conserve and manage natural resources	Moderate Negative
SA9	To strengthen the local economy and provide accessible jobs	Minor Positive
SA10	To enhance the vitality and viability of centres and respect the settlement hierarchy	Minor Positive
SA11	To create a healthy and safe community	Moderate Positive

- 3.16 It is evident from the above that development in accordance with HA55 would deliver positive *social and economic benefits*. As is often the case, there are, conversely, negative environmental effects associated with greenfield development. Importantly, as the Sustainability Appraisal and Habitats Regulations Assessment both acknowledge, mitigation measures will be achieved either by embedded elements in the scheme or by measures secured pursuant to other Local Plan policies that will minimise these potential negative effects.
- 3.17 In this regard various of the Plan’s policies provide a framework for ensuring that individual development proposals provide the necessary and associated mitigation.<sup>3</sup> In certain instances the site-specific policies reflect the need for mitigation measures also. The site-specific criteria are discussed at paragraphs 3.30 – 3.59.

### Habitats Regulation Assessment

- 3.18 Development of the land south of Longfield Avenue has been considered to have a *potential* effect on various European designated sites as explained in the Habitats Regulation Assessment. Section 2 of the HRA lists and describes the various Special Protection Areas, Special Areas of Conservation, and Ramsar Sites in the locality. Site HA55 has the *potential* to impact on the River Itchen SAC, Solent Maritime SAC, New Forest SAC/Ramsar, New Forest SPA, Porsmouth Harbour SPA/Ramsar, Solent & Dorest Coast SPA, Solent & Southampton SPA/Ramsar. This proposed allocation is not unique in this sense; the HRA identifies that all proposed housing allocations, namely HA1 to HA56, FTC3 to 9 and BL1, give rise to *potential* effects for various reasons.
- 3.19 Of particular relevance to HA55 are the following *potential* impacts:
- a) nitrate levels and water quality;
  - b) disturbance to breeding birds / overwintering birds either through loss of or displacement from functionally-linked habitat; and
  - c) increased recreational pressure.
- 3.20 These potential impacts are discussed in the following paragraphs.

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<sup>3</sup> Policies HE1 to HE6 and D1 in respect of Heritage, Policies DS3 in respect of landscape, Policies TIN1 and TIN3 in respect of travel, Policies D1, NE6 and NE8 in respect of climate emissions and adaptation to climate change, Policies NE1 to NE6 in respect of the natural environment, Policies D1 to D5 in respect of Design and environmental performance.



### **Nitrates**

- 3.21 The land is located directly west of the edge of urban area that forms part of the designated Chichester, Langstone and Portsmouth Harbours Eutrophic NVZ (TraC) (Nitrate Vulnerable Zone). The land is currently predominantly arable farmland; intense farming with fertilization with natural manures will lead to nitrate leaching into the surrounding surface water and ground water environment.
- 3.22 With development of the land, the leeching of nitrates through farming activities will be curtailed. Appendix III of the HRA indicates that development of Site HA55 will have a positive effect on the nutrient budget (i.e. reducing the *kg/TN/year* compared to the current situation). This is clearly a beneficial aspect of Site HA55 being developed for housing.
- 3.23 Peel Common Wastewater Treatment Works, which are close to Site HA55 but serves a very wide catchment area extending to Eastleigh, Gosport, Test Valley and Winchester, is predicated to reach capacity by 2025 at which point a review of the N permit will be required. Importantly, given that HA55 has been assessed as nutrient negative, its development will not exacerbate the nutrient load but will rather enable other development to be accommodate that would otherwise increase the nutrient load at the WWTW. In other words, HA55 creates additional capacity within the nutrient budget.

### **Breeding Birds / Overwintering Birds**

- 3.24 The Policies Map includes designations relating to Waders and Brent Geese that are associated with Policy NE5. This designation covers four categories of land – Core and Primary Support Areas, Secondary Support Areas, Low Use Areas and Candidate Areas. As it relates to the HA55 area, this is shown as *BG&W Classification 4 - low use*.
- 3.25 Previously we commented on this illustration in the context of Policy NE5 and that representation remains. To delineate these areas in the manner shown on a Policies Map, which affords permanence to the designation, fails to take account of the potential changes in circumstance and is not sound as a matter of principle.
- 3.26 Development at HA55 could potentially lead to an adverse effect on breeding birds and overwintering birds as a consequence of the loss of this low use functionally linked habitat. However, as the HRA acknowledges, Policy NE5 provides a counteracting measure by requiring on-site mitigation or off-site enhancement and/or financial contribution consistent with the approach taken to mitigating and off-setting adverse effects. In the instance of HA55, the Policy proposes that an area of land west of Peak Lane is 'retained, enhanced and managed to provide sufficient habitat to mitigate the proposed development'. This is considered to effectively avoid and mitigate the potential impact.

### **Increased Recreational Pressure**

- 3.27 Site HA55 is within the 5.6km zone associated with various designated sites and will give rise to an increase in population that could cause a greater recreational pressure in those areas. This increased activity could cause trampling of vegetation, soil compaction and erosion and displacement of birds from otherwise suitable feeding or roosting habitats.
- 3.28 Again, as the HRA acknowledges, Policy NE3 provides a counteracting measure, devised in



conjunction with Natural England as part of the *Solent Recreation Mitigation Partnership* which is considered likely to effectively avoid and mitigate such an impact.

### **HRA Conclusions**

- 3.29 The HRA concludes that the proposed allocation (and the Plan as a whole) is not likely to cause significant effects on the various European designated sites and is therefore compliant with the Habitat Regulations.

### **Site-Specific Criteria**

- 3.30 Policy HA55 lists site-specific requirements that development proposals should meet. It is important to recognise that these criteria will be those that are used to assess future development proposals at the Development Management stage. In this regard, we are mindful of the requirement in paragraph 16(d) of the NPPF for policies *"to be clearly written and unambiguous, so it is evident how a decision maker should react to development proposals"*. We comment on these criteria in the following paragraphs.

#### **Criterion A. Masterplan and Design Code**

- 3.31 We agree that the development proposals should be based upon a Masterplan. This accords with NPPF para 75(c). We interpret this to be similar to that set out on Figure 11 of the National Model Design Code (page 15).
- 3.32 In our experience, the preparation of such a Masterplan is best served by this being a collaborative exercise rather than Council led to ensure that its content is properly informed by a range of considerations.
- 3.33 We do not understand what is intended by an *"appropriate policy tool such as a supplementary planning document"* as this implies a particular statutory process defined by Regulations. We do not consider such a statutory process to be necessary and the same outcome, a collaborative process with appropriate engagement, can be satisfactorily achieved without being a formal SPD.
- 3.34 Lastly, the phrase *"in accordance with the HA55 Strategic Land Use Framework Plan"* gives the statutory weight of the development plan to this [Illustrative Plan](#) on page 148 of the consultation document. We disagree with this approach.
- 3.35 Rather, the masterplanning process must be allowed to develop that Illustrative Framework Plan through rigorous testing of development and land use objectives to arrive at:
- A landscape strategy, taking account of existing natural features of the site and wider area, biodiversity and new structural elements.
  - Green infrastructure including the amount and position of open space provision.
  - The number, type and tenure of homes and other uses (from the local plan allocation).
  - The points of access and connection to the wider street network.
  - The broad position of the primary and secondary streets but not local streets.



- The position of the local centre, primary school and sports hubs.
  - The area types that will apply to different parts of the site (which will in turn reference rules on density, height, street building line etc.)
  - Sustainability measures and supportive design in respect of masterplanning
- 3.36 This process could result in a different arrangement of development. For example, the extent of the flexible development edge may not be sufficient to achieve the place making objectives, land use requirements and other planning policy and masterplanning considerations. We propose an alternative form of words at para 3.59.
- 3.37 We also agree that a Design Code would be an appropriate tool to guide future detailed development proposals, given its scale and likely delivery period. In our opinion there is an important distinction to be drawn between a Site Wide design code which establish design 'rules' at a strategic level (rules on density, height, street building line etc.) as compared with a much finer grain Code that is focused on the individual character areas. It would not be necessary or appropriate to require such a level of detail as suggested by Stage 3A in the National Model Design Code prior to the submission of an outline planning application.
- 3.38 The scale of development concerned is such that it will be delivered over a long term – some ten years – and it is critically important that the design coding process can adapt to circumstances that exist at different points in the development programme as reserved matters applications are prepared and determined. To fix detailed design rules at the outset and for them to endure for some ten years will not allow for those changes in circumstance. For example, implementation of the Future Homes Standards will give rise to changes in housebuilding both in terms of layout and appearance. Similarly adaptation strategies for climate change will evolve over time as best practice changes. It is imperative that the design coding process allows for adaptability over time.
- 3.39 In this context, we see a Strategic Level Design Code being required at the outline planning application stage as part of the Masterplan but that more detailed Area Level Design Codes are required pursuant to a planning condition. We understand a similar two stage approach is proposed at Welborne. We have set out at *Appendix 2* what we consider to be a suitable structure for this design cascade.

**Criterion B. Built form, its location and arrangement to protect integrity of the Strategic Gap**

- 3.40 In earlier representations we have drawn attention to the conflict between (a) the proposed allocation at South Fareham and (b) retaining the Strategic Gap designation across all of the undeveloped land between Fareham and Stubbington on the Policies Map. We discuss this in detail in Section 5, however, we consider that the boundary of the Strategic Gap should be redrawn at Tanners Lane to accord with the Plan at *Appendix 3*.
- 3.41 It is inevitable that there will be a change in the character and appearance of the land that is to be developed; new housing and associated uses will replace open countryside. Importantly the analysis undertaken on behalf of the Council and set out in the *Technical Review of Areas of Special Landscape Quality and Strategic Gaps* draws the significant conclusion that development in this location can be accommodated without significant adverse effect on the function of the



#### Strategic Gap.

- 3.42 There will continue to be undeveloped land between the new urban edge of Fareham and the northern extents of Stubbington such that the settlements do not coalesce, and their separate identities will be retained. It is important to recognise that north of Tanners Lane there is a substantial existing belt of woodland planting that to a large extent encloses the land to the north thereby limiting ones viewing opportunity and experience from this Public Right of Way. Moreover, the Stubbington bypass results in urban infrastructure between Tanners Lane and Stubbington alongside existing farm buildings associated with Newlands Farm. Each of these features has a material effect on the actual sense of openness between the two settlements and, together with new planting limit inter-visibility and intra-visibility between the new development and Stubbington is minimised if not avoided altogether.
- 3.43 In this context, it is not clear what this criterion is seeking to achieve, other than ensuring a sensitive landscape edge to the new development is maintained or created, the principle of which is unobjectionable. We have proposed alternative wording in the following section.

#### **Criterion C. West of Peak Lane.**

- 3.44 We agree with the concept of focusing built development east of Peak Lane and, as with the Land Use Framework Plan in the consultation document, land west of Peak Lane should provide green infrastructure. The land west of Peak Lane is already subject to informal recreational use, either by means of the existing Public Right of Way between Peak Lane and Ranvilles Lane or by well used informal (and unauthorised) routes within Oxley's Coppice and fields to the south and west of existing woodland.
- 3.45 Criterion H also concerns the land west of Peak Lane and suggests that all of this land should be provided as habitat to mitigate the site's existing *BG&W low use classification*. The creation of new habitat on-site is a counteracting measure that Policy NE5 permits for low-use classification land. The alternative is off-site enhancement and/or financial contribution consistent with the approach taken to mitigating and off-setting adverse effects.
- 3.46 We interpret this criterion as requiring the creation of an area of more suitable habitat that could encourage 'higher use' to compensate for the loss of larger areas of 'low use'. It is important to recognise that in fact the evidence of Brent Geese and Waders using the land concerned is extremely sparse and successive surveys has not substantiated the use of this land by any of the target species in recent years. Some of the land east of peak lane remains in low use by golden plover, with a small number using localised parts of the site on a semi-regular basis.
- 3.47 Whilst the land west of Peak Lane has the potential to perform this function and suitable habitats could be provided in the forms of short open grassland, wetland and *scrapes*, its potential utility is influenced by its character and that of its surroundings which in this instance includes the proximity of Peak Lane, the proximity of Stubbington bypass, the substantial vegetation associated with Oxley's Coppice, existing hedgerows, the Public Right of Way that runs east-west in this location and the informal (and unauthorised) public access across the land. A portion of the land will need to be fenced, and some sections screened, to provide a permanent undisturbed areas of wader habitat, but it will be possible to create a space that incorporates public access and mitigation.



- 3.48 This land can at the same time provide an important recreational and educational opportunity by regularising and formalizing public access. This would reduce recreational pressure at the nearby designated sites in accordance with Policy NE3. This would be consistent with criterion G.
- 3.49 In reality, therefore, land west of Peak Lane has the potential to serve as a multifunctional greenspace and the policy wording should allow this flexibility. We have proposed alternative wording in the following section.

**Criterion D. Walkable Neighbourhoods.**

- 3.50 We agree that development in this location should prioritise walking and cycling as a means of movement with the development capitalising on the mix of uses that will be provided and that exist locally. Integral to the design is a permeable neighbourhood which priorities walking and cycling, and which provides easy access to public transport services. To improve the clarity of this criterion, especially the reference to the Rapid Transit uniquely in the opening line from other destinations in the final line, we have proposed alternative wording in the following section.

**Criterion E. Access from Longfield Avenue and Peak Lane.**

- 3.51 We agree that pedestrian, cycle, public transport and vehicular access should be provided from two points of access: Longfield Avenue and Peak Lane. None of the highway assessment work conducted by the Council or Hallam has suggested that an access on to Stubbington bypass is necessary.

**Criterion F. Pedestrian and cycle links and Rapid Transport.**

- 3.52 We agree that the proposed development should be served by an internal network of footways and access arrangements that can be utilised by both pedestrians and cyclists. The site is surrounded by Public Rights of Way that in turn can serve as connections from the site to other destinations in its vicinity. These will be maintained and improved in order to encourage an alternative sustainable modes of travel.
- 3.53 Bus based public transport is also a feasible means of sustainable travel from this location. The scale of development proposed is sufficient to deliver dedicated public transport coverage between the Site and key destinations that will have the frequency and reliability to attract patronage to secure long term viability. Any improvement will be discussed with the necessary stakeholders, but it is envisaged that the development will support the introduction of new services.
- 3.54 The Eclipse Busway - a Bus Rapid Transport scheme between Fareham and Gosport opened in 2012 providing a priority public transport route connecting the two towns – operates to the east of the Site. As part of off-site walking and cycle improvements, connectivity with the Busway could be improved.
- 3.55 In many respects this criterion overlaps with Criterion C in terms of accessibility and connectivity, and we have proposed an alternative wording in the following section.



### **Criterion G. Publically accessible and managed green infrastructure.**

- 3.56 We agree that an important part of place making and maximising the assets of this location is the creation of publicly accessible greenspace. There are identifiable opportunities to create a new linear park along the southern edge of the proposed development that can serve both as public open space for the new and existing communities whilst also achieve new and sensitive landscaped edge to the town. Again, a similar opportunity exists west of Peak Lane to achieve a carefully placed recreational route alongside new habitat creation as part of a multifunctional greenspace offer. There is overlap between criteria B, C and G and we have proposed alternative wording in the following section.

### **Criteria H. Solent Wader and Brent Goose habitat.**

- 3.57 We have discussed this in the context of Criterion C above.

### **Criteria I. Construction Environmental Management Plan.**

- 3.58 We have no comments in relation to this Criterion; it replicates custom and practice and is a counter measures identified in the HRA.

### **Criterion J. Infrastructure Provision**

- 3.59 **Primary school.** We agree a new primary school is required to accommodate primary school children from the proposed development.
- 3.60 **Mixed use local centre.** We agree that a mixed-use local centre will provide local services and facilities to support the new community. Moreover, such provision will complement that available to the existing community at *inter alia* Broadlaw Walk.
- 3.61 **Sports Hub.** The requirement for the Sports Hub emanates from the Council's Playing Pitch Strategy undertaken by WYG on behalf of the Council (February 2021). This Study identified that, firstly, there are existing deficiencies and shortfalls in the available playing pitches for various sports in the Borough that would, secondly, be exacerbated with future population growth. It follows that, whilst the proposed development will give rise to new sports provision requirements, the Sports Hub is not directly related to just this proposed allocation and is required in any event. Whilst the proposed allocation can make land available for this use, the delivery mechanism will need to be discussed with the Council reflecting its wider role and purpose.
- 3.62 **Extra Care.** As is explained in the supporting text to Policy HP8, there is an identified need for elderly persons and specialist housing provision. This type of provision extends more widely than Extra Care. The Background Paper entitled *Specialist Housing* draws the overarching conclusion that "*there is a shortfall of 'housing with care; - accommodation which allows older people to live independently with access to care and support – rather than a shortfall of any specific model*". (Para 2.22 refers)
- 3.63 In effect, a flexible approach is required at this stage. Accordingly, we believe the policy requirement in this instance should be broadened to allow this wider definition of housing – comprised of both C2 and C3 accommodation - to be provided. Moreover, as is suggested in the Background Paper certain of the specialist housing is required as part of the affordable housing



element and could contribute to the overall proportion that is sought.

### Self and Custom Housing

- 3.64 Policy HP9 requires 10% of all dwellings on sites of 40 or more to be provided as plots for sale to address local self or custom build. It is instructive that this proportion has not changed between the 2020 Plan and the current plan yet the overall amount of new housing to be provided has increased (i.e. the total number of self or custom build houses provided under Policy HP9 would now be greater). The addition of new allocated sites increases the number of self or custom build by 261, of which 125 would be provided at HA55. It is not obvious how the evidence supporting the principle of self or custom build houses has changed to justify the increase in provision by the application of a constant %.
- 3.65 The Background Paper entitled *Self or Custom Build* suggests that for a three year period since 2016 the average register list was 41. On the basis that this remains similar over the 16 year plan period that amounts to a demand for circa 200 self or custom build houses.<sup>4</sup>
- 3.66 On this basis, the total potential supply of self or custom build is significantly greater than that level of demand.
- 3.67 Moreover, it is not obvious that 125 self or custom build houses concentrated in a single location in fact reflects the evidence.
- 3.68 For these reasons, and reflecting the fact that a lower proportion of self or custom build housing is required at Welborne because of its overall scale, we propose that a specific criterion as applied to HA55 seeking 3% of the total number of new homes to be provided as self or custom build. This would be broadly equivalent to one delivery period.

### Alternative Policy Wording

- 3.69 In the context of the preceding paragraphs we have prepared the following alternative policy wording which we consider better meets the requirements of paragraph 16(d) of the NPPF.

*Within the area identified South of Longfield Avenue, a mixed-use development will be delivered that meets the following site-specific requirements:*

- a. delivery of 1,250 dwellings of which 40% shall be affordable housing in accordance with Policy HP5;*
- b. specialist elderly persons care accommodation of between 50 – 100 units;*
- c. residential densities shall reflect the existing character of the Site's surroundings with an average range of between 30 and 50 dwellings per hectare to reflect the predominant mix of family sized homes;*
- d. development to be located to the north and east of the site in order to respect the landscape sensitivity of the wider site and to retain undeveloped land between Fareham and Stubbington*

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<sup>4</sup> 16 year plan / 3 year delivery period = 5 periods \* 40 per period = 213



- e. *the creation of accesses for pedestrians, cyclists, public transport and vehicles from Longfield Avenue and Peak Lane with additional sustainable transport improvements to off-site routes to the town centre, bus routes and other local destinations;*
- f. *provision of a new 2-form entry primary school on site;*
- g. *provision of a mixed-use local centre providing flexible commercial floorspace (c.1500sq.m) to meet the day to day needs of the neighbourhood, together with a healthcare facility and community space;*
- h. *land for a sports hub to provide new playing pitches and associated facilities to meet existing and future demands;*
- i. *a network of green infrastructure that will:*
  - *provide a new landscaped edge to the north of Stubbington bypass to mitigate the visual impact of new development in important views*
  - *conserve the landscape setting of Peak Lodge to protect its residential amenity*
  - *strengthen boundary planting adjacent to HMS Collingwood*
  - *establish new ecological habitats and achieve a biodiversity net gain*
  - *mitigate the increased recreational pressure on nearby sensitive wildlife sites*
  - *provide a new linear parkland or equivalent area of multifunction greenspace*
- j. *Land west of Peak Lane shall be laid out to provide informal recreational space and Solent Wader & Brent Goose Habitat to mitigate the effects of the development in accordance with policy NE3 and Policy NE5*
- k. *Further infrastructure improvements will be delivered in accordance with an Infrastructure Delivery Plan; and*
- l. *provision of 3% self and custom build houses.*

*A Site Wide Masterplan that reflects the principles of the Local Plan's Illustrative Land Use Framework shall be prepared collaboratively between the applicant and the Council and development proposals shall be consistent with this. A Design Code shall also be required as part of the development process.*

- 3.70 These amendments are considered necessary to ensure that the policy is *positively prepared, justified, effective and consistent with national policy*, and thus in accordance with the tests of soundness required by the NPPF (para 35).



## Land Use Framework Plan

- 3.71 In broad terms we support the Illustrative Land Use Framework Plan on page 148 of the consultation document in how it interprets the spatial aspects of the development criteria, but would draw attention to the following considerations.
- 3.72 It identifies areas of land for *green infrastructure* which are outside of the area of the allocation shown in the preceding page of the consultation document:
- land south of the Stubbington Bypass which is associated with Housing allocation HA54 and not this proposed allocation, and
  - existing areas of amenity space at Bishopsfield Road, Lasham Walk and Dunstable Walt which are associated with existing housing.
- 3.73 We consider this to be a graphical error but could be wrongly interpreted as being areas of green infrastructure associated with future development proposals pursuant to the allocation.
- 3.74 The NPPF requires that the design of new places and buildings should be *inter alia* grounded in an understanding and evaluation of each area's defining characteristics. This underscores the importance of the masterplanning process being allowed to fully explore how best to arrange new development and associated uses in the context of the wide range of planning objectives listed in paragraph 130 of the NPPF to strike the appropriate balance.
- 3.75 In this context, the Illustrative Land Use Framework Plan should not be afforded a status that predetermines the masterplan process. Reflecting its indicative nature, the extent of the developable area shown by the solid colour block and the flexible development edge, should only be seen in that term and should not be interpreted as definitive. To do otherwise, could present an unnecessary risk to the ability to achieve the various development requirements, and the ability to adapt through the masterplan process should not be undermined.
- 3.76 For example a relevant considerations in the masterplanning process will be the predominant character of the existing urban environment which is two storey housing; only along Bishopfield Avenue is there more dense flatted accommodation. Equally, evidence of housing mix at *Appendix 4* suggests that the proposed development will need to be primarily for family housing. The masterplanning process must be able to achieve these legitimate planning objectives without being fettered by the a Illustrative Land Use Plan.
- 3.77 As indicated in paragraph 3.69 we have proposed to amend the manner in which the Illustrative Land Use Framework Plan is referred to. This amendment is considered necessary to ensure that the policy is *positively prepared, justified and effective*, and thus in accordance with the tests of soundness required by the NPPF (para 35).

## Trajectory

- 3.78 The outline planning application submitted in 2020 referred to a construction programme extending from 2022 to 2036 as a basis for the Environmental Impact Assessment. To deliver 1250 new homes within the plan period would require some 125 houses built per annum over a ten-year period. This is both achievable and credible and represents half of the realistic build rate suggested for Welborne.

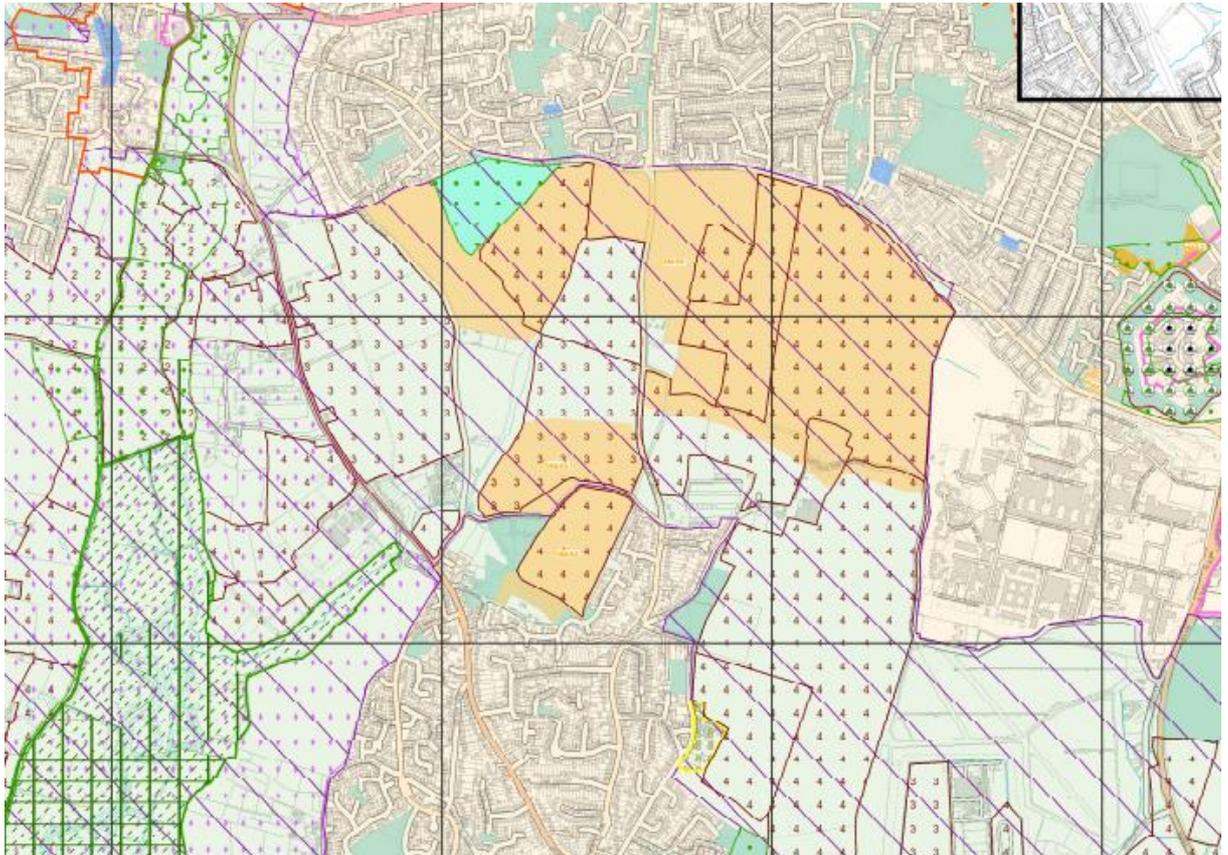


- 3.79 At the present time it is anticipated that outline planning permission could be granted in 2022, reflecting the fact the current application is likely to be amended to reflect Policy HA55. Allowing for a further two-year period to address planning conditions and reserved matters approvals for an initial phase, development would commence in 2024. Assuming the build rate averaging 125, development would be complete within the plan period. There is strategic infrastructure required to enable development in this location.



## 4 Policies Map

4.1 An extract from the consultation document's Policies Map is included below.



4.2 We have two comments to make in relation to this:

### Delineation of the Strategic Gap

4.3 The blue diagonal hatch illustrates the land that is subject to the Strategic Gap Designation, which, as can be seen, extends across the area of land identified as HA55. There are two observations to make in relation to this.

4.4 Firstly, there is an unnecessary conflict between land being shown on the Policies Map both as a major housing allocation and subject to specific provision in Policy HA55 and at the same time the requirements of the Strategic Gap policy. The *Technical Review of Areas of Special Landscape Quality and Strategic Gaps* draws the significant conclusion that development in this location can be accommodated without significant adverse effect on the function of the Strategic Gap. It follows that this land is not an integral part of the Fareham and Stubbington Gap.

4.5 Put simply, such a designation should not include more land than is necessary to achieve its



purpose. As such the Strategic Gap should not extend across this land, as this would add a policy restriction that ought not apply on the basis of the published evidence.

- 4.6 Secondly, the Plan is inconsistent in how it is delineating allocations within the Strategic Gap. Also shown on the extract is the proposed allocation at HA54 (land east of Crofton Cemetery and west of Peak Lane). Whilst the Inset Map (no.10) published in the adopted Local Plan Part 2 Development Sites and Policies includes this land within the Strategic Gap, on the extract it is proposed to amend the boundary of the designation to exclude this future development site.
- 4.7 For these reasons, and for the Local Plan to be justified, and to be sound, the delineation of the Strategic Gap south of Fareham should be amended to exclude the proposed allocation HA55. This amendment is considered necessary to ensure that the policy is *positively prepared, justified and effective*, and thus in accordance with the tests of soundness required by the NPPF (para 35).

#### Southern extent of the allocation

- 4.8 East of Peak Lane, the southern extent of the allocation extends south of Tanners Lane. Tanners Lane represents an entirely appropriate southern extent, particular where any boundary beyond that is only partially provided by the Stubbington bypass and otherwise crosses through an open field. The Policies Map should be amended to accord with *Appendix 3*. This amendment is considered necessary to ensure that the policy is *positively prepared, justified and effective*, and thus in accordance with the tests of soundness required by the NPPF (para 35).



## 5 Summary

- 5.1 These Representations have been prepared on behalf of Hallam Land Management Limited (Hallam), who control a substantial tract of land to the South of Fareham, south of Longfield Avenue, west of HMS Collingwood and adjoining the Stubbington Bypass, the construction of which has recently commenced and is due to be open in Spring 2022.
- 5.2 In successive representations to the Local Plan Review we have drawn attention to the merits and advantages of locating development to the South of Fareham and how this would achieve the Borough Council's objective of *Good Growth*.
- 5.3 In this Revised Regulation 19 Plan, Policy H1 has rightly been amended to accord with the Government's Standard Method for calculating local housing need as required by the NPPF. As a matter of principle, we agree with this approach.
- 5.4 For various reasons set out herein, it is right that Policy H1 is framed in the terms "at least 9,560 new homes" as this is the minimum justifiable amount of new housing needed in the Borough.
- 5.5 Whilst additional housing allocations have been proposed, it remains the case that the Plan's housing supply strategy provides very little flexibility to deal with different circumstances that might arise to those assumptions that it is based upon. This underscores the need for the additional housing allocations as a matter of principle and for them to be delivered with alacrity.
- 5.6 Policy H1 includes as an additional proposed allocation land south of Longfield Avenue to provide 1250 new homes and associated uses. Hallam control the overwhelming majority of the site area shown on the Plan on page 146 of the consultation document.
- 5.7 This land was previously identified in the 2020 Local Plan Supplement as a potential Strategic Growth Area. Whilst the 2020 Regulation 19 Plan did not carry this forward because it proposed a lower level of housing, this allocation is a continuation of that earlier approach and the assessment work undertaken at that time. Importantly, this proposed allocation is entirely consistent with and supports delivery of the Plan's Vision, Strategic Priorities the Development Strategy.
- 5.8 It is evident from the above that development in accordance with Policy HA55 would deliver positive social and economic benefits. As is often the case, there are, conversely, negative environmental effects associated with greenfield development. Importantly, as the Sustainability Appraisal and Habitats Regulations Assessment both acknowledge, mitigation measures will be achieved either by embedded elements in the scheme or by measures secured pursuant to other Local Plan policies that will minimise these potential negative effects.
- 5.9 Policy HA55 lists site-specific requirements that development proposals should meet. It is important to recognise that these criteria will be those that are used to assess future development proposals at the Development Management stage. In this regard, we are mindful of the requirement in paragraph 16(d) of the NPPF for policies "to be clearly written and unambiguous, so it is evident how a decision maker should react to development proposals".
- 5.10 In the context of comments on various of the Policy's criterion we have prepared alternative policy wording which we consider better meets the NPPF's requirements whilst retaining the



thrust of the policy's intended outcomes.

- 5.11 Whilst we support the inclusion of an Illustrative Land Use Framework Plan on page 148 of the consultation document, our representations have drawn attention to important considerations; firstly, the extent of green infrastructure not related to the development proposals, and secondly, the potential constraint in achieving the overarching policy requirement of 1250 new homes and associated uses by the way the developable area is delineated.
- 5.12 Finally, the delineation of the Strategic Gap south of Fareham should be amended to exclude the proposed allocation HA55. The southern boundary of the allocation should be drawn at Tanners Lane, rather than extending south and across open fields.

***LRM Planning Limited***  
***29<sup>th</sup> July 2021***



**Appendix 1: Schedule of Representations Submitted to 2020 Regulation 19 and current status**

2020 Regulation 19 Plan Reference	Summary of Representations	Present Status
<b>The Vision</b>	The Plan overall is not Positively Prepared. The approach to housing was not aligned with the Vision where the need for new homes would be addressed. Housing supply assumptions misjudged likely delivery. Sub-regional role of Fareham not properly acknowledged.	The use of the Government’s Standard Method as the basis of local housing need and Policy H1 is welcomed; this is better aligned with the Vision and leans more towards a positively prepared plan. Representations in relation to Policy H1 herein explain why this is the minimum level of provision and also why supply assumptions remain an important consideration in ensuring that the housing strategy and Vision are suitably aligned.
<b>Strategic Priorities</b>	The Plan overall is not Positively Prepared. The approach to housing was not aligned with the Plan’s Strategic Priority where the need for new homes would be addressed. Housing supply assumptions misjudged likely delivery. Sub-regional role of Fareham not properly acknowledged.	The use of the Government’s Standard Method as the basis of local housing need and Policy H1 is welcomed; this is better aligned with the Plan’s Strategic Priorities and leans more towards a positively prepared plan. Representations in relation to Policy H1 herein explain why this is the minimum level of provision and also why supply assumptions remain an important consideration in ensuring that the housing strategy and Vision are suitably aligned.
<b>Development Strategy</b>	Good Growth	No further comments – the proposed allocation of land south of Longfield Avenue (HA55) would contribute to <i>Good Growth</i> .
	Landscape and Countryside	No further comments – the proposed allocation of land south of Longfield Avenue is consistent with the Council’s evidence which identifies the most sensitive landscape areas.
	Settlement Boundaries	No further comments – the proposed allocation of land south of Longfield Avenue will require the settlement



		boundary on the Proposals Map to be amended.
	Settlement Identity	See representations in the relation to the delineation of the Strategic Gap in Section 4.
	Climate Change	No further comments
	Protected areas for nature conservation	No further comments
	Transport corridors and opportunities to encourage more active travel	No further comments
	Need to encourage diversity in the housing market	No further comments
	Sustainability and accessibility to services	No further comments
	Requirement to meet housing and employment needs	See comments in respect of Policy H1
	Spatial Interpretation	See comments in respect of Development Strategy in Section 3
<b>Policy DS1</b>	Development in the Countryside – Criterion v Best and Most Versatile Land	Representation remains as no change proposed to the wording of the Policy.
<b>Policy DS2</b>	Development in Strategic Gaps	Policy HA55 now allocates land to the South of Fareham but does not amend the extent of the Strategic Gap in this location. See representations at Section 4.
<b>Policy DS3</b>	Landscape	No further comments
<b>Policy H1</b>	Housing	Previous comments to be read in the conjunction with Section 2 herein. The use of the Government’s Standard Method as the basis of local housing need and Policy H1 is welcomed and leans more towards a positively prepared plan. Representations explain why this is the minimum level of provision and also why supply assumptions remain an important consideration in ensuring that the achievement of Policy H1.
<b>Omission of land south of Fareham</b>		Previous comments to be read in conjunction with Section 3 which allocates land in this location as Policy HA55.
<b>Policy NE5</b>	Delineation of Brent Goose and Wader Bird classification.	No further comments



## ***Appendix 2: Suggested Design Code Structure***

### **Land south of Longfield Avenue Masterplan and Strategic Design Code Skeleton**

- 1. Introduction –**
  - a. Background – Local Plan proposed allocation HA55
  - b. purpose of the Masterplan and Strategic Design Code
  - c. content and structure
  
- 2. Context -**
  - a. the location of the development and the attributes of its immediate and, local surroundings
  - b. baseline characteristics – environmental considerations
  - c. an understanding of the context, history and the cultural characteristics of a site, neighbourhood and region influences the location, siting and design of new developments.
  
- 3. Vision and Identity –**
  - a. The place we aspire to create
  
- 4. Place making strategies**
  - a. Built Form
  - b. Movement
  - c. Nature
  - d. Public Spaces
  - e. Uses
  - f. Homes and Buildings
  - g. Resource efficiency and resilience
  - h. An enduring place – governance and stewardship
  
- 5. Whole Site Framework Masterplan – spatial information**
  - a. The landscape strategy
  - b. The amount and positioning of open space
  - c. The number of homes and other uses
  - d. The points of access and connection to the wider street network
  - e. The primary and secondary streets
  - f. The position of the local centre and primary school
  - g. The area types that will apply to different parts of the site
  
- 6. Strategic Design Code**
  - a. Developing the area typologies
  - b. Defining the key parameters (the rules rules on density, height, street building line etc)



## Appendix 3: Alternative Plan

**NOTES**  
All dimensions to be verified on site. Do not scale this drawing. All discrepancies to be clarified with project manager. A certificate of accuracy will be issued on completion.

This drawing is the property of Urban Wilderness Ltd and is issued on the condition it is not reproduced, retained or disclosed to any unauthorised person, either wholly or in part without written consent of Urban Wilderness Ltd.

**KEY**

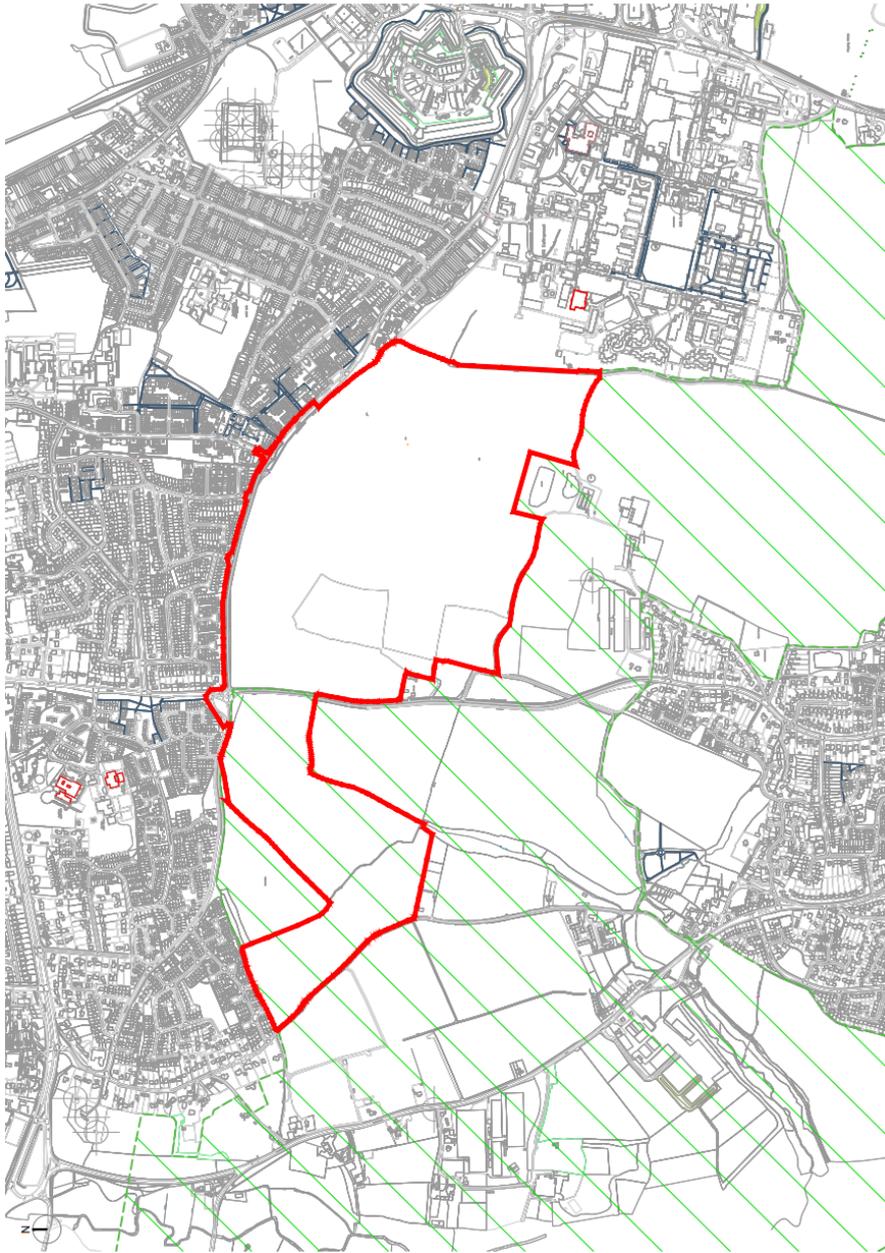
-  Proposed Site Allocation
-  Proposed Strategic Gap

First Issue July 2021  
100% COMPLETE



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PROJECT  
Hilliam Land Management Ltd  
South Fareham





## Appendix 4: Housing Mix

1. Germane to the form and density of the development is the housing mix that should be delivered from this proposed allocation. In the following paragraphs we consider the various assessments of housing mix to understand its implications as to the nature of the proposed development.

### Strategic Housing Market Assessment

2. The 2016 Strategic Housing Market Assessment records various estimates of the necessary future housing mix. For Fareham East this proposes the following:

	1 bed	2 bed	3 bed	4 bed
Affordable	51.0%	31.1%	16.5%	1.5%
Market	12.3%	40.6%	44.4%	2.8%

3. For the HMA as a whole this is expressed in the following terms:

	1 bed	2 bed	3 bed	4 bed
Affordable	35-40%	30-35%	20-35	5-10%
Market	5-10%	30-35%	40-45%	15-20%

4. Assuming this mid-point for each of these and applying this to the proposed number of new homes, the mix would suggest the following:

	1 bed	2 bed	3 bed	4 bed
market	56	244	319	131
affordable	188	163	113	38
Total	244	406	431	169

5. Paragraphs 9.4.0 and 9.4.1 provide important context in interpreting these figures.

*"Our strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing supply of smaller properties for other households. It is however important to recognise that smaller properties (i.e. one bedroom homes) typically offer limited flexibility in accommodating the changing requirements of households which can feed through into high turnover". (Para 9.40)*

*"In the market sector, we would expect the focus of housing need to be on two and three-bed properties. Continued demand for family housing can be expected from newly forming households. There may also be some demand for medium-sized properties (2 and 3 beds) from older households downsizing and looking to release equity in existing homes, but still retain flexibility for friends and family to come and stay."*



**Market evidence**

6. Market facing assessments suggests demand for the following mix:

	1 bed	2 bed	3 bed	4 bed
Market facing assessment	5	25-30	40-45	25-30

7. In comparison with the SHMA, this indicates a greater demand for 4 bed properties and less for 2 bed properties. However, for the purpose of the assessment herein we have employed only the SHMA figures.

**Affordable Housing Provision**

8. More recently, the Council’s Affordable Housing Strategic Lead provided the following response to the submitted planning application:

*“Fareham South is one of our higher areas of affordable housing need in the Borough. In terms of the starting point for the mix I would expect the Social/Affordable Rent to sit at approximately 35% 1 bed, 20% 2 bed, 40% 3 bed and 5% 4 bed....Other points of note:-*

- *The 2 beds should include a good proportion of 4 person 2-bed housing (as opposed to predominantly flats)*
- *Within all property sizes there should be a range on m<sup>2</sup> to include the larger of each type (i.e. 4bed 6 person etc.)*
- *Affordable housing should be appropriately distributed in small cluster, in particular 1-bed flats should be carefully considered so as to avoid excessive concentration of this property type.*

*The affordable home ownership products (shared ownership etc) are less prescriptive as this is partly market driven. As an indication the mix should include 20-25% 1-bed, 45-55% 2 bed, 25-35% 3 bed and 0-5% 4bed.”*

**A blended approach**

9. Applying the above SHMA assumption for market housing and the advice of the Council’s housing officer in respect of affordable housing, a blended approach yields the following:

	1 bed	2 bed	3 bed	4 bed	
market	56	244	319	131	750
affordable social/affordable rent	114	65	130	16	325
affordable home ownership	38	85	50	3	175
	208	394	499	150	1250
%	17	31	40	12	

10. The above analysis points clearly to family housing being the predominant housing type required:

- Nearly twice as many 2 bed houses are suggested as opposed to 1 bed
- The 2 bed houses should, in the main, comprise houses, rather than flats



- 3 and 4 bedroom houses amount to over half of the new homes

11. In turn, this contributes to the character of the proposed development and it being a neighbourhood for new families. We have proposed an amendment to Policy HA55 to reflect this.

12. If the market facing demand indicator was employed this would further emphasize the family housing nature of the proposed development.

# Representations on the Revised Draft Fareham Local Plan

On behalf of Hamilton Russell Limited and Tarmac Plc ('The Representors')

## Preamble

These representations relate primarily to *omission* from the proposed Site Allocations of the former Marine Aggregates Wharf at Upper Wharf, Fareham PO16 0LY ('The Omission Site' [OS]).

The Representors submit that this Site, which is redundant and surplus to operational needs as a marine aggregates wharf (and no longer needs to be safeguarded from redevelopment for alternative uses [see attached letter from Hampshire CC dated 30 April 2021]) constitutes an excellent, highly sustainable, candidate for allocation as Town Centre brownfield regeneration site, which can make a valuable and needed contribution to housing land supply.

## General Commentary

Generally, the Representors support the draft Local Plan Strategy, including the 'Vision' (paragraph 2.10) and the Strategic Priorities (paragraph 2.12). In particular the urban concentration locational strategy and the emphasis on maximising use of sustainably located brownfield/previously-developed sites within the urban area and especially in and around the Fareham Town Centre, is supported. The proposed Omission Site is entirely consistent with this strategy.

As regards Housing Need and Supply (draft Policy SP1), the Representors suggest caution in the calculation of the Total Housing Requirement, particularly with regard to the accommodation of unmet need from adjoining authorities (notably **Portsmouth**, but also, we would suggest, **Gosport**, which is especially [physically/geographically] constrained and shares a land boundary only with Fareham BC). Consequently, it is suggested that the Total Housing Requirement of 9556 dwellings is likely to be too low and needs to be judiciously increased. Similarly, the Total Housing Supply, is optimistic and, in practice, it is considered that a number of factors will depress this figure. Accordingly the alleged surplus of supply over requirement of 1038 dwellings will be squeezed and potentially eliminated altogether, with a consequent under supply provision in the Plan. Given conditions obtaining in this part of South Hampshire, particularly the demonstrable housing pressures, the Representors therefore recommend that these figures are revisited .

## Site-Specific (Omission Site) Representations

The Omission Site (see attached plan) is currently the subject of an ongoing, two-stage, Pre-Application Enquiry Process with your Council (Ref. Q/0081/20 [Case Officer **Rachael Hebden**]) with the expectation that this will be followed by an early full planning application.

As noted above, Site comprises the former Tarmac Plc Marine Aggregates Wharf/Depot at Upper Wharf, Fareham amounting to 0.35 hectares in area. The Wharf has been used historically for the importation and processing of marine aggregates by barge and their (whole)sale and dispatch by lorry to construction etc. sites in the area. Following a detailed review of the operations at Fareham by the owner and operator, Tarmac Plc, it was decided to close the Site for reasons fully rehearsed and evidenced in representations to the County Council that culminated in the latter's response of 30 April 2021 cited above. As the County Council is also aware, the Site was subsequently marketed, with some interest, but none to operate it as an aggregates wharf.

The previous industrial use combined with the subsequent cessation of operations has resulted in a prominent brownfield site that is unsightly, incongruous (non-conforming) and intrusive in context and detrimental to the visual and environmental amenity of the surrounding area.

Furthermore, it is evident that such a well-located site, accessible occupying a gateway location on the Fareham Creek, on the edge of the Town Centre constitutes a significant regeneration opportunity for a prestigious high quality sustainable development.

The Government's online 'Flood Map for Planning' shows the Site falling mainly in Flood Zone 3 (High probability of flooding and inappropriate for vulnerable development), but only marginally so, and all the land area around it is in FZ 1 (low probability of flooding). A Flood Risk Assessment has been prepared which, amongst other things, addresses both the Sequential and Exceptions Test and demonstrates how the risk of flooding can be effectively mitigated.

It is recognized that the Site lies in the Town Quay Conservation Area and that there is a Grade 2 listed building (the 'Corral's [Office] Building') at the northern/landward end of it. It is further noted that the railway viaduct to the immediate north – and under which the Site is presently accessed – is also listed Grade 2. The Representors are satisfied that a redevelopment scheme can be designed with minimal impact on – and certainly less than substantial harm to - the significance of the heritage assets in question, including the retention and sympathetic restoration and re-use of the on-site listed building.

The Representors therefore propose that OS should be formally allocated in the emerging Local Plan along the following lines:

***Housing Allocation Policy: FTC??***

***SHELAA Reference: ??***

***Name: Upper Wharf, Fareham***

***Allocated Use: Residential and ancillary mixed uses***

***Location: Fareham Town Centre***

***Indicative Yield: 50 dwellings***

***Size: 0.35 ha***

***Planning Status as at 1 July 2020: None***

*The site currently comprises a disused, redundant, derelict and unsightly marine aggregates import wharf, together with processing and despatch facilities.*

*The vision for Upper Wharf is to create a new high quality waterside residential development (UCO Class C3) with ancillary commercial uses (UCO Class C3), providing a prestigious focal point and gateway to the Town Centre when approached along Gosport Road and from Fareham Creek, with enhanced public access to and from the water, including a landscaped walk and viewing stations. It will also provide a positive contribution to the revitalisation and regeneration of Fareham Town Centre.*

*The Council will support a comprehensive housing-led mixed-use development including:*

- *Up to 50 homes in a range of sizes, including affordable housing, together with small scale ground floor commercial development;*
- *A new landscaped waterside public walk*

*Proposals should meet the following site-specific requirements:*

- a) The quantum of housing proposed broadly consistent with the indicative site capacity;*
- b) New development should be between 3 and 5 storeys to provide a variable and interesting townscape that will enhance and elevate the site as a gateway to Fareham Town Centre;*
- c) New development should create a mix of high-quality buildings and spaces arranged to ensure key views and connections are protected and integrated;*
- d) The ground floor of new development shall include a mix of appropriate small-scale commercial uses to ensure an interesting streetscape and vibrant uses during the day and evening;*
- e) The upper floors of the buildings shall be developed for apartments that will provide individual balconies (min 2 sq.m) and roof gardens to complement on-site communal open space, will overlook surrounding water areas and provide safe ground floor pedestrian entrances;*
- f) The development shall include secure on-site private car parking to an appropriate level, reflecting its Town Centre location and accessibility by a range of transport modes other than the motor car and including electric vehicle charging points;*
- f) A new section of Waterside Walk around the perimeter of the Site shall be created that will become a vibrant, high-quality, safe outdoor public right of way that will be linked by other pedestrian routes to adjoining waterside frontages and key town centre destinations;*
- g) The retention, sympathetic restoration and re-use of the listed building and its integration into the overall development;*
- h) Provision of a Flood Risk Assessment to identify appropriate measures to mitigate risk and enhance resilience;*
- i) Provision of a Transport Assessment to identify and, if necessary, propose mitigation for and transport impacts;*
- j) Provision of an Air Quality Assessment to identify appropriate measures to mitigate the impact of NO2 emissions on residential occupier;*
- k) Provision of a Noise Assessment to identify appropriate measures to mitigate the impact of noise on residential occupiers;*
- l) Provision of a Heritage Impact Assessment describing the significance of heritage assets affected and how they will be affected by the development;*
- m) Appropriate and proportionate infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.*

## Conclusion

Having regard to the above, the Representors submit that the draft Local Plan is currently **unsound**, but could be rendered sound, by, amongst other things, the positive allocation of the Omission Site on the term outlined.



H

Wednesday 8<sup>th</sup> September 2021

Planning Strategy  
Fareham Borough Council  
Civic Offices, Civic Way  
Fareham, Hampshire PO16 7AZ

E-Mail: [planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)

Fao: Planning Strategy at Fareham Borough Council

**Re: Fareham Local Plan**

Hampshire Chamber of Commerce's Planning & Transport Business Strategy Group would like to make the following comments in regards to the Fareham Local Plan. We appreciate we missed the initial consultation deadline and seek your concession to take these views into account anyway.

Overall the Chamber acknowledges and supports the direction of policies within the proposed Local Plan and these comments build upon previous responses provided to planning consultations.

It seems the policies of the Council are geared to removing non-conforming and low key sites and relying on more attractive modern developments. This is commendable, but we would not wish to see such developments placed into rural sites as they would not be sustainable in terms of transport or environment.

From an employment land perspective we are not supportive of any losses of allocations to housing, although we understand the pressures Fareham Borough Council faces in this respect. Where necessary, and particularly in the Town Centre, we would support mixed use commercial and housing developments of empty retail and commercial property to maintain economic activity and the current high levels of employment. The town centre will continue to undergo considerable change from retail towards blended and flexible retail, residential, creative, hospitality, experiential and service businesses. To achieve this the planning approach must be equally flexible, entrepreneurial and adaptable to changing demand.

We would urge greater use of brown field sites for new developments rather than building in rural areas of the Borough, Daedalus provides a substantial area of new space which is supported. The Stubbington By-Pass is due for completion in 2022/23 which will provide good transport links to Daedalus, but we would also seek complementary improvements in public transport access and the provision of suitable business sustainable travel plans.

We understand there is considerable reliance on Welborne as a site of employment, particularly for logistics and large sheds, but the continued delays to the highway access put this aspiration in jeopardy until 2024/2025 at the earliest. We would urge that an interim highway access proposal is facilitated to ensure early development for commercial logistics use prior to the provision of the new link road.

We would also wish to ensure there is greater integration of land use and sustainable transport provision at the Welborne development to reduce the overall need to travel. For some time we have lobbied to ensure due consideration is given to the reopening of the Knowle Halt Railway Station to aid this aspiration. This principle of better public transport and cycling/walking improvements should be standardised here as well as for all new developments across the Borough.

The plan recognises the importance of high quality employment land provision, but it should recognise the changing needs of employers by providing localised mixed development, flexible work spaces and smaller units for growing businesses.

The importance of housing to create a sense of place is vital, but this can result in the loss of important employment space, so important to attracting and developing businesses, hence the significance of allowing sensible flexible change of use across the borough.

The connections with skills (at all levels), transport, high quality business support and good design and development are the essential ingredients to inward investment and the building of place. This must be supported through bringing together of the stakeholders towards delivering a common vision building the transformation of the borough.

Thank you for giving Hampshire Chamber of Commerce the opportunity to comment on your plan.

Kind regards



**Mark Miller**  
**Chair of the Planning & Transport Business Strategy Group**  
**Hampshire Chamber of Commerce**

Planning Policy Manager  
Fareham Borough Council

Enquiries to: Louise Hague

Our ref: Y00511



Your ref: Regulation 19 Local Plan  
Consultation – Revised Publication

Date: 28 July 2021



Dear Sir/Madam

## Regulation 19 Local Plan Consultation

In response to the above consultation, please find attached the general landowner comments in written representations on behalf of Hampshire County Council Property Services, in its role as a public landowner to help inform the next stages of the emerging Local Plan Update to 2038. These are separate from the comments submitted on behalf of Hampshire County Council in respect of its regulatory functions.

As landowner, the County Council will be responding to the Local Plan Consultation on the following Policies/Paragraphs (please see attached):

- Strategic Policy H1: Housing Provision
- Policy D1: High Quality Design and Place Making
- Housing Allocation Policy: HA3 (Southampton Road)
- Housing Allocation Policy: HA9 (Heath Road)
- Housing Allocation Policy: HA13 (Hunts Pond Road)
- Housing Allocation Policy: HA22 (Wynton Way)
- Housing Allocation Policy: HA24 (335-337 Gosport Road)
- Strategic Policy E1: Employment Land Provision
- Policy E4a: Land North of St Margaret's roundabout, Titchfield
- Strategic Policy R4: Community and Leisure Facilities
- Policy D4: Water Quality and Resources/ Strategic Policy CC1: Climate Change (d)
- Policy D4: Water Quality and Resources Para 11.55/56

To date, Hampshire County Council in its capacity as landowner, has supported the earlier stages of the Local Plan Update to 2037. The purpose of the following is to offer comments, from a landowning perspective, to help inform the scope and soundness of Fareham Local Plan when examined by the Secretary of State.

I hope this is helpful to you in continuing to support the Borough Council in subsequent stages of the Local Plan Update to 2037.

Yours sincerely



**Louise Hague MRICS MRTPI**  
Senior Development Manager

# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

### What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally Compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- **Complies with the Duty to Co-operate:** Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

### What happens next?

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

## PERSONAL DETAILS

### Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public.

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest.

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

Title: Ms

First Name: Katherine

Last Name: Fry  
Job Title: (where relevant) Senior Planner and Urban Designer  
Organisation: (where relevant) Hampshire County Council  
Address: Castle Avenue, Winchester, Hants  
Postcode: SO23 8UJ  
Telephone Number:   
Email Address: 

A3 Please provide the Agent's details:

Title: N/A  
First Name: \_\_\_\_\_  
Last Name: \_\_\_\_\_  
Job Title: (where relevant) \_\_\_\_\_  
Organisation: (where relevant) \_\_\_\_\_  
Address: \_\_\_\_\_  
Postcode: \_\_\_\_\_  
Telephone Number: \_\_\_\_\_  
Email Address: \_\_\_\_\_

B1 Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

---

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

Strategic Policy H1: Housing Provision

B1c Which part of the Policies Map ?

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B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

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B1e Which new or revised evidence base document ? E.g. Viability Assessment

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B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Complies with the duty to co-operate	<input checked="" type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above Hampshire County Council in its capacity as landowner supports the spatial approach to Policy H1 to distribute development through Local Plan allocations. The County Council considers that this is a sound approach that is positively prepared, justified and deliverable within the Plan period (effective) based on the Borough Council's objectively assessed needs and wider Local Plan evidence base.

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

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B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

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B4c Your suggested revised wording of any policy or text:

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Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

- Yes, I want to take part in a hearing session
- No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

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The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.



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B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

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B4c Your suggested revised wording of any policy or text:

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Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

- Yes, I want to take part in a hearing session
- No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

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B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

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- Yes, I want to take part in a hearing session
- No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

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B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

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The policy should have increased flexibility to be consistent with national policy.

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B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

The County Council would be mindful to overcome its objection if the policy is amended to introduce sufficient flexibility in the wording. This would still seek to achieve a high standard of sustainable development but would not require potentially unattainable standards to be met (be effective).

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- Yes, I want to take part in a hearing session  
 No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The County Council could offer further clarification on the points raised.

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The Consultation Team,  
Fareham Borough Council,  
Civic Offices,  
Civic Way,  
Fareham,  
PO16 7AZ



*Enquiries to* Neil Massie

*My reference* FBCLPReg19

*Your reference* Reg19Consultation

*Date* 29 July 2021

*Email*

Sent by email to: [PlanningPolicy@fareham.gov.uk](mailto:PlanningPolicy@fareham.gov.uk)

**For the attention of Gayle Wootton**

Dear Sir,

Thank you for consulting the County Council on the Revised Publication Local Plan (Regulation 19 consultation). This response is provided in the County Council's capacity as the local highway authority, local education authority, lead local flood authority and the minerals and waste planning authority.

### **Local Highway Authority**

The County Council is the local highway authority (LHA) for all roads in Hampshire, except for motorways and trunk roads, and this response is concerned with the potential highway and transportation impacts of the land use proposals set out by the Borough Council on the local road network. The County Council's primary concern as local highway authority is the efficient use, management and maintenance of the local highway network. Ensuring that all new development mitigates its impact on the Hampshire network is the function of the local highway authority.

The LHA submitted comments in December 2017 and February 2020 in response to the Draft Local Plan Regulation 18 consultations, and more recently in December 2020 in response to the Regulation 19 consultation. These comments remain valid and should be considered in conjunction with this response.

The LHA's comments in response to the changes proposed in the Revised Publication Local Plan (June 2021) are set out below.

## **Transport Assessment**

The strategic transport assessment (TA) evidence base for this consultation is the September 2020 version submitted as part of the evidence base for the Publication Plan consultation in November 2020. Before the publication of the TA there were several changes to the growth scenarios which have resulted in alterations to the number and location of the development sites. These changes are reflected in the previous consultations on the draft local plan.

The SRTM Modelling report (May 2020) and TA use the growth scenario and housing number of 12,169 dwellings which includes the two proposed Strategic Growth Areas (SGAs). This housing number with the SGA proposals represents the growth scenario with the highest housing number and was not proposed in any of the versions of the draft local plan. The growth scenario in the Publication Plan (2020) represents the lowest housing number of 8,389 dwellings. Whereas the growth scenario in this Revised Publication Plan (2021) is 10,594 dwellings.

The SRTM modelling report (May 2020) sets out the Baseline, the Do Minimum (with local plan development) scenario and the Do Something (with mitigation) model runs. As the proposed Strategic Growth Areas were included in the Do Minimum scenario the strategic modelling used a higher housing number than is currently proposed in the June 2021 Revised Publication Plan. A Technical Note (2021) in support of the Revised Publication Plan was produced to provide a high-level assessment of the potential differences between the development scenario modelled in the TA and the development scenario within the Revised Publication Plan. The report concludes in paragraph 4.1.2 that *'Given the quantum of allocated development proposed is now lower than previously tested, it is anticipated that the overall transport impacts of the proposed allocations are likely to be capable of mitigation.'* The report also concedes that *'There may be additional mitigation requirements, particularly in localities where development has increased, and further work will be undertaken to assess this.'*

The LHA would have preferred to see the results of an additional strategic model run which more accurately assessed the differences between the development scenario modelled in the TA and the development scenario within the Revised Publication Plan. In the absence of such evidence the LHA is unable to form an "evidence led" view of the likely impact of the development scenario presented in the Revised Publication Plan.

The LHA notes that the Revised Publication Local Plan reduces the overall amount of housing development compared to the development scenario in the TA. The reduction is principally as a result of the removal of the formerly proposed SGAs although the level of reduction is offset by new site allocations (e.g. west of Down End and south of Longfield Avenue) and by increases in proposed allocations at a number of other sites

(e.g. Fareham town centre). This means the revised development proposals represent a different development scenario to that tested under the TA. The LHA note that there is no updated evidence to show the impact on the highway network of the development scenario presented in the Revised Publication Local Plan. The consequence of this is that localised impacts of development subject to the plan revisions have not been fully tested. Whilst the LHA do not contend that this makes the plan invalid or undeliverable it will mean there is a risk that some transport issues and the need for additional mitigation will be identified in latter stages of the plan making process and through site specific transport assessments.

### **Development strategy**

The LHA acknowledges that the Revised Publication Local Plan proposes a higher housing need than in the previous draft Publication Plan. This higher housing need is in response to a higher level of housing growth proposed by Government in December 2020. The consequence of a higher housing need is a change to the development strategy with the inclusion of new housing sites and increases in proposed allocations at several other sites.

#### South of Fareham Strategic Growth Area

The LHA previously submitted an objection (Regulation 18 consultation in Feb 2020) to the principle of the designation of a South Fareham SGA and the possible detrimental impact on Stubbington bypass resulting from development in the SGA. The Revised Publication Plan proposes a new development strategy which replaces the South of Fareham SGA with two new allocations (HA54 and HA55). The two allocations (HA54 and HA55) are proposed as extensions to the urban area with no direct access on to Stubbington bypass.

The LHA supports the removal of the SGA which straddled Stubbington Bypass and supports new policy HA55e for Land South of Longfield Avenue which states the site should have 'no direct access onto the Stubbington bypass'. This allocation focuses development with access to the north towards Fareham and existing transport and community facilities which will reduce the potential impact on the local highway network around Stubbington. For these reasons the LHA removes the previous objection to the SGA and is content with the change in the development strategy and new policy wording.

However, through the next stages of the plan making process and site-specific transport assessments the LHA will need to be reassured that the edge of town allocations HA54 and HA55 will not impact the local highway network including Stubbington Bypass and that any impact on the network can be adequately mitigated. In this way the LHA will be able to make an informed and evidence-led decision on the scale of impact on Stubbington Bypass.

## Edge of town sites replacing Strategic Growth Areas

The LHA acknowledges that the SGAs (totalling 2,150 houses) have been replaced with 3 new housing site allocations on the edge of the built-up areas (totalling 1,980 houses). In the case of the North of Fareham SGA this has in effect been replaced with a new allocation HA56 Downend Road West which together with the existing HA4 Downend Road East allocation (of 350 houses) totals 900 houses. The South of Fareham SGA has been replaced with new allocations HA55 South of Longfield Avenue on the southern edge of Fareham and HA54 East of Crofton Cemetery on the northern edge of Stubbington which together total 1,430 houses.

This development strategy assumes that the new allocations on the edge of town will have easy access to existing facilities with the opportunity to use sustainable and active travel modes. To achieve this aspiration requires a master-planning approach to the individual sites which considers the location of existing facilities and the integration of existing non-car infrastructure (e.g. bus/cycle/pedestrian routes) with the new on-site infrastructure in order to improve accessibility for all and provide travel choice without the need to use the car. This is the opportunity to provide good quality cycle infrastructure which encourages cycling for the short trips which would otherwise be made by car.

Site-specific TAs will be required at the planning application stage to fully assess the impact of the edge of town development sites and to apply the sequential approach to assessing the mitigation measures required starting with active travel and public transport options before considering highway capacity options as set out in amended policy TIN2 Highway Safety and road network.

### **Development allocations**

#### **HA54 Land east of Crofton cemetery**

This is a new housing site allocation which previously formed part of the South of Fareham SGA. There is no evidence that the site can be easily accessed by sustainable transport modes or that there is the opportunity to provide good walking and cycling routes from the site to the existing urban areas. The HA54 policy text is vague and does not mention the requirement for cycle and walking connections to the site.

The LHA recommend that new policy text is added to specifically refer to the requirement: for walking and cycling routes from the site to existing local shops, Fareham and Stubbington village.

Additionally, the LHA recommend the addition of new policy text to refer to Policy TIN1 sustainable transport to ensure the site can be accessed by non-car modes.

## **HA55 Land south of Longfield avenue**

This is a new housing allocation which previously formed part of the South of Fareham SGA. There is no evidence that the site can be easily accessed by sustainable transport modes or that there is the opportunity to provide good walking and cycling routes from the site to the existing urban areas.

The HA55f text for walking and cycling provision in policy is unclear and muddled and does not refer to the cycle routes. The LHA recommend that new policy text is added to specifically refer to: the provision of cycle routes from the site to key destinations including the existing local shops, Fareham railway station and Stubbington village.

The LHA recommends that HA55j policy text needs to include the following additional text: off-site highway improvement works and contributions to the A27 corridor for walking, cycling and public transport schemes.

Additionally, the LHA recommend the addition of new policy text to refer to Policy TIN1 sustainable transport and ensure the site can be accessed by non-car modes.

## **HA56 Land west of Downend**

This is a new housing site allocation which previously formed part of the North Fareham SGA. There is no evidence that the site can be easily accessed by sustainable transport modes or that there is the opportunity to provide good walking and cycling routes from the site to the existing urban areas.

The LHA recommends that HA56j policy text needs to include the following additional text: off-site highway improvement works and contributions to the A27 transport corridor for walking, cycling and public transport schemes.

Additionally, the LHA recommend the addition of new policy text to refer to Policy TIN1 sustainable transport to ensure the site can be accessed by non-car modes.

## **Policy TIN1 sustainable transport**

The LHA supports the amendments to this policy. In addition, the LHA recommend that the supporting text should add that: new cycle routes within and off-site should comply with the latest DfT cycle design guidance LTN 1/20 and should include improvements to existing cycle routes where the existing provision is substandard.

## **TIN2 Highway Safety and road network**

The LHA supports the policy amendment and supporting text to reflect the sequential approach to assessing the mitigation measures required for a development site.

This sequential approach should also be applied to the highway mitigation schemes identified in the TA and listed in paragraph 10.15. There are other solutions for mitigating the transport impacts from local plan development which are more in line with the Government's new policy agenda on decarbonising transport and the County Council's emerging Local Transport Plan 4.

The LHA supports the amendment to paragraph 10.16 which recognises that the Parkway/Leafy Lane junction identified in the Strategic Transport Assessment does not warrant a mitigation scheme for increased junction capacity but a scheme more in line with its traffic management role in a residential area.

### **Bus Rapid Transit - Policy TIN3 Safeguarded Routes**

The LHA supports the new supporting text in paragraph 10.24 which now refers to the future extensions of the SEHRT.

### **Climate and Air quality**

In view of the newly released government Transport decarbonisation plan (14 July 2021) and the emerging Hampshire Local Transport Plan 4 the LHA wishes to be reassured that Fareham Borough Council is satisfied that the Revised Publication Plan goes far enough in supporting the Government and County Council's policies on climate change that have been announced during the local plan preparation process.

This is in respect of Hampshire County Council's adopted climate change strategy (July 2020) and targets to be carbon neutral by 2050 and resilient to a two degree rise in temperature. For Hampshire to meet these targets, which are in line with Government legal requirements, land-use planning and transport policies at the local district level need to play a strong role and are likely to be most effective at the plan making stage.

The Revised Publication Plan identifies road transport emissions as the main source of air pollution therefore given the connection between road transport, local plan allocations, air quality and health, the LHA recommend that there needs to be cross-referencing on air quality within the Climate, Natural Environment and Transport chapters to reinforce the message.

### **Lead Local Flood Authority**

The County Council is pleased to note the inclusion of Strategic Policy number 11 which explains how the Fareham Borough Council plans to respond to predictions of climate change, particularly in relation to the risk of flooding and coastal erosion. The County Council also notes that policies CC1 and CC2 which set out the use of Strategic Flood Risk Assessments, sequential testing, the use of green/blue infrastructure and Sustainable Drainage Systems. Additionally, the County Council notes that Flood Risk Maps have been consulted for each of the sites in the plan.

However, the Local Plan does not mention whether Hampshire County Council's Local Flood and Water Management Strategy has been consulted, and it would obviously be beneficial for the borough council to be aware of the Hampshire wide strategy for flood risk. The County Council would recommend that that the strategy be referenced in the local plan, with the suggested wording set out as follows: 'This policy has been written in line with the principles of the [Lead Local Flood Authority for Hampshire's Local Flood and Water Management Strategy](#).

**Minerals and Waste Planning Authority**

The County Council is pleased to note the requirement for a Mineral Assessment as part of a development and employment site allocation has been included in the local plan. However, the County Council provides the following minor technical comment on the latest version of the Local Plan.

In relation to Policy E3: Swordfish Business Park, it has been identified that this particular site does not lie within Hampshire County Council's Minerals Consultation Area, and so neither a Mineral Assessment nor Mineral extraction need to be considered for development in this area, as noted under section m) of this policy.

The County Council however reaffirms that the other allocated employment site also on the Daedalus site, Policy E2: Faraday Business Park, is within Hampshire County Council's Minerals Consultation Area and so should keep its wording surrounding Mineral extraction, which has been added under section m) of this allocation.

I trust that these comments are of assistance to you. If you wish to discuss any of the comments raised, please do not hesitate to contact Neil Massie on [REDACTED] who provides the coordinating role for the County Council on Local Plan responses.

Yours faithfully,



Stuart Jarvis  
Director of Economy, Transport and Environment

**Respondent details:**

Title:	Mrs
First Name:	Julie
Last Name:	Harding
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Whilst the location of housing to the south of Longfield Avenue seems to make some sense, the number of houses and therefore impact of traffic for the Fareham area is likely to be horrendous, even taking into account the Stubbington Bypass. With the 1250 houses proposed at Longfield, plus 180 East of Crofton Cemetery and 550 West of Downend, Market Way roundabout and Delme roundabout will be significantly impacted (as this number is almost 2000 residences; most families have at least two cars, which equals around 4,000 cars). Given that the roads are restricted by the viaduct, I think this is not sensible (and my understanding is that we already have problems with air quality there). I think we should avoid building in these 'edge of town' areas and in fact aim to upgrade the status of the 'Strategic Gap' to 'Area of Special Landscape Importance' to help the council fight building companies proposing to build on it. In addition, I wonder if the numbers are flawed - my guess is that Fareham Council's hands are tied on the number, but perhaps the government should review national needs now that more people seem to be choosing to live in the north of England now that many people are able to work from home or more flexibly? This would certainly make it fairer economically for the north of England and would mean that we would need less housing allocation required in the south.

**What modification(s) is necessary to make the Revised Pub...**

Build no new houses in the edge of town area, or if it really is necessary, introduce a light rail system (electric) that runs to towns and cities across the Solent so that fewer people use cars.

**How would the modification(s) you propose make the Revise...**

Build no new houses in the edge of town area, or if it really is necessary, introduce an electric light rail system that runs to towns and cities across the Solent so that fewer people use cars.

**Your suggested revised wording of any policy or text:**

Build no new houses in the edge of town area, or if it really is necessary, introduce an electric light rail system that runs to towns and cities across the Solent so that fewer people use cars.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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## White, Lauren

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**From:** Alan Hawkins [REDACTED]  
**Sent:** 30 July 2021 14:23  
**To:** Consultation  
**Cc:** [REDACTED]  
**Subject:** Representation on Regulation 19 Local Plan Consultation (18th June – 30th July 2021)

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Dear Sirs,

This proposed draft plan is still fundamentally flawed, the government's housing target of 2014, of between 250 and 300k peryear up to 2041 was known to be incorrect, as reported by 'The Times' of 21/09/2018. The prediction by the Office for National Statistics was actually 159k, which means the target should have been between 275 and 330 units per year rather than the proposal at the time of 520. We have seen 'land West of Downend Road' incorporated in the draft plan for early 2020 as a 'strategic growth area for longer term growth up to 2050, apparently as a contingency for use if other councils had a shortfall. This area was removed completely from the plan when the figures produced by the professional organisation (NSI), rather than a government organisation were adopted. This I believe led to the version of the plan which we were apparently asked to comment on at the end of 2020, and probably would have been happy with in respect of 'land West of Downend Road'. Since then there appears to have been a mutant algorithm adopted by the government, leading to higher housing numbers for higher priced areas, in other words more housing fuelled by the price rises coming from the stamp duty holiday. It would appear that we have now also reverted to using the flawed 2014 target, with an additional quota thrown in for good measure, giving rise to over 530 units, although it seems to be impossible to discover the exact current policy or the 'reasoning' behind it.

It is quite impossible for the layman to keep up with the endless dithering and bickering between central and local government, but it is a fundamental principle of our democratic system that central government should allow local government to have control. The new proposed planning policy from central government would mean that the local community would have no say whatsoever in what is built on an area designated for growth, hence all sites identified for development in the draft plan would progress to 'growth' and become a free for all in a charter biased towards developers. It was not surprising to discover a report in last week's 'Times', following an investigation by Transparency International, which showed that the current political party in charge of central government have 20% of their funding provided by property developers. Obviously green field land will be immediately cherry picked by developers, and it is noted that 'Land West of Downend Road' in any case, no longer has a strategic growth tag in the current version of the draft plan. 'Land East of Downend Road' is controversially still in the plan, despite being rejected twice by the local government responsible for the plan, and once on appeal. Yet another appeal is pending.

Focussing on this particular land, it is sad to see good farmland, and a part of the countryside quite separate from existing housing, now being proposed as 'edge of town living', a euphemism for urban sprawl. It is quite bewildering how a survey has suggested that 550 units plus the 350 units East of Downend Road, will actually alleviate traffic problems in the area. The 'magic' link road proposed across the Western site will actually provide an excellent rat run to Downend Road, and The Thicket for motorway traffic heading for Portchester, adding to existing problems. The recent pandemic has highlighted the value of country footpaths, such as those round the perimeter of site, and Paradise Lane, which traverses the site. I was under the impression that walking is something the government wishes to encourage, but perhaps walking in a clean and quiet environment for fitness and wellbeing is to be

discouraged. The pandemic, plus Brexit, has also highlighted the value of farmland, and the need for our country to be self sufficient in food production. It would be a great pity for the entire farmland between Portchester and Fareham to be designated for concrete and tarmac laying, with the sound of a skylark being lost for future generations, who will no longer have the benefit of accessible countryside beyond the edge of town.

Many residents will feel intimidated by the request to categorise comments as 'legal compliance', 'soundness', or 'meeting the duty to co-operate', and many will also feel that while they are invited to 'Have Their Say', nobody will damn well listen. Perhaps it is for the council to categorise each individual comment, or maybe classify it all in the 'unsound' category.

At the very least this plan is not fit for purpose, and central government are largely responsible for that and must be challenged. It is not acceptable to present this latest version of the plan to us as a 'fait accompli', with no alternatives. This version looks set to be adopted, despite being the most damaging of all to the environment, and transgressing the most council rules and guidelines for development. The inspector should be presented with all of the many iterations of the plan, together with all associated comments, as residents may be under the mistaken assumption that all their previous comments, often carefully prepared, will be taken into consideration, rather than mostly consigned to the waste bin. Sadly it is in fact doubtful that not a single comment will have any influence whatsoever, in what will likely be a 'rubber stamp' process.

Please 'Get Welborne Done', limit other development to brownfield and urban sites, and take time to recall and honour all the broken promises made to the Fareham electorate during preparation of the local plan.

Regards,

Dr Alan & Mrs Margaret Hawkins,



## White, Lauren

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**From:** Eileen & Phil <[REDACTED]>  
**Sent:** 29 July 2021 16:21  
**To:** Trott, Katherine  
**Subject:** Re: FBC Draft Local Plan (Publication Plan) - Comments

Thank you for your email Katherine.

Just to confirm that, as stated on original email, I **do not** wish to attend to participate in the examination process.

Regards,

Phil Hawkins.

On 29 Jul 2021, at 13:05, Trott, Katherine <[KaTrott@Fareham.gov.uk](mailto:KaTrott@Fareham.gov.uk)> wrote:

Dear Mr Hawkins

Thank you for submitting your comments for the Revised Publication Local Plan consultation.

The Planning Strategy team will include your comments as part of the submission to the independent Planning Inspector who will examine whether the plan is sound. This examination process is “in public”, you can attend the hearing sessions and put your points directly to the Inspector. This is your opportunity to tell us you want to do this. The Inspector will want to know why you are making the comment and whether you wish to see the plan changed in any way. By return of email please let us know whether you consider it necessary to participate in the examination process and why.

Remember that your comments on the Plan must refer to the changes that have been made since the last consultation and relate to the rules of:

- Soundness
- Legal compliance
- The duty to cooperate

Please [visit our website](#) for more information

### **What happens next?**

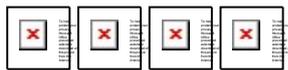
The consultation closes on 30 July. Following collation of the feedback, we will be submitting the Local Plan to the Independent Planning Inspector for examination.

All of the consultation responses from this consultation will be forwarded, together with the Publication Plan and supporting evidence, to the Planning Inspector for consideration. The Council are not in control of the timings of the examination however it is estimated that it will take place over the winter/spring 2021/2022.

Kind regards

Katherine Trott  
Policy, Research and Engagement Officer  
Fareham Borough Council

01329824580



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**From:** Planning Policy <[PlanningPolicy@fareham.gov.uk](mailto:PlanningPolicy@fareham.gov.uk)>  
**Sent:** 27 July 2021 08:57  
**To:** Eileen & Phil [REDACTED]  
**Subject:** FBC Draft Local Plan (Publication Plan) - Comments

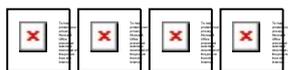
Good Morning Mr Hawkins,

I can confirm we have safely received your consultation comments below.

I have forwarded your email onto the Consultation team and they will log your comments.

Kind regards

Lauren Keely  
Technical Officer (Strategy)  
Fareham Borough Council  
01329824601



---

**From:** Eileen & Phil <[REDACTED]>  
**Sent:** 26 July 2021 16:30  
**To:** Planning Policy <[PlanningPolicy@fareham.gov.uk](mailto:PlanningPolicy@fareham.gov.uk)>  
**Subject:** FBC Draft Local Plan (Publication Plan) - Comments

26th July 2021

As per my telephone conversation with Mr. Peter Drake of the FBC Planning Department, I am listing my comments on the Draft Local Plan below, as the online documentation does not allow me to include all of my comments due to the limit on the number of 'characters' within the form.

I would appreciate confirmation of safe receipt.

Please note that I do not wish to attend a Hearing.

Thank you.

Mr. Phillip Hawkins



**MATTERS OF LEGAL COMPLIANCE - Community Involvement**

*May 2021: Residents challenged Fareham Borough Council in the High Court:*

The case was won, with the Judge confirming: (1) that Fareham Borough Council had acted unlawfully and unfairly towards the residents; that their evidence was ignored and that the residents were prejudiced by the late submission of documents by the Council and (2) that FBC Planning Committee failed to grapple with residents' request for a deferral. He (the Judge) stated the judgement needs to be shared with everyone concerned within the Council in this case, as there are lessons to be learnt from this. Although residents are being consulted, this publication plan is another example *of their views being ignored*.

Reg 19 Statement of consultation: Since 2017 residents' concerns have been disregarded despite protest marches, group representation regarding residents objections, i.e residents petitioned against the various versions of draft plans. However, despite exceeding the required number of signatures needed to activate a full Council meeting debate, no debate was undertaken, even after a challenge was raised to the Council's Scrutiny Board. No petition debate has taken place to date on this or previous plan versions. *Residents were disregarded*.

It is an unfair bias that community identified evidence carries less importance than that provided by developers' consultants. For example - regarding previous use of land in Nitrate budget calculations. - As well as with traffic survey results captured by residents and community speed recording teams.

The Publication Plan Introduction Page 1 Para. 1.5 specifies that representations should focus solely on "Tests of Soundness" but is contradictory to FBC's guidance in Fareham Today which includes the additional areas of "Legal Compliance" and "Duty to Cooperate". This is misleading and unclear to members of the public wishing to provide their own opinions.

This publication plan contains several errors:

There are sites **missing** from page 74 of the SHELAA page 52 of the plan.

**Crucially** sites identified as suitable for development but have not yet obtained planning permission are excluded from the total numbers given for HA1. This is very misleading for us the public who, are trying to establish the impact of this plan on our community.

**These type of errors contained in the plan confirm that it is unsound.**

#### **MATTERS OF LEGAL COMPLIANCE - Housing Allocations**

The total of new homes put forward for specific sites across the Borough (this is not including Welborne) to 2037 is 5,946. This is an unfair and unacceptable distribution for Warsash (proposed at 1001 dwellings) to contribute 17% of the total amount, with HA1 alone contributing 14%. The Western Wards contribution is 21%.

There is no integrated "Masterplan" for HA1, with all developers working completely independently of one another. In order to show the true impact of the cumulative effect of HA1, a further environmental impact assessment must be undertaken.

Developers have taken advantage of the Local Planning Authorities's (LPAs) decision to propose HA1 within (the now obsolete) 2017 Plan and have submitted applications that the LPA have decided to grant permission on the Publication Plan. Others claiming their sites fit well with HA1 which has now resulted in boundaries of HA1 being adjusted to accommodate them. This seems to indicate an inappropriate power-shift toward developers.

#### **MATTERS OF LEGAL COMPLIANCE - Habitats and Directive Biodiversity**

Para 9.51: Taking into consideration that LPA is aspiring to Nitrate Neutrality, Strategic Policy NE1 requires designated sites to be protected and **enhanced**. Page 247 Para 9.54 indicates that proposals for development should provide **anet REDUCTION** in eutrophication for designated sites in an unfavourable condition, restoring the condition to favourable. However, Para 9.50 (Policy NE4) confirms permissions will be granted when the integrity of designated sites be maintained but the word **IMPROVED** has been deleted. Policy D4 claims the Council will "seek to improve water quality" which contradicts Policy NE4. The LPA's approach therefore contravenes both the Habitats Directive and the Publication Plan in respect of these policies. I cannot understand how this development could be contemplated within Fareham Borough without negatively impacting the SAC and RAMSAR sites. Based on proximity alone, this would invalidate the delivery/expectations of these developments.

Strategic Policy NE1: Hants and Isle of Wight Trust **stated the wording needed to be changed to be consistent with the wording used in National Policy**. "Development proposals must protect, enhance and not have significant adverse impacts..." They also stated it is important that as well as having regard for important 'natural landscape features' the Policy seeks to enhance and reconnect ecological networks where they have been compromised.

Habitats Regulation Assessment (2021) Natural England advise it is the responsibility of the LPA to fulfil its legal obligations and satisfy themselves beyond scientific doubt, that adverse effects on the designated SAC, SPA and RAMSAR sites, from harmful nutrients generated by new residential development has been mitigated (rather than compensated). In May 2021 a High Court Judge stated the Natural England Advice Note will need to be reviewed in light of his judgement. He added his judgement should not be interpreted as giving the advice note a clean bill of health.

#### **'Introduction' para 1.45 makes no mention of the protected sites in and around the Solent.**

Strategic policies NE1 and NE2: Regardless of having protected designated sites in our waters which go around the whole of Fareham Borough, Southern Water has very recently been fined a record £90m for **deliberately dumping billions of litres of raw sewage into the sea**. The offences were discovered as part of the Environment Agency's largest ever criminal investigation which found raw sewage had been diverted away from treatment works and into the environment. Until this activity is addressed the unfavourable status of the Solent will continue to deteriorate and these policies will be undeliverable.

#### **TEST OF SOUNDNESS - Settlement Definition**

Policy HA1 (currently Greenfield sites), is proposed to be re-designated as an urban area (via the re-definition of Settlement Boundaries ref. WW17). In the Foreword to Publication Plan: Greenfield sites are less favoured locations for development.

Para 2.10 states Fareham Borough will retain its identity, valued landscapes and settlement definition and will protect its natural, built and historic assets. The proposed allocation of Policy HA1 contradicts these aspirations and those of Para 2.12 "Strategic Priorities" which strive to maximise development within the urban area and away from the wider countryside and to create places which encourage healthier lifestyles.

The re-designation of the Policy HA1 to urban status and the movement of the Settlement Boundary to encompass it, is a Flagrant move by the Council, to suit its own objectives.

Strategic Policy DS1 (Paras 5.6 and 3.36) deals with the need (in exceptional circumstances and where necessary and justified) for residential development in the countryside on previously developed land.

Also, Policy HP1 requires the efficient use of existing buildings to meet such need on a one-for one replacement dwelling basis. These conditions do not apply to HA1 for that reason it seems the "convenient" alternative was for FBC to redraw the urban boundary!

### **TEST OF SOUNDNESS - Infrastructure**

Policy HP4 (Para 5.24 HA1 fails to meet criteria e) as the proposal would clearly have unacceptable environmental, amenity/facility and traffic implications.

Policy HA1: Page 53 refers to traffic routes and despite removing the recommendation to limit access to 6 dwellings on Greenaway Lane, (Warsash's oldest and well loved Lane) the Plan proposes for up to 140 dwellings to use this as access through a widening of the lane. This will result in a considerable negative impact on the character of the lane and will adversely affect the safety of pedestrians, This is a used dog walking area/general walking area/cycling route and is also the route used for many children to get to school, In general, Page 54 suggests 7 new accesses onto the already very busy Brook Lane and Lockwood Road, as well as one additional access at Brook Lane, via 4 entry points from Greenaway Lane. The position and proximity of these access points will be a recipe for serious gridlock and accident blackspots and is all together unacceptable.

Para 10.15 Transport Plan: This does not include an analysis of streets where the majority of the houses are proposed. **Why, when there are 830 new dwellings proposed, hasn't more consideration been given to HA1 in the transport assessment?** Using an average of two cars per dwelling, an additional 1660 vehicles will be on local roads and there is no reference for the mitigation required to reduce congestion by 2037. The Plan fails the Test of Soundness by not being Positively Prepared.

Para 10.14 refers to the Local Plan Strategic Transport Assessment. Para 14.16 reads; "In conclusion, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the Plan is therefore deliverable and sound from a transport perspective." **NOTE:** This statement does not include the area HA1, of the local plan with **830 homes and isn't assessed within the The Local Plan Strategic Transport Assessment document.**

Policy HA1: Page 54 indicates the need for the provision of "2 junior football pitches". These have not been included in the Masterplan

### **TEST OF SOUNDNESS - Housing Needs Methodology**

Para 4.2 describes the methodology used to calculate Fareham's housing need.

**This methodology is premature and risky until we know the government's response to the Planning White Paper 'Planning for the Future'.**

The previous version of the Publication Plan had to be scrapped due to the premature and risky decision to apply the new housing need methodology before the government decided against adopting it. There must be lessons to be learnt here ?

### **TEST OF SOUNDNESS - Occupancy Rates**

Para 5.41 The LPA argues for an average occupancy rate of 2.4 for a 4/5 bed dwelling in regards to Nitrate budget calculations. To the contrary, it is stated here that the spectrum of occupancy for affordable homes will be in the range of 4 - 6. The claims in the Publication Plan are therefore not reflected in the Council's own proposals and requirements.

### **TEST OF SOUNDNESS - Carbon Reduction**

Para 8.60 Section 8 mentions the requirement of meeting CO2 emission reduction targets, but **NO targets have been set.** The Plan simply refers to individual developments power generation, rather than what each should deliver over and above Building Regulations requirements. On this basis the plan is not acceptable.

Para 11.35: The Council will support applications where development exceeds Building Regulations: Again no percentage target has been set. The Plan is therefore not sound regarding carbon emissions reduction in the Borough.

All Planning Authorities in Hampshire as well as Hampshire County Council have recognised that there is a climate change emergency. CPRE Hampshire believes it is therefore imperative that the local plans set ambitious targets and action plans with accountabilities for

achievement in the reduction in carbon emissions that are measurable and reported on annually. Development must only be permitted where, after taking account of other relevant local plan policies, it maximises the potential for generating renewable energy and is-designed to reduce energy consumption as much as possible. The location of development needs also to recognise the need to minimise emissions from transport. **These requirements should be made clear to all applicants for planning approval.**

### **TEST OF SOUNDNESS - Education**

Para 10.26 Infrastructure Delivery Plan. Education (critical prioritisation) is planned with HCC but the period of any proposed extensions for child placements is only up to 2022, whereas the Plan covers up to 2037. This is not a sound approach for the education of our children.

### **TEST OF SOUNDNESS - Healthcare**

Para 10.26 Infrastructure Delivery Plan calls for the expansion of health care provision (critical prioritisation) through GP locations in the Western Wards, but neither of HA1 Warsash Practices have scope to expand, so wouldn't cope with a growth list. The Plan only proposes building alterations to Whiteley surgery and depends on the successful replacement of retiring GPs. This is unsatisfactory and not a sound approach taking into consideration that HA1 alone will bring an additional 830 dwellings.

### **COMPLIANCE WITH DUTY OF CARE TO COOPERATE - Housing Need Methodology**

Para 4.6: In agreeing to take up a shortfall in homes of 900 from Portsmouth, Fareham Borough Council is taking a risk as we await the government's response to last years consultation on the Planning White Paper, "Planning for the Future", which proposes key changes to remove the duty to cooperate and potentially removing the 5 year land supply.

This email (and its attachments) is intended only for the use of the person(s) to whom it is addressed and may contain information which is privileged and/or confidential. If it has come to you in error, you must take no action based on it nor must you copy or show it to anyone.

This email is confidential but may have to be disclosed under the Freedom of Information Act 2000, the Data Protection Act 2018 or the Environmental Information Regulations 2004. If you are not the person or organisation it was meant for, apologies. Please ignore it, delete it and notify us. Emails may be monitored.



**Respondent details:**

Title:	Mr
First Name:	Tim
Last Name:	Haynes
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## Please provide details you have to support your answers a...

I maintain that the plan, as currently drafted, fails to comply legally, is not soundly prepared and does not meet the criteria for the duty to cooperate. The plan does not comply with the Sustainability Appraisal (as shown below) which the council was obliged to provide as an assessment of the way in which the plan should meet environmental economic and social objectives. Specifically, the plan ignores sections of the SA relating to the integrity of the Fareham-Stubbington Strategic Gap. It also fails on soundness, on the same grounds. From the current Publication Plan: 1.41 Much of the Borough is countryside, providing a rich and varied pattern of landscape with well-established visual and physical separation between settlements, ensuring a sense of place and reinforcing local distinctiveness. These varied landscapes provide space for nature and biodiversity as well as leisure and recreation opportunities for people in the Borough, contributing to the quality of life and health of local residents. 1.45 Natural Environment: The Borough's natural environment is highly valued by residents and visitors. The value is reflected in the Borough's areas of special landscape quality, three main rivers, the woodlands and parks, six Sites of Special Scientific Interest (SSSIs), six Nature Reserves and the coastline. The Borough's coastal location results in some areas being affected by tidal flooding. In response to this, the Eastern Solent Coastal Partnership (ESCP) was formed in 2012 to deliver a series of coastal management services across the coastline, including Fareham Borough, with the overarching aim to reduce coastal flooding and erosion. 2.10 Fareham Borough will retain its identity, and the identity of individual settlements within the Borough, through measures that seek to retain the valued landscapes and settlement definition. 2.12 2. In the first instance maximise development within the urban area and away from the wider countryside, valued landscapes and spaces that contribute to settlement definition. 3.6 The important factors that have helped shape the spatial expression of the development strategy are listed below; • Landscape and countryside • Settlement boundaries and the desire to respect settlement identity So important was the Fareham – Stubbington Gap deemed to be that Fareham Borough Council commissioned a report from Hampshire County Council - Technical Review of Areas of Special Landscape Quality and Strategic Gaps - 22/09/2020. Specifically referring to the Fareham – Stubbington Gap the review includes the following: 7. For this section of the Gap, this analysis agrees with the summary findings of LDA in Chapter 3 of the Fareham Borough Landscape Character Assessment 2017 - "The landscape performs a highly effective role in providing a 'sense' of separation and the experience of moving between one settlement and the other. ....Edges of Fareham and Stubbington are clearly defined by strong boundary vegetation and there is a clear distinction between 'town and country' there is a strong sense of leaving one urban area and moving through open countryside before entering another. Scale of the gap allows the time to appreciate sense of being in open countryside. Being able to see far across the gap and identify the edges, also strengthens the sense of separation." (page 41) . 8. However there exists the potential to make modifications to the settlement boundary of North Stubbington: to extend the boundary to run along Oakcroft Lane, as the isolated field that sits aside Crofton Cemetery, does not protrude into the landscape beyond the current Northern and Western edges of Stubbington. (Emphasis added.) Noting here that the author only suggests the possibility of changes to the boundary at Oakcroft Lane and the maintenance of the integrity of the Gap at the Longfield Avenue boundary. Given this, it seems perverse for the council to commission such a document and then, so conspicuously, ignore its recommendations. Further, in the supporting documentation to the plan the consultants, Urban Edge noted in September 2020 the following: Sustainability Appraisal and Strategic Environmental Assessment for the Fareham Borough Local Plan 2037 – September 2020 / Sustainability Report for the Publication Plan: Appendix G: Rationale for Site Selection or Rejection Page 7/14 • ID 3008 Land South of Longfield Avenue, Fareham • Rejected - Development would have a detrimental impact on the Strategic Gap. Site is designated as a Brent Geese and Solent Waders Low Use site and no evidence of a strategy compliant solution. For the current plan they have revised the assessment: Sustainability Appraisal and Strategic Environmental Assessment for the Fareham Borough Local Plan 2037 – May 2021 / Sustainability Report for the Revised Publication Local Plan: Appendix G Reasons for Site Selection / Rejection 7/17 • ID 3008 Land South of Longfield Avenue, Fareham • Rejected - Development would have a detrimental impact on the Strategic Gap. Site contains Brent Geese and Solent Waders designations. If appropriately masterplanned, areas of the site are likely to be developable where there is a strategy compliant solution for Brent Geese and Wader designations. Any development would need to be sensitively designed and accompanied by significant GI to ensure that it would not undermine the integrity of the Strategic Gap. With this site ID3008 has become HA55, despite there being no evidence of a "... strategy compliant solution for Brent Geese and Wader designations": Policy NE5 has been amended to remove the provision for "an overall net gain to the Solent Wader and Brent Geese Network" ... and "off-site enhancement and/or a financial contribution (consistent with the approach taken to mitigating and off-setting adverse effects on the Solent Wader and Brent Geese Network) is provided towards a suitable identified site for Solent Waders and Brent Geese. " That is, some solution elsewhere to compensate for the loss of this site. ... or a "significant Green Infrastructure to ensure that it would not undermine the integrity of the Strategic Gap." In fact HA55 specifically does undermine the integrity of the Strategic Gap, by reducing it to a vestige of its current state; the promised "Green Infrastructure" areas even on paper will not compensate for the loss of the green space they replace or the additional occupants and dwellings there. The increase in housing need is around that yielded (1,250) by the inclusion of HA55 – Land South of Longfield Avenue in the provision. It's odd that this has been so strenuously resisted by FBC up to now, only to be incorporated as the council sees the need to include unmet need of 900 dwellings and a 20% margin, not required by the NPPF. This all follows FBC's decision pre-emptively to calculate housing demand, speculatively, on an unconfirmed change to the government algorithm. Reversing this has resulted in the need to backpedal and renege on promises to preserve the Fareham – Stubbington Strategic Gap. Elsewhere in the plan (1.45 – above) there are references to areas of special landscape quality ... rivers, woodland and parks as well as six SSSIs and six Nature Reserves. Given the Leader of the Council's public announcement of his long-term advocacy of a "Green Belt" for Fareham, it is puzzling that such a substantial green area as the Fareham – Stubbington Strategic Gap should not be a good candidate to form part of that

**Please provide details you have to support your answers a...**

**What modification(s) is necessary to make the Revised Pub...**

Revision to remove HA55; this currently is in opposition to teh advice the council has commissioned for itself and is available in the Evidence Documents.

**How would the modification(s) you propose make the Revise...**

Removal of HA55 would satisfy the advice in the Technical Review of Areas of Special Landscape Quality and Strategic Gaps - 22/09/2020 that changeds to the Strtegic Gap boundary along Oakcroft Lane and toward Newgate Lane should be envisaged without their affecting the integrity f the Gap.

**Your suggested revised wording of any policy or text:**

Just remove it. And exhaust the Borough's brownfield sites before going for a soft target such as Newlands Farm.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

While I believe Fareham Borough council have undertaken to read and consider any comments and objections, I have little faith on their intention actually to do so, or in their willingness fully to reflect those objections in any evidence to hearings. Previous onjections have not appeared in full in supporting documentation, seemingly being edited before publication.

---

**Respondent details:**

Title:	Professor
First Name:	Richard
Last Name:	Healey
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[REDACTED]
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: TIN2**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Soundness requires the local plan to be justified, i.e. to provide a strategy taking account of reasonable alternatives. The current plan does not do this for transport infrastructure changes associated with Policy HA56 needed to provide 'improvements and enhancements to the local network' (TIN2). Specifically, the implications of the 'link road' shown on the map of HA56 are not properly thought out. Though the map implies vehicle access at both ends, the June 2021 Downend Sites Highway Review document states that the traffic modelling assumes all vehicular access is from Downend Road. The plan and evidence are therefore inconsistent. This matters a great deal to the feasibility of the HA56 Policy (and the knock-on effects to the unreferenced scheme for 350 houses on the other side of Downend Road, currently subject to a Planning Appeal by Miller Homes - it is not acceptable to treat these closely adjacent schemes in isolation because of the potentially large interaction effects, in terms of traffic volumes, especially with a planned new primary school on the HA56 site). To become 'sound' and address the traffic implications properly, the following additional provisions, which have not been considered, need to be included in the Plan at the outset: 1. Vehicular access (both entry and exit) to the HA56 site should be from both ends of the link road. This will allow cars coming off the M27 at junction 11 to enter the site without going through either the Delme roundabout or the lights at the Down End Road/A27 junction. 2. Vehicles leaving the site at the western end should be able to go down to the Delme roundabout via a slip road if required for trips into Fareham 3. A new (single-lane?) bridge from the western end of the link road across the feeder road to junction 11 should be built to allow people exiting the site to join the feeder road via a second new slip road so they can reach the M27, again without going through either the Delme roundabout or the lights at the Down End Road/A27 junction. 4. While it hoped most children will walk to the new primary school, provision for safe drop-off and turning by cars should be provided on the school site itself to avoid major blockage of the uphill lane on Down End Rd at the beginning and end of the school day (especially when raining). While these may appear to be 'operational details', they are crucial to avoiding yet more congestion on Down End Rd and the Delme Roundabout. By including a modest bridge as a requirement at the outset for any new house building in this location, notice will be served on developers that they cannot expect to profit from new house construction, while leaving the resulting traffic problems for others to sort out or pay for. Thank you for consideration of these important matters, which I know from conversations with neighbours, are of considerable concern, though some are finding the consultation processes very complex, owing to the large amount of documentation involved and the difficulty of spotting where inappropriate assumptions have been made, e.g. in relation to the traffic modelling mentioned above.

**What modification(s) is necessary to make the Revised Pub...**

For the transport infrastructure proposals to become sound, the missing points raised in my commnets above would need to be included (and the necessary changes made to the indicative plan (figure 4.5) of Policy HA56)

**How would the modification(s) you propose make the Revise...**

They would demonstrate that feasible alternative transport arrangements (slip roads/bridge) to those originally proposed can be considered and implemented.

**Your suggested revised wording of any policy or text:**

It is more a case of changing the indicative plan (figure 4.5) map

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Ms
First Name:	Claudia
Last Name:	Cabbage
Job Title: (where relevant)	Principal
Organisation: (where relevant)	Henry cort Community College
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Henry Cort Drive, is an extremely congested road serving a community school and residential cottages. The traffic situation is perilous at the start and end of the school day and also through evening and weekend usage of sports facilities. The addition of dwellings on this site will exacerbate an already highly problematic area, several representations have been made to the highways department about the safety concerns by the college.. The plan for this area would need to have significant adjustments to the road layout for school buses of which there are currently 8 lined up during the morning and afternoon restricting the road to a single carriage way, the number of buses are set to increase with additional residents moving into Whiteley as this is the designated catchment school. There has been no communication with the college regarding these plans and I am seriously concerned about the safety of staff and students that building on this land will have. We have already had students knocked off their bikes and staff hit by cars and this is without the addition of 55 dwellings which would access the properties from Henry Cort Drive. A development of 55 houses on this land will endanger life, through the increased traffic. A dedicated bus turning circle would be required along with restricted access to Henry Cort drive through barriers at the junction with Hillson Drive. I would welcome formal communication with anyone planning the development of this site to enable them to have a greater understanding of the dangers that building on this site would pose the school community.

**What modification(s) is necessary to make the Revised Pub...**

Road layouts and formal consideration of school and community traffic needs to be considered

**How would the modification(s) you propose make the Revise...**

It would reduce the risk to life

**Your suggested revised wording of any policy or text:**

Improvements/ Alterations to the road layouts and car parking adjoining the community playing fields to include a dedicated bus turning circle and a one way traffic system will be incorporated.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I feel that the planners need to understand the impact of increased traffic in this area and the risk to life posed by not considering school and community traffic as part of the planning process

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**2) Paragraph: HA49- Menin House, Privett Road, Fareham**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Henry Cort Community College is located on the boundary to this part of the plan, The college has not been consulted despite numerous complaints about residential dwellings in this area fly tipping on the college site. Building more accommodation will exacerbate the problem and the colleges wishes to seek assurances that any build will protect the college land from residents from destroying protected habitats that border the proposed site.

**What modification(s) is necessary to make the Revised Pub...**

The boundary fences to the college site should be strengthened to stop residents from fly tipping

**How would the modification(s) you propose make the Revise...**

The proposal should include improvement works to the fencing of the colleges neighboring site to protect the wildlife habitats and stop local residents from accessing illegally or dumping waste materials. The site should have a recycling facility incorporated within the plans to ensure that all waste from existing properties as well as the proposed new builds does not cause contamination to protected land.

**Your suggested revised wording of any policy or text:**

A new recycling facility and new fencing will ensure that all waste from existing properties as well as the proposed new dwellings does not cause contamination to adjacent protected land on the Henry Cort Community College site.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

We have ongoing issues with residents in the existing flats dumping furniture and waste material on the college site. These residents actively break down the college fencing to access the site illegally. With additional dwellings the plan needs to reflect the impact that residents have on protected land and should seek to ensure that the damage already being caused is reduced and that the plans incorporate facilities for residents to dispose of their waste legally rather than fly tipping on land with protected characteristics

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**3) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Housing Allocation Policy: HA22 SHELAA Reference: 1058 Name: Wynton Way Allocated Use: Residential taking in conjunction with the building in Henry Cort Drive will require improvements for the road junction at Winton way, Henry Cort Drive and Hillson Drive

**What modification(s) is necessary to make the Revised Pub...**

crossing access at Winton way to Henry Cort Drive,

**How would the modification(s) you propose make the Revise...**

Housing Allocation Policy: HA22 SHELAA Reference: 1058 Name: Wynton Way Allocated Use: Residential road access and the impact at the Henry Cort Drive junction needs to be considered. Parking in Winton way is hazardous, this plan cannot be considered without looking at the impact of all of the traffic if building goes ahead on Winton Way site and also, Privet road and Henry Cort drive. Hillson drive is in possible need of a one way system to cope with additional traffic

**Your suggested revised wording of any policy or text:**

Road junction with Hillson Drive and Henry Cort Drive to be modified to ensure safer pedestrian access

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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## Technical Note 04

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Project:	<b>Highways England Spatial Planning Arrangement 2016-2024</b>	Job No:	<b>60659714 / SF001.005</b>
Subject:	<b>Fareham Revised Publication Draft Local Plan 2037 and Supporting Documents Review</b>		
Prepared by:	<b>Kimberley Pettingill</b>	Date:	<b>21<sup>st</sup> July 2021</b>
Checked by:	<b>Andrew Cuthbert</b>	Date:	<b>22<sup>nd</sup> July 2021</b>
Verified by:	<b>Liz Judson</b>	Date:	<b>22<sup>nd</sup> July 2021</b>
Approved by:	<b>Andrew Cuthbert</b>	Date:	<b>23<sup>rd</sup> July 2021</b>

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### Executive Summary

Following a review of the Revised Regulation 19 Fareham Publication Draft Local Plan 2037 and documents prepared in support of the 2037 Fareham Local Plan, AECOM make the following recommendations.

#### Recommendations regarded as critical to the acceptability of the forthcoming Local Plan

None

#### Recommendations regarded as important but not critical to the acceptability of the forthcoming Local Plan

1. Clarification should be sought with regards to the housing figures used within the SRTM model (for both the 2036 baseline, and 2036 Do Minimum scenarios). (para 5.12).
2. The SRTM modelling should be updated to reflect the level of anticipated employment growth identified within the revised PLP. (para 5.14).

**AECOM advise Highways England to formally raise the concerns highlighted in this note in the consultation response to the Revised Fareham Publication Draft Local Plan 2037 Draft Transport Strategy and to continue to work with Fareham Borough Council and the other stakeholders to resolve the issues identified.**

# Technical Note 04

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## 1. Introduction

- 1.1. This Technical Note (TN) documents a review, carried out by AECOM on behalf of Highways England, of the Revised Regulation 19 Fareham Publication Local Plan (the PLP). The purpose of this review is to understand the impact of the proposed Local Plan site allocations within Fareham on the Strategic Road Network (SRN) and to determine whether sufficient highway infrastructure and mitigation is proposed to accommodate the planned growth.
- 1.2. AECOM have previously undertaken four tasks in relation to the Fareham Local Plan with the initial work being reported in AECOM TN01 and TN02. TN02 documents AECOM's review of the Fareham Local Plan 2036 Supplement document, which set out the plan for future development within Fareham and was an extension of the 2017 Draft LP which had already been consulted on. Within the LP Supplement, the development strategy and housing sections of the 2036 plan had been updated to reflect the increased housing requirements for Fareham. The work reported in Briefing Note BN03 reported on the responses received from the Local Planning Authority and their Consultants to the issues raised in TN02. The most recent work reported in TN03 was a review of the previous (since revised) Regulation 19 Fareham Publication Local Plan whereby AECOM determined that the LP had changed since the previous AECOM review and assessed whether the amendments were likely to have a detrimental impact on the SRN.
- 1.3. The purpose of this review is therefore to determine what has changed within the revised PLP since the last AECOM review (presented in TN03), and to assess whether any of the amendments are likely to have a detrimental impact on the SRN .
- 1.4. The documents, issued by Fareham Borough Council (FBC) for consultation under Regulation 19 (Town and Country Planning Regulations 2012) and included in this review are as follows:
  - Fareham Publication Local Plan 2037 Revised;
  - Revised Publication Plan Technical Transport Note (June 2021); and
  - Highways Technical Support for Local Plan Downend Sites (June 2021).
- 1.5. It is noted that the following documents have not been updated since AECOM's previous review, and therefore a detailed review has not been undertaken. However AECOM have undertaken a high-level review of these documents in light of the changes within the most recent Local Plan:
  - Infrastructure Delivery Plan 2020;
  - Strategic Transport Assessment (Atkins, September 2020) and supporting appendices; and
  - Strategic Transport Assessment SRTM Modelling Report (Systra, August 2020).
- 1.6. The PLP contains strategic priorities, policies and allocations which aim to achieve sustainable development in the Borough, whilst also identifying and protecting its valued assets. The PLP sets out what the Council considers are the opportunities for development and policies on what will or will not be permitted and where. The plan aims to ensure beneficial and high-quality development to meet the future needs of its residents, workers and visitors, whilst protecting its most valued natural and man-made assets such as landscapes, settlement character, heritage and community buildings.
- 1.7. The IDP is a supporting document to the PLP. It outlines the existing and planned infrastructure improvements required to accommodate LP growth.
- 1.8. The SRTM report forms part of the evidence base for the PLP, and informs the modelling section of the Strategic Transport Assessment (STA). AECOM have previously reviewed, on behalf of Highways England, both the initial version of the SRTM report (issued July 2019) and the updated version (issued in January 2020). These reviews are reported in our TN01, TN02 and BN03, dated October 2019, February 2020 and April 2020, respectively. Within these reports AECOM made a number of recommendations for additional assessment to be carried out to support the LP.

# Technical Note 04

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- 1.9. AECOM will undertake a general high level overview of the Revised Publication Draft of the Local Plan (and relevant supporting documents) to determine what has been amended since the previous review and that nothing significant has been introduced that would be a threat to the SRN.
- 1.10. AECOM will review the latest LP consultation documents listed above against our previous recommendations from TN01, TN02, BN01, and TN03 to determine whether these have been addressed. This TN04 will highlight any potential points of concern to Highways England and advise whether it would be appropriate to make any representations to the consultation documents, with a view to protecting the safe and reliable operation of the SRN.
- 1.11. The revised PLP represents the 'Publication' stage of the Local Plan process. It is the result of updating and merging the Regulation 18 Draft Local Plan and Supplement taking into account the changes to national policy and guidance as well as comments received during the consultation exercises. This is the final stage before the Local Plan is submitted to the Secretary of State for independent examination. This Regulation 19 Local Plan consultation period is open until **Friday 30<sup>th</sup> July 2021**.
- 1.12. For ease of reference, AECOM's main comments and recommendations are presented in bold and underlined text throughout the note. Recommendations regarded as critical to the acceptability of the PLP are coloured **red**. Recommendations regarded as important but not critical to the acceptability of the PLP are highlighted in **amber**.

## 2. Background

- 2.1. Fareham Borough Council is the Local Planning Authority for a significant area within South Hampshire between the cities of Southampton and Portsmouth.
- 2.2. The development strategy proposed by the Revised Local Plan includes:
  - Provision for at least 9,556 new residential dwellings and 121,964m<sup>2</sup> of new employment floorspace (the previous PLP proposed a minimum of 7,295 houses and 104,000m<sup>2</sup> employment floorspace);
  - The strategic employment site at Daedalus (Solent Enterprise Zone) to deliver an additional 77,200m<sup>2</sup> of employment floorspace over and above that already planned for;
  - Strategic opportunities in Fareham Town Centre that contribute to the delivery of at least 961 dwellings as part of a wider regeneration strategy (the previous PLP proposed 428 dwellings); and
  - Development allocations on previously developed land where available, and on greenfield land around the edges of existing urban areas in order to meet remaining housing and employment needs, but otherwise managing appropriate levels of development outside of urban areas.
- 2.3. Fareham is served by the M27 Motorway, with M27 Junctions 9, 10 and 11 lying within the Borough. Highways England are therefore concerned with the impact of planned growth on the safe and free-flow of traffic using the M27 and whether sufficient infrastructure and mitigation is proposed to accommodate this growth.
- 2.4. The Fareham PLP consultation documents (listed in para 1.4 of this TN) have been reviewed in the context of DfT Circular 02/2013 and Highways England's 'Planning for the Future' guidance, which provides an outline of matters that will be considered when Highways England are engaged in the local plan process. It states that Highways England will "*seek to provide a recommendation as to the soundness of proposed policies and proposals in relation to their interaction with the SRN*".

# Technical Note 04

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## 3. Revised Publication Local Plan 2037

- 3.1. FBC's current adopted local plan comprises three parts as follows:
- Local Plan Part 1 (LP1) Core Strategy (adopted in August 2011);
  - Local Plan Part 2 (LP2) Development Sites & Policies (adopted in June 2015); and
  - Local Plan Part 3 (LP3) The Welborne Plan (adopted in June 2015).
- 3.2. The Fareham Local Plan 2037 will formally replace the adopted LP1 and LP2. Local Plan Part 3: The Welborne Plan will not be replaced by the 2037 plan, but together with the new Local Plan and any Supplementary Planning Documents (SPDs), will make up the suite of planning policies upon which planning applications will be considered.
- 3.3. The Fareham Local Plan proposed plan period will cover a minimum of fifteen years from the date of adoption, which is anticipated to take place in 2022, the period will therefore extend to 2037. This period differs from that stated in earlier drafts (2020 to 2036) and has been reflected in the plan name which has changed from Fareham Local Plan 2036 to Fareham Local Plan 2037.
- 3.4. Since the publication of the previous PLP and most recent AECOM review (reported within TN03), the Government released its response to the August 2020 'Planning for the right homes in the right places' consultation in which they stated they did not propose to proceed with the changes to the formula for calculating housing need, instead retaining the existing formula along with applying an uplift to major UK cities. Their reasoning included a commitment to delivering 300,000 homes per year by the mid 2020's and that the distribution of need under the proposed methodology placed too much strain on rural areas and not enough focus on towns and cities. In addition they identified the impact of the Coronavirus pandemic on towns and cities leading to reduced demand for retail and commercial spaces stating that they want "towns and cities to emerge from the pandemic renewed and strengthened...with greater public and private investment in urban housing and regeneration". The result of their decision is that Fareham's housing need has reverted to the previously identified higher level, requiring the Council to undertake a further review of housing allocations to ensure the plan would meet the need. The resulting new housing allocations, together with any revisions informed by the Regulation 19 consultation undertaken in 2020 have led to the revised Publication Local Plan, which is the subject of this AECOM review.
- 3.5. The PLP also makes provision for an additional 900 dwellings (previous PLP, 847 dwellings) over the plan period, in order to contribute to neighbouring authority unmet housing needs (i.e. within Portsmouth City Council and Gosport Borough Council).
- 3.6. Policy H1 states that the Council will make provision for at least 9,560 new homes across the Borough during the Plan period of 2021-2037. Housing will be provided through:
- An estimated 869 homes on sites that already have planning permission;
  - An estimated 4,184 homes on sites with resolutions to grant planning permission as of 01 April 2021, including at Welborne Garden Village;
  - Approximately 3,358 homes on sites allocated in policies HA1, HA3, HA4, HA7, HA9-HA10, HA12, HA13, HA15, HA17, HA19, HA22-HA24, HA26-HA56;
  - Approximately 959 homes on specified brownfield sites and/or regeneration opportunities in Fareham Town Centre, as identified in policies FTC3-9 and BL1;
  - An estimated 1,224 homes delivered through unexpected (windfall) development.
- 3.7. The plan shows that there are sufficient sites to provide 10,594 new homes across Fareham between 2021 and 2037, which allows for an 11% contingency (over the minimum requirement) should delivery on some sites not match expectations.
- 3.8. The PLP previously reviewed by AECOM and reported in TN03, stated a requirement for a minimum of 403 dwellings per annum to be delivered over the 16 year plan period (totalling 6,448

## Technical Note 04

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dwellings), with an additional 847 dwellings to contribute to unmet housing needs in neighbouring authorities. Therefore, the previous PLP identified the requirement for a minimum of 7,295 houses over the 16 year plan period. Policy H1 previously stated that the council would make provision for 8,389 new homes. This revised PLP identifies the requirement for a minimum of 9,556 new houses and proposes to make provision for 10,594 new homes. Therefore, this revised PLP includes the provision of an additional 2,205 new houses over the 16 year plan period.

- 3.9. The general locations of the areas proposed for growth are illustrated on Figure 3.1 of the PLP.
- 3.10. The proposed development sites and growth areas included within the revised PLP have been compared to those included within the previous PLP, and AECOM note that there are a number of differences, as outlined in further detail below.

### **Housing Allocation Policies**

- 3.11. A number of additional sites are included in the revised PLP that were not previously included within the previous PLP; these are listed below:
- FTC7: Land adjacent to Red Lion Hotel, Fareham (18 dwellings)
  - FTC8: 97-99 West Street, Fareham (9 dwellings)
  - FTC9: Portland Chambers, West Street, Fareham (6 dwellings)
  - HA46: 12 West Street, Portchester (8 dwellings)
  - HA47: 195-205 Segensworth Road, Titchfield (8 dwellings)
  - HA48: 76-80 Botley Road, Park Gate (18 dwellings)
  - HA49: Menin House, Privett Road, Fareham (50 dwellings (net yield 26))
  - HA50: Land north of Henry Cort Drive, Fareham (55 dwellings)
  - HA51: Redoubt Court, Fort Fareham Road (20 dwellings (net yield 12))
  - HA52: Land west of Dore Avenue, Portchester (12 dwellings)
  - HA53: Land at Rookery Avenue, Swanwick (6 dwellings)
  - HA54: Land east of Crofton Cemetery and west of Peak Lane (180 dwellings)
  - HA55: Land south of Longfield Avenue (1,250 dwellings)
  - HA56: Land west of Downend Road (550 dwellings)
  - BL1: Broad Location for Housing Growth (620 dwellings)
- 3.12. It is considered that site reference HA56 (Land west of Downend Road) would be of particular interest to Highways England due to the proposed scale of the development at each site, and the positioning of the site within the vicinity of M27 Junction 11. By contrast, site reference HA55, although it is larger, is more remote from the SRN and occupies part of an area previously identified as a 'Strategic Growth Area' and already accounted for in the modelling. Site BL1 is a site within the town centre and would comprise the re-development of a shopping centre and associated car parks and similar land uses.
- 3.13. Highways England's previous response to the 'Issues and Options' consultation which took place in the summer of 2019 should also remain, that *'consideration will need to be given to assessing the cumulative impact of new sites that might be taken forward together with already planned growth in Fareham on the SRN'*.

### **Employment Land Provision**

- 3.14. Since the previous AECOM review of the previous PLP, the Partnership for South Hampshire (PfSH) published its Economic, Employment and Commercial Needs (including logistics) Study (Stantec, March 2021) setting out the overall need for and distribution of development in South Hampshire to 2040. FBC consider that this document provides a more up to date picture of employment need than the previous Business Needs, Site Assessments and Employment Land Study (2019). This assessment identified the need for a more flexible allocation of E-class 'Office'

## Technical Note 04

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and 'Industrial' employment uses rather than specific B1 (office), B2 (industrial) and B8 (warehousing and logistics) employment use classes.

- 3.15. Policy E1 of the revised PLP therefore identifies a requirement for Office and Industrial uses, with site allocations considered flexible for any type of office, industrial and warehousing/logistics employment use. It states that from 2021 to 2037, provision of 121,964m<sup>2</sup> of new employment floorspace will be supported. This is in excess of the provision of 104,000m<sup>2</sup> within the previous PLP.
- 3.16. Seven employment land sites have been allocated within the PLP, Faraday Business Park (Daedalus East), Swordfish Business Park (Daedalus West) and Solent 2, all previously identified in Local Plan Part 2 and within the LP Supplement, as well as the following four additional sites:
  - E4a: Land North of St Margaret's roundabout, Titchfield (4,000m<sup>2</sup>);
  - E4b: Land at Military Road, Wallington (4,750m<sup>2</sup>);
  - E4c: Little Park Farm, Segensworth West (11,200m<sup>2</sup>); and
  - E4d: Standard Way, Wallington (2,000m<sup>2</sup>).
- 3.17. Policies E2, E3 and E4 outline the details for Faraday Business Park, Swordfish Business Park and Solent 2 which detail similar capacity figures as reported within the previous PLP (although it is noted that 12,800m<sup>2</sup> of land is allocated for Swordfish Business Park, previously allocated for 12,100m<sup>2</sup>).
- 3.18. With regards to the additional employment allocation sites, it is considered that site reference E4b (Land north of Military Road) and site reference E4d (Standard Way, Wallington) would be of particular interest to Highways England due to the positioning of the sites within the vicinity of M27 Junction 11. Site reference E4c (Little Park Farm, Segensworth West) would also be of particular interest to Highways England due to the positioning of the site within the vicinity of M27 Junction 9.

### **Strategic Growth Areas**

- 3.19. The LP Supplement (reviewed within AECOM TN02) proposed two Strategic Growth Areas (SGAs) within the Borough of Fareham, which were intended to play a role in meeting the total housing requirement, particularly in relation to unmet need, and were proposed as a result of the introduction of the current standard methodology which is higher than that included in the previous Local Plan. However, as the Government is consulting on a revised standard methodology which would see Fareham's need fall again, these SGAs have not been included within the revised PLP. However, the additional site allocation HA56 is on the same parcel of land previously known as 'Strategic Growth Area: Land North of Downend' and therefore a number of concerns raised by AECOM in TN02 in relation to significant amounts of development coming forward in close proximity to M27 Junction 11 may be of significance once again. In addition, the additional site allocation HA55 is on the same parcel of land previously known as 'Strategic Growth Area: Land South of Fareham', although AECOM stated that the proposed SGA south of Fareham is further from the SRN, previous concerns were raised that its cumulative impact may have the potential to affect M27 Junctions 9, 10 and 11.
- 3.20. Table 4.2 of the revised PLP shows that there are sufficient sites to provide 10,594 net new homes across Fareham Borough from 2021 up to 2037, demonstrating that housing supply is in excess of the housing requirement allowing for a contingency should delivery on some sites not match expectations. Slightly over a third (3,610) of the 10,594 are located at Welborne, where there is a resolution to grant planning permission, together with a further 1,478 on sites which are either consented or have resolution to grant status. The PLP therefore proposes a net increase of 5,506 dwellings over the plan period over and above existing commitments.

# Technical Note 04

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## 4. Infrastructure Delivery Plan

- 4.1. The Interim Draft Infrastructure Delivery Plan (IDP) was reviewed as part of AECOMs TN02, and any outstanding concerns following the provision of additional technical material were raised in AECOM's BN03. AECOM's TN03 reviewed the current IDP, dated September 2020 and it has not been updated since, nor has the junction modelling. Therefore, this TN does not include a further review of this document. However the IDP has been referred to in the section below

## 5. Strategic Transport Assessment (STA) and Sub-Regional Transport Model Report

- 5.1. A detailed review of the SRTM modelling was undertaken as part of AECOM's TN01 and subsequently TN02 and BN03. The modelling and STA has *not* been updated to reflect the most recent amendments to the PLP proposed housing and employment growth figures. Therefore, this review focuses on whether the changes to the revised PLP since the previous review identified in the sections above have been accounted for in the existing STRM modelling (undertaken as part of the STA), rather than a full review of the SRTM methodology adopted. In addition, any outstanding concerns raised as part of the previous reviews have been identified.

- 5.2. AECOM's TN01 documents a review of the July 2019 SRTM Modelling Report which supported the 'Issues and Options' LP consultation in the Summer of 2019. The SRTM assessment was then updated in the January 2020 SRTM Model Output Summary Report to account for the increased housing requirement for Fareham as covered by the LP Supplement, the review of which is documented in AECOM's TN02. BN03 was produced following discussions with representatives of Fareham Borough Council (FBC), HCC and their Consultants Atkins and Systra, and the provision of additional technical material. BN03 outlined two recommendations carried over from TN02 that were still considered outstanding (both regarded as important but not critical to the acceptability of the forthcoming Local Plan). These were as follows:

- Clarification should be provided on the way in which the proposed development 'North of Whiteley' has been incorporated in to the modelling and the nature of the junction improvements assumed to have taken place at M27 Junction 9 in the scenarios modelled (AECOM TN01 para 4.4).
- The volume / capacity (v/c) plots should be provided in the SRTM Report to gain an understanding of the difference between the 2036 Baseline and 2036 Do Minimum scenarios on the M27 main line (para 5.17).

- 5.3. This information was subsequently provided.

- 5.4. The conclusions reached within AECOM's BN03 were as follows:

*'AECOM's review of the results of the modelling undertaken has not identified any obvious showstoppers to the emerging Local Plan as currently proposed and this appears to be the case whether [or not] the major development at Welborne, and its associated improvement scheme at M27 Junction 10, goes ahead.'*

*However, there are a number of locations at which long queues are predicted, albeit the net increase in queueing attributable to the Local Plan itself appears to be relatively small. In these locations, the impact of Strategic Growth Areas and substantial individual development sites may identify a need for highway capacity-based mitigation measures as the sites concerned come forward through the Planning Application process, with Transport Assessments supported by detailed junction capacity models. In AECOM's view, these locations include the following:*

- *The A27 (north) approach to the Segensworth roundabout from M27 Junction 9; and*
- *The M27 westbound off-slip road at M27 Junction 11.*

## Technical Note 04

*AECOM therefore recommend that the Infrastructure Delivery Plan (IDP) associated with the Local Plan should state a potential requirement for developer-funded mitigation measures at the locations specified.'*

- 5.5. It is noted that since the previous review of the IDP (reported in TN03), it has not been updated and has therefore not been reviewed in details within this TN. It is, however, disappointing that the current IDP does not explicitly define such a requirement.
- 5.6. The key changes to the LP at the LP Supplement, previous PLP and revised LP stages are shown in the table below:

<b>Key Change</b>	<b>LP Supplement (full modelling check undertaken by AECOM)</b>	<b>Previous PLP (high level check undertaken by AECOM to identify LP changes and potential impacts on the modelling)</b>	<b>Revised PLP</b>
<b>LP Period</b>	2021-2036	2021-2037	2021-2037
<b>Housing growth identified</b>	8,320	8,386 (69 additional homes in comparison to LP Supplement)	10,594 (2,274 additional homes in comparison to LP Supplement)
<b>Strategic Growth Areas (SGAs)</b>	Yes (included in the modelling as additional to the 8,320 proposed to be allocated)	No (but still included in the modelling)	No, but the additional site allocation HA56 is on the same parcel of land previously known as 'Strategic Growth Area: Land North of Downend' and HA55 is on the same parcel of land previously known as 'Strategic Growth Area: Land South of Fareham'
<b>Additional Housing Sites</b>	-	Yes, but unlikely to be a concern to Highways England in isolation	Yes, most of them are unlikely to be a concern to Highways England in isolation. Site HA56 may be a concern to Highways England due to its proximity to M27 J11.
<b>Employment Land Growth Identified</b>	130,000m <sup>2</sup> (100,700m <sup>2</sup> included in modelling)	104,000m <sup>2</sup>	121,964m <sup>2</sup>
<b>Faraday Business Park</b>	40,000m <sup>2</sup>	65,100m <sup>2</sup>	65,100m <sup>2</sup>

## Technical Note 04

<b>Swordfish Business Park</b>	8,000m <sup>2</sup>	12,100m <sup>2</sup>	12,800m <sup>2</sup>
<b>Additional Employment Land</b>	-	-	Additional sites E4b (Land north of Military Road) and E4d (Standard Way, Wallington) would be of particular interest to Highways England due to the positioning of the sites within the vicinity of M27 Junction 11. Site Ref E4c (Little Park Farm, Segensworth West) would also be of particular interest to Highways England due to the positioning of the site within the vicinity of M27 Junction 9.

- 5.7. The table above demonstrates that since AECOM previously reviewed the modelling undertaken, The housing growth figure has increased significantly, and the employment growth figure is higher than included within the SRTM modelling. The SGAs no longer form part of the local plan; however these sites are now included as housing site allocations (albeit with fewer dwellings proposed than the previous SGAs).

### **Assessment Scenarios**

- 5.8. The SRTM has a base year of 2015, and forecast years of 2019, 2026, 2031, 2036 and 2041. For the Fareham Local Plan assessment, scenarios were forecast to 2036 and scenarios have been developed as follows:
- **Scenario 1** – 2036 Baseline, no Fareham Local Plan development except committed sites. Welborne (4,260 residential units) and M27 Junction 10 included.
  - **Scenario 1a** – 2036 Baseline, no Fareham Local Plan development except committed sites. Welborne capped at 1,160 residential units, no M27 10 scheme included.
  - **Scenario 2** – 2036 Do-Minimum (Do Minimum), full Fareham Local Plan development without transport mitigation measures, Welborne (4,260 residential units) and M27 Junction 10 included.
  - **Scenario 2a** – 2036 Do Minimum, full Fareham Local Plan development without transport mitigation. Welborne capped at 1,160 residential units, no M27 Junction 10 scheme.
  - **Scenario 3** – 2036 Do Something (Do Something) full Fareham Local Plan development with potential mitigation measures.
- 5.9. The above scenarios allow the net impact of the PLP on the key junctions of interest to Highways England to be quantified, whether Welborne goes ahead in full (and brings with it the proposed improvement to M27 Junction 10) or whether it is capped at 1,160 dwellings and does not bring about the M27 J10 improvement.
- 5.10. The PLP will run to 2037; however, the SRTM modelling has used a future year of 2036. No explanation has been provided within the Strategic TA/ STRM modelling report as to why this is the case. AECOM recommend acceptance of the use of 2036, which is a common year for which runs of the SRTM have been made, as a proxy for the new end-date of the PLP.

## Technical Note 04

- 5.11. For the purposes of this review, Scenarios 2 and 3 are of most interest, as these are the scenarios where the full local plan development has been included. Table 7-1 of the STA indicates that the modelling assumes an additional 6,051 dwellings over the period 2015 to 2036 with the PLP (Scenario 2) than over the same period in the baseline (Scenario 1). This is further substantiated by comparing Tables 7-3 and 7-4, where the difference between the dwelling totals in the two tables is also 6,051. Table 7-5 of the TA sets out the (previously) proposed growth in the PLP between 2021 and 2037 of 8,389 (the figure quoted in the previous PLP), which, once existing commitments (5,410) are deducted, gives a net increase due to the LP of 2,979 dwellings. There is some difficulty in reconciling these figures because one is for the period 2015 to 2036, and the other, 2021 to 2037. Nevertheless, AECOM previously reported within their review of the previous PLP (in TN03), that there appeared to be a significant discrepancy (of 3,072 dwellings) between the modelled figure and the figure in the previous PLP, given that they both purport to represent the net impact of the PLP over and above existing commitments. AECOM previously stated that they could not find an explanation for this in the TA and were concerned that the figure used may be excessive and may result in the modelling reporting more excessive delays and queueing than are likely, and potentially presenting an unrealistic prediction of the future operation of the highway network.
- 5.12. The revised PLP quotes a housing growth figure of 10,594 (2,205 more than the previous PLP) and therefore it would appear that, although this figure more closely reflects the levels included within the modelling, the housing growth assumptions used within the SRTM modelling still remain excessive. **AECOM therefore recommend that clarification is provided with regards to the housing figures used within the SRTM model (for both the 2036 baseline, and 2036 Do Minimum scenarios).**
- 5.13. Paragraph 7.24 of the STA states that the modelling includes the two potential Strategic Growth Areas (SGAs) North of Downend and South of Fareham, and this is confirmed by reference to Figure 7-2, which shows 650 dwellings North of Downend and 1,975 South of Fareham. These SGAs are no longer allocated in the revised PLP, however the additional site allocation HA56 is on the same parcel of land previously known as 'Strategic Growth Area: Land North of Downend' and proposes 550 dwellings, so a broadly similar number of dwellings as the North of Downend SGA. In addition, the additional site allocation HA55 appears to be on the same parcel of land previously known as 'Strategic Growth Area: Land South of Fareham' and proposes 1,250 dwellings. It is therefore considered that, although the SRTM modelling includes more dwellings at the above two sites than proposed within the revised PLP (within the SGAs), what is included is robust and more accurately reflects the revised PLP forecasts than the previous PLP.
- 5.14. Paragraph 7.7 of the STA states that the PLP will result in approximately 3,000 additional jobs in the Borough over the period 2015 to 2036. Paragraph 7.23 of the STA states that the employment site allocations shown in Table 7-6 of the STA have been included in the model, which shows the cumulative impact of these expansions. Table 7-6 reflects similar levels of employment site growth over the three key employment land sites (Faraday Business Park, Swordfish Business Park and Solent 2) as identified within the PLP, however it does not include for the additional four sites identified within the PLP (equating to an additional 21,950m<sup>2</sup> of employment floorspace), some of which are within the vicinity of the SRN. Therefore, on this basis, **AECOM recommend that the SRTM modelling is updated to reflect the level of anticipated employment growth identified within the PLP.**

### Results

- 5.15. The previous AECOM reviews of the SRTM Report identified the following locations to be of interest to Highways England:
- Segensworth Roundabout – approach from M27 Junction 9;
  - M27 Junction 9;
  - M27 Junction 11 (including the Boarhunt Road M27 Junction 11 off-slip junction); and
  - Delme Roundabout - approach from M27 Junction 11.

## Technical Note 04

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- 5.16. For the purpose of the TA, the following definitions are adopted:
- A 'significant' impact is one where a junction has an RFC of greater than 85% and there is an increase of more than 5% on any one approach arm;
  - A 'severe' impact is one where a junction has an RFC of greater than 95% and there is an increase of more than 10%, or where a delay of greater than 120 second increases by more than 60 seconds per vehicle on any one approach arm
- 5.17. AECOM agree that these are suitable thresholds for identifying junctions likely to be of particular interest in terms of traffic capacity/ congestion effects.
- 5.18. The impact of growth to the 2036 Baseline is illustrated on Figure 8-1 of the TA, where 'severe' impacts are indicated at M27 Junctions 9 and 11 and at the Segensworth roundabout, and a 'significant' impact is predicted at the Delme roundabout.
- 5.19. The net impact of the PLP is illustrated on Figure 9-1 of the STA, where 'significant' impacts are indicated at the Segensworth and Delme junctions and that M27 Junctions 9 and 11 fall below the definition of 'significant'. Whilst M27 Junction 10 is indicated as having a significant increase in traffic flows (TA para 9.5 refers), it does not meet the criteria for a 'significant' impact, presumably because the new layout proposed by the Welborne developer allows it to remain within capacity.
- 5.20. Chapter 10 of the STA reports on the results of a sensitivity test in which the impact of the PLP is tested in a scenario in which Welborne is capped at 1,160 dwellings and the improvements to M27 J10 do not take place. These indicate a 'severe' impact from the PLP at the Segensworth roundabout and a 'significant' impact at the Delme, but not at either M27 Junctions 9 or 11.
- 5.21. Chapter 11 of the STA sets out proposed mitigation schemes at a number of junctions within the Plan area. Whilst the Segensworth roundabout is indicated as having a 'significant' impact, the arm concerned (Little Park Farm Road) is stated as having a low delay per vehicles and manageable queue length. With the introduction of employment site E4c (Little Park Farm) in the revised PLP; this impact may now be different to that reported within the previous SRTM modelling. The problems presented at the Delme roundabout are described in paras 11.40 – 11.42 of the STA. Mitigation in the form of further signalisation of this roundabout is proposed, with bus lane and bus priority signals, segregated cycle lanes and improved pedestrian crossing facilities. This proposal is said to be at an advanced stage of design and to provide adequate capacity in the AM peak, in the 2036 Do Minimum, with further work required to bring the junction within capacity in the PM peak. However, in the Scenario 3 (Do Something scenario), it returns to being within capacity, with a reduction in flow predicted on the approach from M27 Junction 11. The results tabulated in the Local Junction Modelling Report indicate that the approach from M27 Junction 11 remains within capacity in all scenarios.
- 5.22. In Scenario 3, a 'significant' impact is predicted at M27 Junction 9 on the westbound off-slip. However, this is said (at TA para 12.17) to be soluble by adjustment to traffic signal timings on the A27 junctions with Redlands Lane and Bishopsfield Road.
- 5.23. The SRTM modelling report sets out in more detail the results of the SRTM model runs for the Scenarios tested. Results in terms of predicted levels of queueing on M27 slip roads, and on the approaches to the Delme and Segensworth roundabouts from M27 Junctions 11 and 9, respectively, are exactly the same as previously reported, and summarised in section 3 of AECOM's BN03. This confirms that the modelling undertaken has not been adjusted to reflect the amended housing growth set out in the revised PLP relative to previous drafts of the emerging LP.
- 5.24. Therefore, no further review of the modelling outputs has been undertaken. The previous recommendations in BN03 still stand. For reference, these included:
- *AECOM's review of the results of the modelling undertaken has not identified any obvious showstoppers to the emerging Local Plan as currently proposed and this appears to be the*

## Technical Note 04

*case whether the major development at Welborne, and its associated improvement scheme at M27 Junction 10, goes ahead.*

- *However, there are a number of locations at which long queues are predicted, albeit the net increase in queueing attributable to the Local Plan itself appears to be relatively small. In these locations, the impact of Strategic Growth Areas and substantial individual development sites may identify a need for highway capacity-based mitigation measures as the sites concerned come forward through the Planning Application process, with Transport Assessments supported by detailed junction capacity models. In AECOM's view, these locations include the following:*
    - *The A27 (north) approach to the Segensworth roundabout from M27 Junction 9;*
    - *The M27 westbound off-slip road at M27 Junction 11.*
  - *AECOM therefore recommend that the Infrastructure Delivery Plan (IDP) associated with the Local Plan should state a potential requirement for developer-funded mitigation measures at the locations specified.*
- 5.25. The IDP states on page 72, under 'additional information to note' that '*when considering proposals for growth, any impacts on the SRN needs to be identified and mitigated as far as reasonably possible. Highways England will support proposals that consider sustainable measures which manage down demand and reduce the need to travel. Proposed new growth will need to be considered in the context of the cumulative impact from already proposed development on the SRN and infrastructure improvements on the SRN should only be considered as a last resort.*'
- 5.26. In addition, Policy TIN2 of the PLP, 'Highway Safety and Road Network' states that:
- 'Development will be permitted where:*
- a) *There is no unacceptable impact on highway safety, and the residual cumulative impact on the road networks is not severe; and*
  - b) *The impacts on the local and strategic highway network arising from the development itself or the cumulative effects of development on the network are mitigated through a sequential approach consisting of measures that would avoid/ reduce the need to travel, active travel, public transport, and provision of improvements and enhancements to the local network or contributions towards necessary or relevant off-site transport improvement schemes.'*
- 5.27. Therefore, AECOM consider that the text contained within both the IDP and the revised PLP adequately safeguard the SRN by clearly stating that any impacts will need to be identified and mitigated. It is therefore considered that the recommendation at Paragraph 4.6 of BN03 has been adequately addressed.

## **6. Technical Transport Note in Support of Fareham Local Plan (2037)**

- 6.1. AECOM have undertaken a review of the 'Technical Transport Note in Support of Fareham Local Plan (2037)' document (TTN) (dated June 2021). The TTN aims to provide a high level assessment of the potential differences between the scenarios modelled in the 2020 Transport Assessment and the scenario within the Revised Publication Plan.
- 6.2. The TTN highlights the 2020 Strategic Transport Assessment findings and conclusions. It then goes on to identify the changes in proposed growth within the revised PLP against those included in the previous modelling (presented in the 2020 STA) with regards to:
- net changes in the quantum of development;
  - changes in quantum of allocations; and

## Technical Note 04

- net changes in the distribution of development.
- 6.3. With regards to the net changes in the quantum of development, the TTN states that since the previous modelling was undertaken there have been a number of changes to the growth scenario within the Draft Plan as a result of changes to proposed policies regarding both housing and employment, and changes to the number of completions, permissions and windfall sites since the original model runs. The net changes across all model zones are shown in the maps shown in Figures 1-3 of the TTN.
- 6.4. With regards to the changes in quantum of allocations, para 3.2.1 of the TTN states that '*changes are proposed to both the quantum and distribution of allocations. It should be noted that the former strategic growth areas have now become allocations, and the quantum of development in these areas has changed*'. AECOM have noted these changes in the sections above.
- 6.5. Table 1 of the TTN shows the overall change in quantum of allocations only from the 2019 modelling (presented within the 2020 STA).

Table 1: Changes in quantum of proposed allocations

Allocation type	Quantum (Absolute change)	Quantum (% change)
Residential	- 560 dwellings	- 11.4%
Office	- 25,200 sqm	- 68%
Industry and warehousing	+ 9,850 sqm	+ 10%
Other* land uses	- 20,074 sqm	- 81 %

- 6.6. Table 1 of the TTN demonstrates that allocations in the revised PLP are lower in quantum across residential, office and other land uses, and higher in industry and warehousing land uses, than previously accounted for. Overall, there is a decrease in the quantum of allocations in the revised PLP.
- 6.7. With regards to the net changes in the distribution of development, the TTN states that as well as the variations in quantum of development, changes are also proposed to the distribution of completions, windfall, permissions and allocations.
- 6.8. Figure 1 of the TTP shows the residential development quantum changes between the 2019 modelling and the revised PLP, and from Highways England's perspective, shows generally a reduction in dwellings in the vicinity of the SRN, with the majority of increases concentrated around the town centre and away from the SRN junctions. Figure 2 shows significant increases in office space developments (B1) around M27 Junctions 9 and 10 and Figure 3 shows significant increases in Industry and Warehousing (B2 and B8) developments to the north of M27 Junction 9 and to the south of Junction 11.
- 6.9. Section 4.1.1 of the TTN under the heading 'next steps' states that '*the overall quantum of proposed allocations is now lower than that tested through the 2020 Draft Plan. It could, therefore, be said that the 2020 Draft Plan represents a very robust assessment of the quantum of development on the highway network. However, the distribution of uses, and the changes in the baseline, mean that localised impacts would be experienced*'.
- 6.10. The TTN goes on to state that '*given that the quantum of allocated development proposed is now lower than previously tested, it is anticipated that the overall transport impacts of the proposed allocations are likely to be capable of mitigation. There may be additional mitigation requirements, particularly in localities where development has increased, and further work will be undertaken to assess this. The Revised Publication Local Plan requires site specific Transport Assessments to be undertaken for sites. These assessments must include considerations of potential impacts for other allocated sites and must meet the criteria of the Highways Authority and, where relevant, the*

## Technical Note 04

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*Highways Agency (sic). Given the overall reduction in traffic generated, the Plan is still anticipated to be deliverable and sound overall from a transport perspective, albeit potentially with some additional localised mitigation measures'.*

- 6.11. Although it is agreed that the redistribution of uses and allocation sites will result in localised impacts that have not been reported in the modelling work undertaken to date, AECOM agree that the modelling undertaken still offers a robust assessment of the development quantum and the impacts on the SRN, and that these impacts should be capable of being identified and mitigated as required through site specific Transport Assessments.

### **7. Downend Sites Highways Review**

- 7.1. AECOM have undertaken a high level review of the 'Downend Sites Highways Review' (DSHR) document produced by Mayer Brown (dated June 2021).

- 7.2. The DSHR report considers the area previously known as 'Strategic Growth Area: North of Downend', which was included in the Regulation 18 Draft Local Plan and was not included in the Publication Plan, and is now known as Downend Road East and Land west of Downend Road. The revised PLP includes development on land to the east and west of Downend Road which is proposed for 900 dwellings. Development on the land east of Downend Road is included as allocation HA4 Downend Road East in the Publication Plan and has capacity to provide 350 of the 900 dwellings. Mayer Brown have produced a separate Highway Review for allocation HA4 Downend Road East, dated November 2020. As HA4 Downend Road East has been included within the LP for the previous AECOM reviews, the November 2020 report has not been reviewed within this TN, which focuses on the new allocation, HA56.

- 7.3. The DSHR report considers the highway and transport issues for the housing sites east and west of Downend Road.

- 7.4. The DSHR report states that the STA, and SRTM modelling produced to inform the STA provide a robust assessment of the transport infrastructure's ability to accommodate the increased demand and of the necessary mitigation. It states that *'based on the reduction in the proposed number of dwellings, it is considered that the impact of the Publication Plan development is likely to be less than that assessed in the STA'*. AECOM are broadly in agreement with this statement as noted in the sections above.

- 7.5. Section 2 of the DSHR summarises the AECOM/ Highways England consultation response to the Regulation 18 Draft Local Plan (as documented in TN02). In response to AECOM's Recommendation 3 in TN02 (where it was recommended that more detailed junction capacity modelling of M27 Junctions 9 and 11 should be undertaken (with specific concerns raised at Junction 11 westbound off-slip)), the DSHR confirms that the STA demonstrated that the implementation of the Local Plan development (which included the Downend sites) would result in a positive impact at the M27 J11 WB off-slip during the AM peak (1% reduction in the AM peak predicted RFC at the M27J11 WB off-slip, and the same RFC in the PM peak). This is noted.

- 7.6. The DSHR states that *'throughout development of the Local Plan, FBC have continued to engage with HE. At a video meeting of 1st May 2020 between FBC, HE and MB, HE confirmed that the Local Plan developments included no showstoppers. In reference to the M27 J11, HE advised that they would not be encouraging measures to increase highway capacity and would be seeking to address capacity issues, through encouragement of measures to support sustainable travel. With regard to Land west of Downend Road, HE advised that they would be more concerned with any tailback from the Delme roundabout rather than the direct impact on the M27 J11. As the LHA are the highway authority for Delme roundabout, HE advised they would be content if the LHA are content.'* AECOM are unable to independently verify these statements, and for the purposes of this review, take them at face value.

## Technical Note 04

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- 7.7. The DSHR states that the STA demonstrates that the proposed mitigation measures at the Delme Roundabout, would successfully mitigate the impact of Local Plan growth (including the two Downend sites). This too is noted.
- 7.8. Section 4 of the DSHR discusses the issues raised in previous planning applications for the sites and Section 5 provides the following conclusions of relevance to Highways England:
- *‘The strategic traffic modelling undertaken by Systra on behalf of FBC demonstrates that the cumulative impacts of the Local Plan developments, which includes the Downend sites, will not result in any severe traffic impacts at junctions south of the M27. The SRTM modelling, dated May 2020 predicted significant impacts to occur at only one junction proximate to the Downend sites – the Delme Roundabout. The STA identifies appropriate mitigation and demonstrates that the mitigation measures would successfully mitigate the impact of Local Plan growth, so that the impact is no longer classified as meeting either the “significant” or “severe” criteria;*
  - *‘The site promoter proposes a masterplan which would provide a new east-west link road between the A27 and Downend Road, with a new signalised access junction direct onto the A27. Analysis provided by the site promoter shows that the new link road would improve traffic conditions on the A27 corridor, through the Delme roundabout and on the southern section of Downend Road through provision of an additional route;*
  - *The analysis provided by the site promoter shows that the proposed Land west of Downend Road site and associated link road would result in a reduction in southbound queuing on the A27 from the M27 J11 to the Delme roundabout in 2036, when compared to the “without development” scenario; and*
  - *Mitigation at the Delme roundabout, included in the Strategic Transport Assessment, would further improve congestion on the southbound approach to the roundabout’.*
- 7.9. AECOM are broadly in agreement that it appears that the impacts of the Land West of Downend West site allocation on M27 Junction 11 (and the nearby Delme Roundabout) can be successfully mitigated so that the safe and efficient operation of the SRN is not compromised. This conclusion should be formally confirmed through the provision of a site-specific Transport Assessment, as required by Policy TIN2 and paragraphs 10.17 – 10.19 of the Revised PLP.

## 8. Conclusion

- 8.1. This TN documents a review, carried out by AECOM on behalf of Highways England, of the Revised Regulation 19 Fareham Publication Local Plan (the PLP). The purpose of this review is to understand the impact of the proposed Local Plan site allocations within Fareham on the Strategic Road Network (SRN) and to determine whether sufficient highway infrastructure and mitigation is proposed to accommodate the planned growth.
- 8.2. AECOM have previously undertaken four tasks in relation to the Fareham Local Plan with the initial work being reported in AECOM TN01 and TN02. TN02 documents AECOM’s review of the Fareham Local Plan 2036 Supplement document, which set out the plan for future development within Fareham and was an extension of the 2017 Draft LP which had already been consulted on. Within the LP Supplement, the development strategy and housing sections of the 2036 plan had been updated to reflect the increased housing requirements for Fareham. The work reported in Briefing Note BN03 reported on the responses received from the Local Planning Authority and their Consultants to the issues raised in TN02. The most recent work reported in TN03 was a review of the previous (since revised) Regulation 19 Fareham Publication Local Plan whereby AECOM determined that had changed since the previous AECOM review and assessed whether the amendments are likely to have a detrimental impact on the SRN.
- 8.3. The purpose of this review was therefore to determine what has changed within the most recent PLP since the last AECOM review (presented in TN03), and to assess whether any of the amendments are likely to have a detrimental impact on the SRN .

## Technical Note 04

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- 8.4. This TA has identified some issues and concerns which should be addressed. These recommendations are listed in the Executive Summary and highlighted by the use of bold underlined text in the main body of this document. Recommendations regarded as critical to the acceptability of the forthcoming Local Plan are coloured **red**. Recommendations regarded as important but not critical to the acceptability of the forthcoming Local Plan are highlighted in **amber**.
- 8.5. **AECOM advise Highways England to formally raise the concerns highlighted in this note in the consultation response to the Regulation 19 Publication Local Plan 2037 and to continue to work with Fareham Borough Council and the other stakeholders to resolve the issues identified.**

**White, Lauren**

---

**From:** Blake, Patrick <[REDACTED]>  
**Sent:** 27 July 2021 10:28  
**To:** Drake, Pete  
**Cc:** Wootton, Gayle  
**Subject:** RE: Fareham LP catch-up

Hi Pete

If you can take this as the formal submission of our response, great. More than happy to discuss over Teams over any changes to a SoCG, although I would hope this would be relatively minor and more of an update as opposed to change.

Thanks

**Patrick Blake, Area 3 Spatial Planning Manager**

[REDACTED]

---

**From:** Drake, Pete [mailto:PDrake@Fareham.Gov.UK]  
**Sent:** 27 July 2021 10:00  
**To:** Blake, Patrick <[REDACTED]>  
**Cc:** Wootton, Gayle <GWootton@Fareham.Gov.UK>  
**Subject:** RE: Fareham LP catch-up

Thank you Patrick,

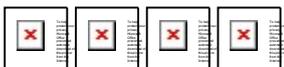
We are keen to be able to include SoCG with the submission when it takes place, so I will review your comments, make the appropriate suggested changes to the draft SoCG and then pass to you for consideration. A Teams discussion at that point might be useful to agree?

Do you intend to formally submit, or shall I take this as your submission?

Regards

Pete

Pete Drake  
Principal Planner (Strategy and Regeneration)  
Fareham Borough Council  
01329824551



---

**From:** Blake, Patrick <[REDACTED]>  
**Sent:** 27 July 2021 09:36  
**To:** Drake, Pete <[PDrake@Fareham.Gov.UK](mailto:PDrake@Fareham.Gov.UK)>  
**Subject:** RE: Fareham LP catch-up

Hi Pete

We have completed our review and there are no major issues identified. PSA. I have not formally submitted but I don't think there is anything that would cause you any alarm.

Happy to speak.

Thanks

**Patrick Blake, Area 3 Spatial Planning Manager**

GTN: 0300 470 1043

---

**From:** Drake, Pete [<mailto:PDrake@Fareham.Gov.UK>]

**Sent:** 30 June 2021 10:33

**To:** Blake, Patrick

**Subject:** Fareham LP catch-up

Morning Patrick,

As I hope you're aware the Local Plan is out for consultation again. Can I also draw your attention to the following document which explains the differences in the TA modelling compared to the final Local Plan:

[http://www.fareham.gov.uk/PDF/planning/local\\_plan/RevisedPublicationPlan\\_TechnicalTransport\\_Note.pdf](http://www.fareham.gov.uk/PDF/planning/local_plan/RevisedPublicationPlan_TechnicalTransport_Note.pdf)

I think it would be worthwhile for us to have a catch-up during the consultation period if you are available?

Do you have any free time over the next couple of weeks?

Pete

Pete Drake  
Principal Planner (Strategy and Regeneration)  
Fareham Borough Council  
01329824551



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**Respondent details:**

Title:	Ms
First Name:	Pamela
Last Name:	Charlwood
Job Title: (where relevant)	Co Chair
Organisation: (where relevant)	Hill Head Residents' Association
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Policy: NE10**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

We wish to see evidence of FBC's commitment to deliver an approach to mitigation (for nitrates, Brent Geese and Solent waders) which proactively identifies areas with greater coherence than the current piecemeal approach. This applies to NE1, 2, 4, 5 and 9 as well as NE10 and should be seen in the context of Policy DS2 Development in the Strategic Gaps. Although statutory consultation with Natural England has taken place, a far wider range of interested parties should be involved in this work so that a comprehensive approach is developed, not reactive designations resulting from individual developers' proposals.

This is a very large development in a single location. Whilst the proposals to retain surrounding green space and to include infrastructure such as a school and medical centre are welcome, it is difficult to see how such a large number of dwellings can be provided with a reasonable quality of living for the residents. The site also encroaches on the Strategic Gap between Fareham and Stubbington. Whilst recognising the need for FBC to increase the number of dwellings in the 5YHLS, it is not clear what other options were considered. This development, together with HA54 - which also encroaches on the Strategic Gap - will add greatly to the traffic congestion on the A27 and feeder roads (see Policy TIN2). These locations are midway between Junctions 9 and 11 of the M27 and the development of Junction 10 will be of no relevance as it is too far through the north and only accessible via residential routes. We suggest far more local interaction and consultation should be used to find an approach to increasing the 5YHLS without having such a massive impact on a single area.

**What modification(s) is necessary to make the Revised Pub...**

A clear initiative to involve local experts and interests so that the future designation and use of land for wildlife (including mitigation) is achieved during the plan period.

A less dense development at HA55 and HA54, with a clear underpinning policy in respect of transport/traffic access. Continuing, interactive public engagement to locate further sites where less intrusively dense development could take place.

**How would the modification(s) you propose make the Revise...**

It would ensure that future land use was compatible with local knowledge and wildlife needs.

It would improve the living environment and manage traffic issues more effectively.

**Your suggested revised wording of any policy or text:**

FBC will work with local organisations and individuals with knowledge and expertise regarding local wildlife so as to ensure a coherent and evidence based approach underpins policies NE1, NE2, NE4, NE5, NE9 and NE10 and links directly to Policy DS2 regarding the future of the Strategic Gaps.

Please see above

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I wish to ensure that the Inspector is aware of the strength of local feeling about the future of the Strategic Gaps, specifically s they relate to policies on the Natural Environment; much local expertise regarding wildlife is available which is not generally use by the planning authority.

**2) Paragraph: 4.16**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

There is a universal wish to see brownfield/regeneration sites used for housing before greenfield sites are developed, though developers will take the opposite view. We wish to see a commitment from FBC, if necessary, take direct responsibility for such development, particularly for affordable housing. Para 4.16 refers only to Fareham Town Centre brownfield sites but this should be extended as a general principle.

**What modification(s) is necessary to make the Revised Pub...**

A commitment from FBC, if necessary, to take direct responsibility for brownfield development, particularly for affordable housing. Para 4.16 refers only to Fareham Town Centre brownfield sites but this should be extended as a general principle.

**How would the modification(s) you propose make the Revise...**

See above

**Your suggested revised wording of any policy or text:**

See above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	mr
First Name:	bob
Last Name:	hinton
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

---

1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

This proposal has already been refused by Fareham planners. Persimmon are appealing to the Secretary of State. In what appears to be saving them the trouble, do planners not consider the evidence before them. Acquired by their own actions I might add.

**What modification(s) is necessary to make the Revised Pub...**

Attempting to override a decision taken by their own department following objections from local residents and national bodies will not sit well with voters. Dump!

**How would the modification(s) you propose make the Revise...**

If the planners think that ignoring the wishes of voters and national bodies is sound the people at the top need to plan for a career change.

**Your suggested revised wording of any policy or text:**

Not revised. Deleted.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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Historic England

By email only to: [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk), [PDrake@Fareham.Gov.UK](mailto:PDrake@Fareham.Gov.UK)

Our ref: PL00049426

Your ref:



Date: 30/07/2021

Dear Mr Drake

### **Fareham Local Plan Regulation 19 (Revised Version)**

Thank you for inviting Historic England to comment on the above document. We welcome a number of the changes made since the previous consultation. However, we are concerned that new policies BL1 and HA51 are **not sound**. We have suggested amended wording that would address our concerns for HA51, but not for BL1. Please see our comments on this, and other parts of the plan, in Appendix 1.

Yours sincerely

**Edward Winter**

Historic Environment Planning Adviser



Historic England, 4th Floor, The Atrium, Cannon Bridge House, 25 Dowgate Hill, London EC4R 2YA

Telephone 020 7973 3700 [HistoricEngland.org.uk](http://HistoricEngland.org.uk)

Please note that Historic England operates an access to information policy.

Correspondence or information which you send us may therefore become publicly available.



## Appendix 1: Historic England's detailed comments on Fareham Local Plan Regulation 19 (Revised Version June 2021)

Location	Historic England comments
Changes to the plan where we commented at the previous Regulation 19 stage.	
P14, 2.12, Strategic Priority 10.	We welcome the change of text as requested at the previous Reg 19 stage and therefore we no longer consider this part of the plan to be unsound.
HA7	We previously identified an issue of soundness in relation to potential impact on heritage assets. The changes made are welcome and we no longer consider this policy to be unsound.
HA42	We previously identified an issue of soundness in relation to potential impact on heritage assets. The changes made are welcome and we no longer consider this policy to be unsound.
New housing allocation policies (i.e. these did not form part of the previous Regulation 19 consultation)	
FTC7	The site lies within 50m of an area of known archaeological interest. While there is no specific policy requirement in respect of this, policy HE4 is considered to offer sufficient protection to archaeology.
FTC8	The site lies within 50m of an area of known archaeological interest. While there is no specific policy requirement in respect of this, policy HE4 is considered to offer sufficient protection to archaeology.
FTC9	The site lies within an area of known archaeological interest. While there is no specific policy requirement in respect of this, policy HE4 is considered to offer sufficient protection to archaeology.
HA46	The site lies within an area of known archaeological interest. While there is no specific policy requirement in respect of this, policy HE4 is considered to offer sufficient protection to archaeology. The site has also been granted prior approval.
HA47	No comment
HA48	No comment
HA49	No comment



Historic England, 4th Floor, The Atrium, Cannon Bridge House, 25 Dowgate Hill, London EC4R 2YA

Telephone 020 7973 3700 [HistoricEngland.org.uk](http://HistoricEngland.org.uk)

Please note that Historic England operates an access to information policy.

Correspondence or information which you send us may therefore become publicly available.



Location	Historic England comments
HA50	No comment
HA51 <b>(Not sound)</b>	<p>This site is located west of Fort Fareham, within its setting. However, existing housing in this area has already compromised the fort's setting to a degree. We consider that housing up to two stories in height, along with the requirement for a tree belt along south-eastern edge of the site, would not result in significant harm to the setting of the fort. However, we consider that in order to be consistent with national policy, and therefore sound, the policy should be tightened up to avoid harm to Fort Fareham from development taller than two stories. The addition of a new criterion, as suggested below, would remove our concern in this respect.</p> <p><i>"In order to protect the setting of Fort Fareham, development should be no more than two stories in height."</i></p>
HA52	No comment
HA53	No comment
HA54	No comment
HA55	Parts of the site lie within an area of known archaeological interest. While there is no specific policy requirement in respect of this, policy HE4 is considered to offer sufficient protection to archaeology.
HA56	No comment
BL1 <b>(Not sound)</b>	<p>BL1 is a new policy for this revised version of the plan, and identifies an area within Fareham town centre for around 620 dwellings and an undefined amount of commercial and retail development, to be delivered in the latter part of the plan period. A masterplan would be developed for the area, which is 10.5 hectares.</p> <p>In the previous iteration of the plan, Market Quay, a 1.48-hectare site was identified as having capacity for 100 dwellings, 400 sq m of commercial and retail space, a new town square and a new multi-storey car park. It was also identified as suitable, available and deliverable in the SHELAA.</p> <p>The wider area identified in BL1 does not appear to feature in the April 2021 SHELAA and the plan give little detail as to where and what form the 620 dwellings and other uses mentioned in the policy would be delivered within the allocation site. The SA offers no further detail. The new allocation is significantly larger than the Market Quay site previously proposed (9 hectares larger), with a much higher</p>



Location	Historic England comments
	<p>development requirement.</p> <p>Our concern is that we have not seen any evidence demonstrating that the whole 10.5-hectare site is available, or how the figure of 620 dwellings plus and undefined amount of other development has been arrived at. Without this detail, it is very difficult to assess potential impact. For example, if only part of the site is available, the site may need to include one or more tall buildings, to accommodate the levels of development identified. As the allocation diagram identifies, there are a number of heritage assets within and around the site, and these could be harmed by tall buildings, or other inappropriate forms or development. Currently, tall buildings are largely absent from views of the High Street conservation area and listed buildings therein. Any tall buildings protruding above the roofline of High Street (for example) would harm the significance of the conservation area and listed buildings located there.</p> <p>Without further detail on how the 620 dwellings and undefined quantum of commercial and retail development would be accommodated, it is difficult to assess impact. Therefore, we consider that this policy is not justified and consequently <b>unsound</b>.</p>



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 Telephone 020 7973 3700 [HistoricEngland.org.uk](http://HistoricEngland.org.uk)

Please note that Historic England operates an access to information policy.

Correspondence or information which you send us may therefore become publicly available.



**Respondent details:**

Title:	Mr
First Name:	Robert
Last Name:	Hitchins
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: BL1- Broad Location for Housing Growth**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Appears to be thought through although the central government allocation for Fareham is excessive and will result in population growth beyond the needs of the present population. This over population will have a future adverse effect on the need for housing in the area in future. The government aim of increasing housing supply beyond local needs to reduce house prices to make them more affordable will not work in Fareham.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Policies map: New Housing Allocations**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The allocation of 620 dwellings to the Fareham Town Centre looks to be ambitious although may be achievable if extra floors are built on top of existing buildings. My main concern is the loss of parking in the Market Quay Car Park. The need for car parking could be met if an additional multi-storey car park were built in the town centre area. This will need to be built BEFORE any additional housing is built on the Market Quay Car Park area to avoid undue pressure on the other town centre parking facilities. In addition, it would make sense for the new car park to include significant provision for the charging of electric cars. As stated before when commenting on the Local Plan it would help traffic flow in the area if a fly-over in the opposite direction to the existing one across the A27/A32 roundabout were built.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

## White, Lauren

---

**From:** joy hobson [REDACTED]  
**Sent:** 04 July 2021 10:56  
**To:** Consultation  
**Subject:** Improvement

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Good morning

I have a suggestion to an issue not highlighted in 'Fareham Today'.

To reduce the traffic at the TGI roundabout, create a small roundabout at the eastern end of Park Gate Superstores by the car sales lot. This will let traffic return to Fareham/Titchfield without the need to continue up to the busy main roundabout.

If you can build ridiculous double mini roundabouts in Hunts Pond / Church Road intersection which all vehicles struggle with, particularly buses, then a decent size roundabout could be built on this part of the dual carriageway.

Lockdown would have been an ideal time to build!

Joy Hobson  
Titchfield Common

Sent from my iPad

## White, Lauren

---

**From:** joy hobson <[REDACTED]>  
**Sent:** 06 July 2021 12:21  
**To:** Trott, Katherine  
**Subject:** Re: Fareham Local Plan

Good morning

There is no need for me to attend the hearing, I just wanted to make a suggestion as a local resident who uses the Superstores in Park Gate regularly.

The back entrance from Primate Road is one way (into stores), so to exit, the only way is up to the very busy TGI roundabout.

A mini roundabout on the dual carriageway would direct traffic back to the Cartwright Drive roundabout for access to Titchfield Common and on to Fareham, alleviating some of the strain from the TGI roundabout.

I also want to take this opportunity to raise the issue of the very ill placed bus stop just inside Warsash Road off the A27 roundabout (before Kites Croft roundabout).

This bus stop is on an outward bend in the road making it too dangerous to overtake a bus. By waiting for the bus to move off, creates a very long tailback to the roundabout and A27.

This stop really should be further down Warsash Road, away from the roundabout where the bend in the road is inwards and cars could safely manoeuvre round a parked bus.

I drive this route daily travelling from Clarendon Crescent to Barnes Wallis Road at 08.00 and 12.30 respectively to and from work. The home journey is always an issue.

Kind regards  
Joy Hobson

[Sent from Yahoo Mail for iPhone](#)

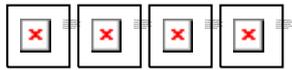
On Tuesday, July 6, 2021, 9:24 am, Trott, Katherine <KaTrott@Fareham.gov.uk> wrote:

Dear Ms Hobson

Further to our email regarding your comments on the Revised Publication Local Plan, The Planning Strategy team will include your comments as part of the submission to the independent Planning Inspector who will examine whether the plan is sound. This examination process is "in public", you can attend the hearing sessions and put your points directly to the Inspector. This is your opportunity to tell us you want to do this. The Inspector will want to know why you are making the comment and whether you wish to see the plan changed in any way. By return of email please let us know whether you consider it necessary to participate in the examination process and why.

Kind regards

Katherine Trott  
Engagement Officer  
Fareham Borough Council  
01329824580



This email (and its attachments) is intended only for the use of the person(s) to whom it is addressed and may contain information which is privileged and/or confidential. If it has come to you in error, you must take no action based on it nor must you copy or show it to anyone.

This email is confidential but may have to be disclosed under the Freedom of Information Act 2000, the Data Protection Act 2018 or the Environmental Information Regulations 2004. If you are not the person or organisation it was meant for, apologies. Please ignore it, delete it and notify us. Emails may be monitored.

**Respondent details:**

Title:	Mr
First Name:	Mark
Last Name:	Hoddinott
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The new proposed link road is only described at a high level. Both the A27 and Downend Road are both already subject to considerable traffic congestion. Neither the plan nor the supporting documents offer a convincing explanation that the new link road will not introduce additional congestion and safety concerns.

**What modification(s) is necessary to make the Revised Pub...**

Provide additional detail and modelling evidence of the proposed new road layouts.

**How would the modification(s) you propose make the Revise...**

Provide greater clarity.

**Your suggested revised wording of any policy or text:**

No suggestions

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Paragraph: BL1- Broad Location for Housing Growth**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

I think it is a good idea to redevelop the town centre given that the increase use of online and out of town shopping centres such as Whiteley, are reducing the retail flow in traditional town centres. I think it makes sense to reallocate part of the town centre to increased housing and leisure facilities.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

## White, Lauren

---

**From:** John Hodgson <[REDACTED]>  
**Sent:** 28 July 2021 16:31  
**To:** Consultation  
**Subject:** Proposed Hosing Developments on Peak Lane

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Dear Sirs,

In addition to our comments regarding the land East of Crofton Cemetery ,we would also like to add further comments regarding Peak Lane.

Apart from losing vital green space the extra volume of traffic on Peak Lane and Mays Lane would be alarming. These roads are regularly the subject of motorists speeding towards Stubbington village. An accident waiting to happen without the extra housing being added to the problem.

Because of the distance to the senior schools (Crofton in particular) this would further increase the amount of traffic, negating the effect of the bypass.

As for the flora and fauna which has already been badly affected by the bypass work more concrete would further exacerbate the problem.

We appreciate the need for housing of all types but surely a more appropriate brown field site could be found.

Regards,

[REDACTED]

Sent from [Mail](#) for Windows 10

**Respondent details:**

Title:	Mr
First Name:	Nigel
Last Name:	Hoggett
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: 9.32**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The revised paragraph is not sound. It is nebulous and not positively prepared, it does not give as positive an outcome as it should. The plan shows no evidence of engagement with statutory bodies. It states that biodiversity COULD be improved by positive action in building. I would argue that this should be made a formal part of the plan, so that all new developments are encouraged and supported to promote biodiversity, through means such as inclusion of swift bricks (37p a time), bat boxes and (removed from the original report) hedgehog highways. (These need to be formally part of the planning process and local policy, or from experience, they simply do not happen)

**What modification(s) is necessary to make the Revised Pub...**

1. Engagement with local relevant bodies such as The Hampshire wildlife trust, and Hampshire swifts. 2. Inclusion of positive statements about the actions of developers promoted by the council. 3. Measurable goals rather than nebulous statements.

**How would the modification(s) you propose make the Revise...**

It would show that the plan included consultation and is positively prepared.

**Your suggested revised wording of any policy or text:**

'...accommodated onsite. All new developments are encouraged and supported to promote biodiversity. Every new property built should include a swift brick, one in three should have a bat box and hedgehog highways should be a planned element of every development. 25 % of all communal and road edge spaces should comprise meadow or woodland.'

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## 2) Paragraph: HA55- Land south of Longfield Avenue

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### Please provide details you have to support your answers a...

Local residents have fought against development on this land more than once. The plan is not sound because it does not show why the council have chosen to go against the views of local residents.

### What modification(s) is necessary to make the Revised Pub...

Given that local residents have fought against this development successfully more than once, this site should be removed from the plan. The plan does demonstrate the need for more housing allocation in the area, and therefore residents should be given the opportunity to comment on the choice of land a further time given the new information.

### How would the modification(s) you propose make the Revise...

It would show that the council has responded to community consultation.

### Your suggested revised wording of any policy or text:

This site should be removed from the plan.

### If your representation is seeking a modification to the P...

No, I don't want to take part in a hearing session

---

## White, Lauren

---

**From:** fionaholt [REDACTED]  
**Sent:** 30 July 2021 16:45  
**To:** Consultation  
**Subject:** Building south of Longmont Avenue and north of Crofton Cemetery

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Sir,

Whilst I agree that new homes need to be built in Fareham, I must object to the number of proposed dwellings in the Stubbington strategic gap. I must stress that it is the number that I object to. I realise that, despite the promises made in the past about the strategic gap, the new bypass made it inevitable that the change of use to housing would happen - it was always only a matter of time.

The number of dwellings planned will swamp the local area and its amenities. I believe that it will also negate any benefits of the bypass, by leading to major tailbacks on both Peak and Mays Lane, which already happens now with the temporary lights. As a regular dog walker on the fields, I have also witnessed flooding of the fields numerous times over the last three winters. Where will this water go with so many structures blocking it seeping into the ground?

I would argue that building up to 700 houses south of Longmynd Avenue and 60 houses in the other development that is being proposed close to Crofton cemetery would be less impactful. It would also give a more balanced impact on Stubbington village.

May I propose that some of the balance of dwellings be placed where there was a recent proposal for Old Street in Hill Head? This would give a better balance to the village as a whole without all of the impact being shouldered by one area of the village.

I look forward to hearing from you in the near future.

Yours faithfully,

[REDACTED]

Sent by email to: [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk)

30/07/2021

Dear Sir/ Madam

### **Response by the Home Builders Federation to the consultation on the revised Fareham Local Plan**

1. Thank you for consulting the Home Builders Federation (HBF) on the revisions to the Local Plan published last year. The HBF is the principal representative body of the housebuilding industry in England and Wales and our representations reflect the views of discussions with our membership of national and multinational corporations through to regional developers and small local housebuilders. Our members account for over 80% of all new housing built in England and Wales in any one year.

#### **Strategic Policy H1: Housing Provision**

The policy is unsound as it is not sufficiently flexible as required by paragraph 11 of the NPPF.

##### *Housing needs*

2. It is pleasing to see the Council act quickly to the announcement from the Government that they intended to continue with the standard method based on the 2014-based population projections. We would agree with the Council's assessment using the standard method and support the inclusion of an additional 900 homes to help address some of the unmet needs in neighbouring areas.

##### *Housing Supply*

3. Before submitting the plan, the Council must ensure the evidence base supporting this local plan includes a delivery trajectory for each allocated site. This will allow both representors and the Inspectors appointed to examine the local plan the necessary evidence to fully scrutinise the Council's delivery expectations. At present SHELAA sets out the sites that will come forward, but we could not find any evidence as to when each site will come forward. This is particularly important with regard to assessing the Council's five-year housing land supply estimates and whether or not the sites expected to come forward in the first five years are deliverable. We therefore reserve the right to comment on such evidence as part



of the examination in public if necessary. In the absence of this piece of evidence some broad concerns regarding housing supply are set out below.

4. In terms of overall supply, the Council's evidence outlines that there is sufficient land identified to deliver 10,594 new homes between 2021 and 2037. This is an 11% buffer between needs and supply. Whilst the HBF agree that there is a need for a buffer in overall supply, we would suggest that a larger buffer is needed to ensure that needs are met in full. When examining the degree to which supply should exceed minimum requirement to ensure needs are met consideration needs to be given to the degree to which the Council are reliant on strategic sites. The greater the reliance on one or more strategic scale sites to meet needs means that more flexibility should include in supply to ensure delays in the delivery of these sites do not compromise the deliverability of the plan. The HBF is supportive of the strategic allocations that have been included in this local plan which provide opportunities to meet development needs well into the future. However, their scale and complexity does mean that timescales for delivery can slip and as such there can be a risk of the housing requirement not being met without a more substantial buffer in supply being provided.
5. In considering the speed at which sites can come forward it is helpful to examine the Lichfield report Start to Finish<sup>1</sup>. The latest edition of this report outlines not only the timescales it takes for larger sites to commence and the rate at which such sites deliver new homes but also the variability between sites. With regard to when the first home will be delivered figure 4 from the report shows that the average planning approval period for those sites of 2,000 or more units in the study was 6.1 years with 2.3 years between approval and first delivery. However, this is an average with some sites delivering more quickly and some being considerable slower to move through the planning process. Similarly build out rates vary significantly. Table 4 and Figure 8 of Start to Finish show that sites of more than 2,000 homes deliver on average 160 units per annum with average delivery ranging from 50 dpa to around 300 dpa. It is therefore important to recognise that there is potential for delivery on the larger sites allocated by the Council to vary considerably. The NPPF establishes in paragraph 11 that local plans should be sufficiently flexible to adapt to rapid change and at present we do not consider the 10% buffer being proposed provides the necessary degree of flexibility required.
6. In order to provide the necessary flexibility required by the NPPF the HBF considers a 20% buffer between the housing requirement and expected supply over the plan period. This level of additional planned supply above the requirement would ensure that there is sufficient scope within the plan to take account of any unexpected delays in delivery whilst avoiding the need for the plan to be updated. In particular it is important to ensure supply in the early years of the plan remains flexible and can take account of any delays so we suggest more smaller sites are allocated that will come forward in the first five years of the plan.

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<sup>1</sup> Start to Finish (Second Edition) Lichfields (2020) <https://lichfields.uk/content/insights/start-to-finish>

## **HP5: Provision of Affordable housing**

This policy is unsound as it is inconsistent with national policy.

7. Firstly, we welcome recognition in paragraph 5.33 that, in line with the viability evidence, this policy will not apply to housing for older people. However, rather than make this statement in the supporting text we would suggest that it is set out in policy to ensure it is given the necessary weight in decision making.
8. Secondly, the Council will need to consider whether it would be appropriate to include the requirement that 25% of affordable homes are delivered as First Homes in this policy. Whilst the Written Ministerial Statement and PPG set out the transitional arrangements that do not require TWBC to include the 25% First Home requirement in their affordable housing policy PPG does state at paragraph 70-019 that inspector may wish to consider at the examination of a local plan whether an early update of the plan would be appropriate to take account of this change to national policy. Rather than include an early review of the local plan to amend policy H3 we would suggest that the requirement is included prior to the plan being submitted for examination.
9. Finally, we continue to consider the policy requirement regarding affordable home ownership to be inconsistent with paragraph 64 of the NPPF. This paragraph expects 10% of all homes on major development involving housing provision to be available for affordable home ownership, however at present still only requires 10% of all affordable housing to be available for affordable home ownership. This inconsistency with national policy should be amended.

### **Conclusion**

10. We hope these representations are of assistance in taking the plan forward. As stated in our previous representations we would like to participate in the hearings in order to ensure the views of our members are reflected in these discussions.

Yours faithfully



Mark Behrendt MRTPI  
Planning Manager – Local Plans



# FAREHAM Local Plan 2037

## Introduction

If you have already taken part in a consultation about the Local Plan you may be wondering why we are seeking your views again.

As a result of changes to housing and employment requirements set by the Government for the Borough, the Council is now consulting on a Revised Publication Local Plan.

The special edition of Fareham Today explains in greater detail how housing need is calculated and why it has changed.

The Statement of Representations Procedure and Statement of Fact sets out how and when you can view the Revised Publication Local Plan and respond to the consultation.

You can make comments on the Plan, known as representations, up to 30 July 2021.

### What can I make a representation on?

While the Plan has been revised it remains in the final stages of consultation. This means that the consultation is very specific and does not seek views on alternative options. It invites comment on three specific questions; you will be asked whether you think the Plan is:

- **Legally compliant:** Does the Plan meet the legal requirements for plan making as set out by planning laws?
- **Sound:** Has the Plan been positively prepared? Is it justified, effective and consistent with national policy
- **Complies with the Duty to Co-operate:** Has the Council engaged and working effectively with neighbouring authorities and statutory bodies?

You can find out more about each of the questions by reading Fareham Today and the Frequently Asked Questions.

This consultation focuses on the changes to the Publication Local Plan that have made since the last round of consultation.

The changes have been highlighted on the Revised Publication Local Plan documents and you will be asked to state which revision or addition to the Plan you wish to make a representation about on the representation form. You can comment on as many changes as you would like however you will have to submit a separate form for each change.

### **What happens next?**

A Planning Inspector will be appointed to consider the Plan and comments from the consultation on behalf of the Secretary of State. All representations will be forwarded, together with the Revised Publication Plan, to the Planning Inspector for consideration.

### **Data Protection Privacy Statement – Consultation on the Local Plan in accordance with regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**

In order to deliver services to the citizens and communities in Fareham Borough, it is necessary for the Council to collect, gather and process personal data.

In relation to the consultation on the Revised Publication Local Plan in accordance regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, Fareham Borough Council will collect and process personal data for the following processing purposes:

- Receiving representations to the consultation and submitting the Local Plan for examination in public

The Council is processing this personal data by virtue of the following Lawful Basis:

- Compliance with a legal obligation
- Performance of a task carried out in the public interest

Consultation responses will be entered onto the online consultation form. The company that host the online consultation form, Snap Surveys are ISO 27001 certified and will store the data on a secure UK server.

The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that, when the Council submits the Local Plan and associated documents to the Secretary of State, for examination in public, the responses made to the consultation on the Local Plan must also be submitted. This includes the personal data collected, such as name, address and contact details.

In addition, any representations submitted will be made available on the Fareham Borough Council website. Addresses, email addresses and phone numbers will not be published.

Representations linked to plan making will be retained for no more than 5 years following adoption of the Local Plan. We will not keep this information for longer than is necessary.

You have certain rights under the General Data Protection Regulations (GDPR) in respect of your personal information. More information about your rights can be found on the Council's website or on request.

## PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes

No

A2 Please provide your details below:

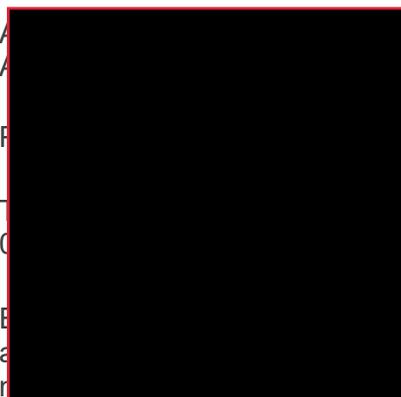
Title: mr

First Name: Andrew

Last Name: Jackson

Job Title: (where relevant)

Organisation: (where relevant)



A3 Please provide the Agent's details:

Title: \_\_\_\_\_

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph Go to B1a
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

9.51 Whereas the LPA is aspiring to Nitrate Neutrality, Strategic Policy NE1 requires designated sites be protected for development should provide a net REDUCTION in eutrophication for designated sites in an unfavourable condition. 9.50 (Policy NE4) confirms permissions will be granted when the integrity of designated sites be maintained but the Council will "seek to improve water quality" which contradicts Policy NE4. The LPA's approach therefore contravenes these policies. It is unclear how any development could be contemplated in the Fareham Borough without need on proximity alone, this would invalidate the deliverability of these developments.

Strategic Policy NE1: Hants and Isle of Wight Trust stated the wording needed to be changed to be consistent with the policy "to protect, enhance and not have significant adverse impacts..." They also stated it is important that as well as the policy seeks to enhance and reconnect ecological networks where they have been compromised.

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

Para 4.19 Housing policies HA(2,5,6,8,11,14,16,18,20,21,25) are no longer proposed allocations. So, why was H Objectively Assessed Housing Need arrived at for this site?

Developers have taken advantage of the LPA's decision to propose HA1 within (the now defunct) 2017 Plan and resolved to grant permission on (many ahead of and likely contrary to) the Publication Plan. Others claiming the boundaries of HA1 being adjusted to accommodate them. This seems to mark an inappropriate powershift to Finally and critically sites identified as suitable for development but have not yet obtained planning permission HA1. This is very misleading for the public who are trying to establish the impact of this plan on their community it is unsound.

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

Para 1.16: No mention is made of the 2017 unadopted draft Plan and Officers confirm it is the previous, 2015 plan consider Housing sites allocated in the previous adopted (extant) Local Plan. Yet, whilst HA1 did not feature in that housing will be provided through HA1 and other local sites.

The total new homes proposed for specific sites across the Borough (not including Welborne) to 2037 is 5946. If 1001 dwellings) to contribute 17% of this quantum, with HA1 alone contributing 14%. The Western Wards contain There is no joined up "Masterplan" for HA1 (with all developers working in complete isolation of one another). assessment must be conducted showing the cumulative effect of HA1 in its entirety. This is contrary to Design for development within and adjacent to existing settlements and as part of area wide development strategies and are sustainable, appropriately planned and designed".

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

B3 Please provide details you have to support your answers above

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Reg 19 Statement of consultation. Since 2017 residents' concerns have not been considered deputations and of

It is discriminatory that community-generated evidence carries less weight than that provided by Developer's c Nitrate budget calculations similarly with traffic survey results captured by residents and Community Speedwat The Publication Plan Introduction Page 1 Para. 1.5 specifies that representations should focus solely on "Tests c guidance in Fareham Today which includes the additional areas of" Legal Compliance" and "Duty to Cooperate" the public wishing to provide commentary.

Finally, and critically, sites identified as suitable for development but have not yet obtained planning permission HA1. This is very misleading for the public who are trying to establish the impact of this plan on their community it is unsound.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

- Yes, I want to take part in a hearing session
- No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

## Further comments on the Fareham Local Plan

### which I have been unable to include in your too strict formatted comments form

Strategic policy NE2: The Hampshire and Isle of Wight Wildlife Trust considers a wording change to Policy 'NE2: Biodiversity and Nature Conservation' to ensure that the delivery of 'net gains' in biodiversity is the minimum required achievement. New wording to be "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and deliver net gains in biodiversity, where possible." Natural England strongly recommends that all developments achieve biodiversity net gain. To support this approach, we suggest that the policy wording or supporting text includes a requirement for all planning applications to be accompanied by a Biodiversity Mitigation and Enhancement Plan (BMEP) that has been approved by a Hampshire County Council (HCC) Ecologist. In line with the NPPF and in order to achieve net gain in biodiversity, the following change of wording is proposed by Natural England "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and provide net gains in biodiversity". The policy states 1 or more dwellings should provide 10% net gain for biodiversity.

Habitats Regulation Assessment (2021) Natural England advise it is the responsibility of the LPA to fulfil its legal obligations and satisfy themselves beyond scientific doubt, that adverse effects on the designated SAC, SPA and RAMSAR sites, from harmful nutrients generated by new residential development, has been mitigated (rather than compensated). In May 2021 a high court judge stated the Natural England advice note will need to be reviewed in light of his judgement. He added his judgement should not be interpreted as giving the advice note a clean bill of health.

Surprisingly 'Introduction' para 1.45 makes no mention of the protected sites in and around the Solent.

Strategic policies NE1 and NE2. Despite having protected designated sites in our waters which skirt the whole of Fareham Borough, Southern Water has very recently been fined a record £90m for deliberately dumping billions of litres of raw sewage into the sea. The offences were discovered as part of the Environment Agency's largest ever criminal investigation which found raw sewage had been diverted away from treatment works and into the environment. Until this activity is addressed the unfavourable status of the Solent will continue to deteriorate and these policies will be unachievable.

#### **Test of Soundness**

Policy HA1 (currently Greenfield sites), is proposed to be re-designated as an urban area (via the re-definition of Settlement Boundaries ref. WW17). In the Foreword to Publication Plan: Greenfield sites are less favoured locations for development. Para 2.10 states Fareham Borough will retain its identity, valued landscapes and settlement definition and will protect its natural, built and historic assets. The proposed allocation of Policy HA1 contradicts these aspirations and those of Para 2.12 "Strategic Priorities" which strive to maximise development within the urban area and away from the wider countryside and to create places which encourage healthier lifestyles. The re-designation of the Policy HA1 to urban status and the movement of the Settlement Boundary to encompass it, is a blatant and possibly, unethical, manoeuvre by stealth of the council, to suit its own objectives.

Publication plan 'Foreword' focusses development in urban or edge of settlement locations, rather than greenfield sites. Strategic priority 2. States In the first instance maximise development within the urban area and away from the wider countryside, valued landscapes and spaces that contribute to settlement definition.

Strategic Policy DS1 (Paras 5.6 and 3.36) deals with the need (in exceptional circumstances and where necessary and justified) for residential development in the countryside on previously developed land. Additionally, Policy HP1 calls for the efficient use of existing buildings to meet such need on a one-for one replacement dwelling basis. These conditions do not apply to HA1 and therefore it seems the "convenient" alternative was for FBC to redraw the urban boundary!

Policy HP4 (Para 5.24) HA1 fails to meet criteria e) as the proposal would demonstrably have unacceptable environmental, amenity and traffic implications.

Policy HA1: Page 53 refers to traffic routes and despite removing the recommendation to limit access to 6 dwellings on Greenaway Lane, the plan proposes for up to 140 dwellings to use this as access through a widening of the Lane. This will result in a considerable negative impact on the character of the lane and to the safety of its non-vehicular users. In general, Page 54 suggests 7 new accesses onto the already very busy Brook Lane and Lockwood Road, as

well as one additional access at Brook Lane, via 4 entry points from Greenaway Lane. The position and proximity of these access points will be a recipe for serious gridlock and accident blackspots.

Para 10.15 Transport plan does not include an analysis of streets where the majority of the houses are proposed. Why, when there are 830 new dwellings proposed, hasn't more consideration been given to HA1 in the transport assessment. With an average of 2 cars per dwelling, an additional 1660 vehicles will be on local roads and there is no reference for the mitigation required to reduce congestion by 2037. The Plan fails the Test of Soundness by not being Positively Prepared in this respect.

Para 10.14 refers to the Local Plan Strategic Transport Assessment at Para 14.16 reads; "In conclusion, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective." This statement doesn't include the area HA1, of the local plan with 830 homes and isn't assessed within the The Local Plan Strategic Transport Assessment document.

Policy HA1: Page 54 indicates the need for the provision of "2 junior football pitches" Why are these not shown in the Masterplan?

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Para 3.27 fig 3.2 Where are the indicated 8 potential growth areas shown on the map? This map needs more clarity.

Page 158 Policy HP2 is in conflict with Para 4.13 over the definition of small-scale development – is it sites of less than 1 Ha or development of not more than 4 units?

Page 37 Paras 4.12, 4.16 and Policy H1 Illustrates that whilst a contingency buffer of 1094 homes has been made, the Plan is heavily reliant on the certainty of delivery on 3610 houses at Welborne during the life of this plan.

Para 4.2 describes the methodology used to calculate Fareham's housing need. This methodology is premature and risky until we know the government's response to the Planning white paper 'Planning for the Future'. The previous version of the Publication plan had to be scrapped due to the premature and risky decision to apply the new housing need methodology before the government decided against adopting it.

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Para 5.41 The LPA argues for an average occupancy rate of 2.4 for a 4/5 bed dwelling in regards to Nitrate budget calculations. To the contrary, it is stated here that the spectrum of occupancy for affordable homes will be in the range of 4-6. The claims in the Publication Plan are therefore not reflected in the council's own proposals and requirements.

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Para 8.60 Section 8 mentions the requirement of meeting CO2 emission reduction targets, but instead of stating what the targets should be, the Plan simply refers to individual developments power generation rather than what each should deliver over and above Building Regulations requirements, on this basis the plan is not Positively Prepared

Para 11.35 The council will support applications where development exceeds Building Regulations but no percentage target for improvement has been set. The Plan is therefore not a sound and effective approach to carbon emissions reduction in the Borough.

Para 11.36 Developers are encouraged to design for natural ventilation and green infrastructure but no standards are set. Just meeting building regulations will not see the country meet the Government promised carbon reductions. The council therefore should set standards to ensure developers are designing for sustainability much like the London boroughs that are using new standards of SAP10 which although not yet within building regulations, should be adhered to.

Policy CC1 describes 'Green infrastructure' but nowhere in the Borough do we have Green Belt and according to this plan none is planned to be defined as such.

All Planning Authorities in Hampshire as well as Hampshire County Council have recognised that there is a climate change emergency. CPRE Hampshire believes it is therefore imperative that the local plans set ambitious targets and action plans with accountabilities for achievement in the reduction in carbon emissions that are measurable and reported on annually. Development must only be permitted where, after taking account of other relevant local plan policies, it maximises the potential for generating renewable energy and is-designed to reduce energy consumption as much as possible. The location of development needs also to recognise the need to minimise emissions from transport. These requirements should be made clear to all applicants for planning approval."

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Para 7.18 Out of town shopping is discussed, but not defined; Out of town shopping will take jobs and customers away from local shopping areas and will increase traffic on the routes in and out of Warsash and Locks Heath.

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Para 10.26 Infrastructure Delivery Plan. Education (critical prioritisation) is planned with HCC but the period of any proposed extensions for child placements is only up to 2022 whereas the Plan covers up to 2037. This is not a sound approach for the education of our children.

Para 10.27 Infrastructure Delivery Plan Table 6 calls for section 106 provisions of additional Early Years Foundation Provision (EYP) within the Western Wards however HA1 does not indicate the placement of a nursery or pre-school within the development area. Where is the child placement contribution to be allocated as the IDP calls for the addition of 100 placements whereas there are over 1000 new dwellings being proposed for the Warsash area alone.

Para 10.26 Infrastructure Delivery Plan calls for the expansion of health care provision (critical prioritisation) through GP locations in the Western Wards but neither HA1 Warsash practices has scope to expand so wouldn't cope with a growth list. The plan only proposes building alterations to Whiteley surgery and depends on the successful replacement of retiring GPs. This is not a Sound approach taking into consideration that HA1 alone will bring an additional 830 dwellings..

**Complies with Duty to Cooperate:**

Para 4.6 In agreeing to take up a shortfall in homes of 900 from Portsmouth, Fareham Council are taking a risk as we await the government's response to last year's consultation on the planning white paper, Planning for the Future, which proposes a key changes to remove the duty to cooperate and potentially removing the 5 year land supply.

**Respondent details:**

Title:	Ms
First Name:	Sarah
Last Name:	Jamieson
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Organisation: (where relevant)	[No Reply]
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Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: 9.32**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The paragraph regarding planning for biodiversity is not sound because it is not written positively enough. It states that biodiversity COULD be improved by positive action in building. I would argue that this should be made a formal part of the plan, so that all new developments support biodiversity, through means such as inclusion of swift bricks (37p a time), bat boxes and (missing from the report) hedgehog highways. (These need to be formally part of the planning process and local policy or from experience, they simply do not happen)

**What modification(s) is necessary to make the Revised Pub...**

This paragraph should state that Fareham will encourage developers to make all new developments support biodiversity, through means such as inclusion of swift bricks (37p a time), bat boxes and hedgehog highways.

**How would the modification(s) you propose make the Revise...**

The suggested modifications would make it more positively prepared

**Your suggested revised wording of any policy or text:**

This paragraph should state that Fareham will encourage developers to make all new developments support biodiversity, through means such as inclusion of swift bricks (37p a time), bat boxes and hedgehog highways.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I would like to ensure that my views are represented

## 2) Paragraph: HA55- Land south of Longfield Avenue

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### **Please provide details you have to support your answers a...**

The plans to develop Longfield are not soundly made. The local residents have objected time after time to state that the fields between the areas of Fareham and Stubbington form a strategic gap which is important for the character of both areas. Once built on this gap is lost forever.

### **What modification(s) is necessary to make the Revised Pub...**

Remove plans for development at Longfield avenue

### **How would the modification(s) you propose make the Revise...**

A sound case has not been made for ignoring the strategic gap and building on this land.

### **Your suggested revised wording of any policy or text:**

Removal of this plan. Seeking other areas for development.

### **If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Mrs
First Name:	Jacky
Last Name:	Keyes
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: H1**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The National Policy Planning Framework states that the local plan must cover a period of a minimum of 15 years. However it could be longer. If the Fareham local plan was set for another 8 years it would take in the whole of the Welbourne contribution and reduce the number of houses built in the strategic gap. Why was this not considered?

**What modification(s) is necessary to make the Revised Pub...**

Extend the period covered to 2045 and adjust all figures accordingly

**How would the modification(s) you propose make the Revise...**

It would be sound because it would accurately take into account a very large development that is already in progress

**Your suggested revised wording of any policy or text:**

This plan extends to 2045 in order to maximise the contribution of the Welbourne development and minimise building on the Strategic gap

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Building on the Strategic Gap goes against everything the local Conservative government assured us of in the run up to the local elections. They could have tried harder to protect that area, but assigning the 1.250 homes needed to be included in the Welbourne project of 6000 homes. Currently only 3,610 of those are considered in the plan, but if the plan ran to 2045, all of them would be included in the plan. There is no maximum period of 15 years for the plan.

**What modification(s) is necessary to make the Revised Pub...**

Extend the plan and figures to 2045

**How would the modification(s) you propose make the Revise...**

It would be sound because it is properly taking into consideration a very large development in the area already in progress

**Your suggested revised wording of any policy or text:**

This plan extends to 2045 in order to minimise the impact on the Strategic gap by properly including the whole of the Welbourne development in the plans.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**3) Paragraph: 4.2**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

No proper evidence is provided in the Plan as to how the number of 541 homes per year was calculated. I would expect to see the detailed calculation, starting with the figure issued by the government. It does not explain how the figure was affected by the duty to cooperate. Therefore how can anyone accept this figure as correct? I would also expect to see evidence of independent verification of that figure.

**What modification(s) is necessary to make the Revised Pub...**

Full and explicit calculation showing how the figure of 541 homes per year was arrived at.

**How would the modification(s) you propose make the Revise...**

The full explanation of the figure, along with evidence of independent verification would make it sound. Currently it could have been made up/subject to error/not compliant with duty to cooperate. No-one knows.

**Your suggested revised wording of any policy or text:**

This figure of 541 homes per year has been calculated from the Government issued number of (xxxx), as follows..... This calculation has been independently verified and checked by.....

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

#### 4) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

This development in the contraversial area of the Strategic gap could have been avoided if the plan was extended and took in the full contribution of the Welbourne development.

**What modification(s) is necessary to make the Revised Pub...**

The plan will be extended to 2045 and figures adjusted accordingly

**How would the modification(s) you propose make the Revise...**

It would be sound because it would properly take in the contribution made by the Welbourne development into local housing needs

**Your suggested revised wording of any policy or text:**

This plan has been extended to 2045 and figures adjusted accordingly

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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#### 5) Paragraph: HA55- Land south of Longfield Avenue

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The Sustainability Appraisal and Strategic Environment Assessment Sustainability Report for the Revised local plan states: Rejected - Development would have a detrimental impact on the Strategic Gap. Site contains Brent Geese and Solent Waders designations. If appropriately masterplanned, areas of the site are likely to be developable where there is a strategy compliant solution for Brent Geese and Wader designations. Any development would need to be sensitively designed and accompanied by significant GI to ensure that it would not undermine the integrity of the Strategic Gap. Fareham Council are required to comply with the The Sustainability Appraisal and Strategic Environment Assessment

**What modification(s) is necessary to make the Revised Pub...**

Land South of Longfield avenue will not be included in the revised local plan

**How would the modification(s) you propose make the Revise...**

It will comply with the The Sustainability Appraisal and Strategic Environment Assessment Sustainability Report for the Revised local plan which states: Rejected - Development would have a detrimental impact on the Strategic Gap. Site contains Brent Geese and Solent Waders designations. If appropriately masterplanned, areas of the site are likely to be developable where there is a strategy compliant solution for Brent Geese and Wader designations. Any development would need to be sensitively designed and accompanied by significant GI to ensure that it would not undermine the integrity of the Strategic Gap.

**Your suggested revised wording of any policy or text:**

Land South of Longfield avenue will not be included in the revised local plan

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**Respondent details:**

Title:	Mr
First Name:	Alan
Last Name:	Knobel
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

There is mention of road and traffic improvements which would mean this development would not impact traffic, but absolutely no detail on this. Before the pandemic the traffic in the area from Downend Rd to the Delme roundabout was awful, sometimes taking 15 minutes to drive the short stretch from Cams Hill school to to the Delme. Things are bad enough as they are. The only possible solution would be a slip road directly on and off the A27, but no mention of this. If this is added to other developments in Portchester, there is no mention of additional schools, GP surgeries and other infrastructure which is already creaking. There would be a loss of farm land which would be a huge loss. There is no mention of the small bridge over the railway on DownEnd rd and how this would be overcome. The previous planning application for land to East of Downend Rd was shown to be problematic with the railway bridge and the traffic flow etc. So how can this miraculously be overcome? This area, down to the Delme Roundabout is a high pollution area, how will this additional traffic etc. Improve this situation? It will only make it worse and next to a school means are children will suffer additional health abs developmental issues known to be linked to car pollution. This development seems far to huge when added to the others for Portchester without large infrastructure changes and a direct road from the development on to the A27.

**What modification(s) is necessary to make the Revised Pub...**

Road with direct access to abs from the A27. There was mention of road improvements but no detail. There is little or no mention of schools, GPS etc

**How would the modification(s) you propose make the Revise...**

Provide infrastructure

**Your suggested revised wording of any policy or text:**

I will leave wording to you

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



**Respondent details:**

Title:	Mr
First Name:	R
Last Name:	Knott
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
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Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The local plan may be legally compliant to some extent and comply with the duty to co-operate but it certainly isn't what is best for the area and definitely doesn't take into account local residents views and concerns whatsoever. It is worrying and disheartening to see council representatives not listening to their constituents and going back on what they previously promised with regards to development, under the disguise of a 'revised' housing plan from central government.

**What modification(s) is necessary to make the Revised Pub...**

Don't build on the 'strategic gap' to such a high degree.

**How would the modification(s) you propose make the Revise...**

Preservation of village living and its amenities (schools, doctors, dentists, parking, play areas etc).

**Your suggested revised wording of any policy or text:**

N/A

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mrs
First Name:	Kate
Last Name:	Knowlton
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
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Email Address:	[REDACTED]

**1) Paragraph: HA50- Land north of Henry Court Drive, Fareham**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I object to the proposed building of 55 dwellings on the land North of Henry Cort School as not only will it take away a much needed green space in the area that is utilised by locals, but it will put even more pressure on the traffic along Hillson Drive. I have had many discussion with Cllr Davies and he is in agreement that Hillson Drive is no longer fit for purpose, and was not built with the intention of sustaining traffic for the school, community centre, and hockey club. At school drop off and pick up times the road is at a stand still ith numerous buses, taxis, coaches and parents collecting.dropping off their children at the school. We have had 2 vehicles written off during these times, and 2 cats seriously injured. At other times of the day, when the road is clearer, the majority of vehicles travel at excessive speed, as it is a straight road, with no traffic calming measures. The road is already beyond capacity, and cannot cope with additional traffic

**What modification(s) is necessary to make the Revised Pub...**

SOme pices of land identified are not suitable for additional building and these need to be thought through to measure the impact on existing roads, and neighbourhood green spaces

**How would the modification(s) you propose make the Revise...**

More appropriate land needs to be indentified for new builds.

**Your suggested revised wording of any policy or text:**

No suggestions for wording offered

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



The policies map Go to B1c

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

Paragraph 5.41

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1-North and South of Greenaway Lane

Policy HP5

B1c Which part of the Policies Map ?

N/A

B1d Which new housing allocation site? E.g. HA55-Land south of Longfield Avenue

N/A

B1e Which new or revised evidence base document ? E.g. Viability Assessment

N/A

B2 Do you think the Revised Publication Local Plan is:

	yes	no
Legally compliant	Yes	
Sound		No
Complies with the duty to co-operate	See below	

B3 Please provide details you have to support your answers above

Legally compliant: There is no reason to believe the Plan has not met the legal requirements for plan making as set out by planning laws.

Complies with the duty to co-operate: The onus is on Fareham Borough Council to demonstrate that the Plan complies with the duty to co-operate. It will have to provide evidence that it has engaged and worked effectively with neighbouring authorities and statutory bodies.

Sound: Policy HP5 should be made more flexible to allow for financial contributions to be made in lieu of on site provision in the case of sites that are proposing Self Build and Custom Build Housing.

On site provision would make a self build or custom build scheme unviable. The Policy states, inter alia:-

**The Council will only accept affordable housing provision off site or an appropriate financial contribution in lieu where it is robustly justified and where it contributes to the objective of mixed and balanced communities.**

This paragraph should include self build and custom build housing and read:-

**The Council will only accept affordable housing provision off site or an appropriate financial contribution in lieu where it is robustly justified and where it contributes to the objective of mixed and balanced communities *and to self build and custom build housing.***

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound? The Policy should be changed to read:-

**The Council will only accept affordable housing provision off site or an appropriate financial contribution in lieu where it is robustly justified and where it contributes to the objective of mixed and balanced communities *and to self build and custom build housing.***

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Policy HP5 should be made more flexible to allow for financial contributions to be made in lieu of on site provision in the case of sites that are proposing Self Build and Custom Build Housing.

B4c Your suggested revised wording of any policy or text:

**The Council will only accept affordable housing provision off site or an appropriate financial contribution in lieu where it is robustly justified and where it contributes to the objective of mixed and balanced communities *and to self build and custom build housing.***

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.



**BJC PLANNING**  
**Representation on Fareham Local Plan 2036**  
**(Regulation 19 Consultation)– July 2021**

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session	No
No, I don't want to take part in a hearing session	No

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

N/A

**Respondent details:**

Title:	Mr
First Name:	Jonathan
Last Name:	Harbottle
Organisation: (where relevant)	Land and Partners

**Agent details:**

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Last Name:	Jezeeph
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Organisation: (where relevant)	Planning
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Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Policy: HA1**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

There is no reason to believe the Plan has not met the legal requirements for plan making as set out by planning laws. The onus is on Fareham Borough Council to demonstrate that the Plan complies with the duty to co-operate. It will have to provide evidence that it has engaged and worked effectively with neighbouring authorities and statutory bodies. Land & Partners Ltd considers that Policy HA1 and Figure 4.1: Policy HA1 indicative Framework Plan, as currently written, is unsound.

## **What modification(s) is necessary to make the Revised Pub...**

Land West of Lockwood Road Warsash (Part HA1) This representation relates to the land east of the track. It was previously part of the land covered by the outline planning application P/17/0998/OA and SHELAA site reference 3056, as well as additional land at 59 Greenaway Lane (SHELAA site reference 3189). NB Please note that the Local Plan Figure on Page 57 highlights 69 Greenaway Lane. This should state 59 Greenaway Lane. This site is now shown as part of development area and it is not necessary to refer directly to this site. This land west of Lockwood Road is being promoted by Land & Partners Ltd. The land to the east of the track has been sold and Land & Partners Ltd no longer have any involvement with this land. Vehicular access to the land is from Lockwood Road. The development will comply with HA1 b) which states:- b) Primary highway access should be focused on Brook Lane and Lockwood Road with limited access via Greenaway Lane where necessary, subject to consideration of the impact on the character of Greenaway Lane; and There are land ownership impediments that preclude the provision of direct access across the track to the land east of the track. Access can be provided to the track that facilitates access to properties served by the track which have frontages to the track. This proposed development complies with Policy HA1 c) which states:- c) The provision of vehicular highway access between development parcels without prejudice to adjacent land in accordance with Policy D3. There is continued support for housing allocation HA1 and the increase to the housing allocation indicative yield of 824 dwellings. The majority of the criteria and requirements of Policy HA1 and Figure 4.1: Policy HA1 Indicative Framework Plan are supported (a, b, c, e, f, h, and i); however, criteria d, g and j as currently written, are not justified or effective. d) Figure 4.1 is an expression of the Council's aspirations for the housing allocation. This includes indicative wildlife corridors. Land & Partners would like flexibility for the siting of the 3m ecology corridors to be determined as part of the forthcoming planning application. This is especially relevant within the south-eastern corner of SHELAA site 3056, where ecology corridors would be designed as part of the scheme around the housing and trees within that part of the site. As it currently stands, the notation of existing woodland or treed areas within the south-eastern corner of the site within Figure 4.1 is not accurate and identifies far more tree cover than actually exists. This does not reconcile with the protected trees identified within the Council's red line allocation boundary plan. There is no need for a footpath route through the whole of the south-eastern corner of the site, as to provide one along the alignment envisaged within Figure 4.1 would render this part of the site undevelopable. There would be pedestrian access into this area to the individual dwellings, but not as route through for the general public. There is an objection to the green notation adjoining Lockwood Road within Figure 4.1, as this area is required for Sustainable Urban Drainage. The five mobile homes indicated adjoining the track within Figure 4.1 would be removed as the site would be redeveloped. g) There is an objection to criterion g), as this requires all existing protected trees to be retained and incorporated within the development. This criterion does not take any account of the category or amenity values of the existing trees, nor does it provide any flexibility to allow for the removal of low, medium and higher amenity trees, where required, and their replacement as part of a proposal. j) Off-site improvements to existing sports facilities are not justified and have not been requested as part of any of the planning applications to date. The Council has not provided any evidence of existing deficiencies with off-site sports facilities and as such any improvements should be funded by contributions from the Council's Community Infrastructure Levy. It is now the intention for Land & Partners Ltd to prepare and submit two new planning applications for the land. One application will show a layout that meets the Council's normal requirements for development. A separate planning application is proposed as an alternative for the development of the site for custom build housing. Both schemes will include provision for primary and secondary roads, vehicular, cycle and pedestrian routes, ecological corridors, low/medium density housing. Both schemes will provide sustainable urban drainage solutions for the respective schemes.

## **How would the modification(s) you propose make the Revise...**

The Council should make the following amendments to make policy HA1 and Figure 4.1 sound:

- Amend criterion d) and Figure 4.1 to make clear that there should be flexibility for ecology corridors to be determined as part of individual planning applications;
- Delete the green hatched notation adjoining Lockwood Road within Figure 4.1, as this area is required for Sustainable Urban Drainage;
- Delete the footpath link through the south-eastern corner of the housing allocation within Figure 4.1 and replace with a Cycle and Pedestrian route which runs from Lockwood Road to the track.
- Delete the five mobile homes to the east of the track within Figure 4.1;
- Figure 4.1 should be amended to ensure the protected trees reconcile with those identified on the housing allocation boundary red line plan.
- Criterion g) should be amended to provide flexibility to allow for the removal of low, medium and higher amenity trees, where required, and their replacement as part of a proposed scheme; and
- Delete the requirement within criterion j) to provide or contribute towards off-site improvements to existing sports facilities.

**Your suggested revised wording of any policy or text:**

The Council should make the following amendments to make policy HA1 and Figure 4.1 sound: • Amend criterion d) and Figure 4.1 to make clear that there should be flexibility for ecology corridors to be determined as part of individual planning applications; • Delete the green hatched notation adjoining Lockswood Road within Figure 4.1, as this area is required for Sustainable Urban Drainage; • Delete the footpath link through the south-eastern corner of the housing allocation within Figure 4.1 and replace with a Cycle and Pedestrian route which runs from Lockswood Road to the track. • Delete the five mobile homes to the east of the track within Figure 4.1; • Figure 4.1 should be amended to ensure the protected trees reconcile with those identified on the housing allocation boundary red line plan. • Criterion g) should be amended to provide flexibility to allow for the removal of low, medium and higher amenity trees, where required, and their replacement as part of a proposed scheme; and • Delete the requirement within criterion j) to provide or contribute towards off-site improvements to existing sports facilities.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**FAREHAM LOCAL PLAN REVISED 2037 – HA55 LAND SOUTH OF LONGFIELD AVENUE 1250 HOMES - SHELAA Ref. 3153**

**Objection By:** The Lee Residents Association (LRA) objects to the inclusion of HA55 in the proposed Fareham Local Plan revised 2037 on the following grounds:

1. The proposed development is not in line with policy CS22 of the FBC adopted Local Plan in which it states the policy regarding the Strategic Gap. (Also, Strategic Policy DS2 in the 2037 proposed plan)
2. The detrimental impact on the road network both particularly on the A32 at Lower Quay and at other junctions with the A27 will be significant. This will be compounded as the Solent Economic Zone and any other developments within the Strategic Gap or to the south of it progress.
3. This development will unavoidably aggravate traffic congestion levels in the already over capacity Lower Quay Air Quality Management Zone, particularly as there are no other transport alternatives than by road.
4. That the proposed development P/20/0646/OA, yet to be determined, and the inclusion of HA55 is not in line with Fareham's adopted Local Plan and the revised Local Plan 2037.

**Evidence:** The above reasons follow Fareham's emerging Reg. 19 Local Plan that sets out the Boroughs plans for future development and embeds the latest iteration of the 5-year housing supply requirements. Within the published development strategy are stipulated 'Landscape and Countryside' as well as 'Settlement Boundary' guidelines. Policies that are specifically designed to respect settlement identity.

- Policy **DS1** states that any development should ***"recognise the intrinsic character and beauty of the countryside and, if relevant, do not significantly affect the integrity of a Strategic Gap."***
- **DS2** states: ***"In order to prevent the coalescence of urban areas and to maintain the separate identity of settlements. Strategic Gaps are identified as shown on the Policies Map between the following areas"***
  - Fareham/Stubbington and the Western Wards
  - Fareham/Bridgemary and Stubbington / Lee-on-the-Solent (Fareham/Stubbington Strategic Gap)

The policy also states that development proposals will not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characters.

- **CS22** in the adopted Local Plan with reference to Development in Strategic Gaps states that ***"development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of the settlements."***

### Reasoning

Gaps between settlements particularly between Fareham and the Western Wards and Fareham and Stubbington, help define and maintain the separate identity of individual settlements and have strong local support. "The PifH authorities have agreed a joint policy framework which underpins the designation of settlement gaps in South Hampshire. In addition, the settlement Gap between Gosport/Fareham and Lee-on-the-Solent/Stubbington is considered of Sub regional importance as identified in the South Hampshire Strategy.



## **The LRA Case**

The Lee Residents Association remains very concerned of the impact of any development within the Strategic Gap and for residents living or working in the Gosport/Fareham Peninsula to the South of the Strategic Gap.

These points listed are widely held views and are important enough to summarise as follows:

- The housing would significantly reduce the vital Strategic Gap between Fareham and the settlements in the Gosport peninsula
- It will cause further traffic congestion on all already overburdened routes on and off the Gosport Peninsula
- This particular application will cause significant through traffic on residential feeder roads
- The congestion and transport delays will damage the local economy and business to the south of the development including the Solent Enterprise Zone
- There will be a significant reduction in the quality of life on the roads that access this development area through congestion, noise and pollution
- It will unavoidably aggravate the Lower Quay Air Quality management area and increase the already damaging levels of pollution. It must be recognised that there are no other transport alternatives than by road

All these disadvantages will also apply equally to all the residents of the proposed new development. Neither does any development in the Strategic and Settlement Gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington qualify as 'good growth' as defined in the National Planning Policy Framework. It should also be recognised this development will undermine recent and currently being constructed strategic transport routes. The improved routes, long overdue, have only been designed to relieve present traffic demands for the Gosport/Fareham peninsular. They were not designed to support additional development.

A recent Planning Inspectorate appeal concerning proposed that dismissed further development in the same strategic gap concluded with the following remarks:

***"I consider that the main issues in these cases are: the effect of the proposals on the character and appearance of the area; the effect on highway safety; whether, with reference to accessibility, the schemes would be sustainably located; the effect on the spatial development strategy for the area; and, the effect on housing land supply."***

The Planning Inspector also felt the massing of each development would affect the openness of the Local Land Character Area. He decided that overall, the significance of the visual impact would be moderate to moderate/major adverse. It would have a significant adverse effect on the appearance of the area. He stated:

***"I consider overall that the proposals would cause significant harm to the integrity of the Fareham-Stubbington Gap and the physical and visual separation of settlements, with particular reference to the experience of travellers along the Newgate Lane East section of the Newgate Lane East/B3334 Gosport Road key route, contrary to the aims of LP1 Policy CS22."***

**Recommendation:** The LRA recommends that the proposed HA55 from FBC revised Local Plan 2037 should be removed from Fareham's 5-year housing projections. We wish also to object the non-determined Planning Application P/20/20/0646/OA.

**For: Lee Residents Association**

**Respondent details:**

Title:	Mrs
First Name:	Janet
Last Name:	LETHBRIDGE
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I have no doubt the plan is legally compliant but I also have no doubt that the majority of residents in Stubbington do not wish for this development on a number of fronts. The councillors involved therefore are not carrying out the wishes or opinions of the electorate. Stubbington village is surrounded in three directions by areas of green land, This development seeks to erode one of them preparing the way for further development in that area so that green space is reduced still further under the very dodgy title-'flexibility of development area shown on your plan'. I am very much against this development entirely and will seek to speak with my local councillor at the earliest opportunity.

**What modification(s) is necessary to make the Revised Pub...**

n/a

**How would the modification(s) you propose make the Revise...**

n/a

**Your suggested revised wording of any policy or text:**

n/a

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I have no doubt the plan is legally compliant but I also have no doubt that the majority of residents in Stubbington do not wish for this development on a number of fronts. The councillors involved therefore are not carrying out the wishes or opinions of the electorate. Stubbington village is surrounded in three directions by areas of green land, This development seeks to erode one of them preparing the way for further development in that area so that green space is reduced still further under the very dodgy title-'flexibility of development area shown on your plan'. I am very much against this development entirely and will seek to speak with my local councillor at the earliest opportunity.

**What modification(s) is necessary to make the Revised Pub...**

n/a

**How would the modification(s) you propose make the Revise...**

n/a

**Your suggested revised wording of any policy or text:**

n/a

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**Respondent details:**

Title:	Mr
First Name:	Trevor
Last Name:	Ling
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I was advised that the traffic flow predicted for the Downend sites did not assume the proposed new link road in HA56. It seems incredulous that the extra traffic from 900 new houses (at least 1000) can be absorbed into the current infrastructure without causing major congestion and resulting pollution. Having read the traffic modeling report, I could not find a comprehensive list of assumptions (ie number of extra cars, flow patterns etc) or any sensitivity analysis on these input assumptions, so it is impossible to ascertain how robust this model is at this local level. Currently the traffic is held on Downend road mainly due to the traffic queue on the A27 which does not allow exit on this junction. There is a proposed inclusion of a Rapid Bus Transport lane, which will increase the number of lanes Westbound to 3, one exclusively for busses. At the Delme roundabout, there is only space for 2 lanes under the viaduct, so I assume the 2 traffic lanes will reduce to one to enable busses free passage. It may be possible to try to optimize the lights around this roundabout but a lot of the congestion is caused by traffic waiting on the Gosport road. This new road layout reduces the Eastbound traffic to a single lane. There is a plan to increase the number of lanes on the Downend Road exit to 3 lanes, but there is a total of 7.51m width between the curbs, and I have been ensured by the council that the pavements will not be changed. Looks a bit tight. If the proposal to include the new ratrun through the 550 house development, this enables traffic to turn both ways onto the M27 sliproad through traffic lights, possibly causing a traffic jam back onto the motorway (as happened on Junction 9). Traffic coming from Fareham cannot turn right thus will either go upto Junction 11 roundabout to join the queue back to the lights or go via the now single lane A27 to Downend Road. On a more positive note, it is understood that new houses are required, but the infrastructure should be put in place BEFORE any houses are built. It should be possible to adopt the haul road, taking traffic directly to J11 roundabout, this would take traffic away from the Delme roundabout and does not go through any housing. It may be worth considering the current work site off the haul road as a site for housing, relieving the proposed small village of Downend.

**What modification(s) is necessary to make the Revised Pub...**

revisit the infrastructure supporting the Downend Road development. Once re-modelled, publish the traffic modelling assumptions and sensitivity analysis of this plan.

**How would the modification(s) you propose make the Revise...**

Consider adopting the haul road to provide a traffic flow away from housing and making it easier to regulate flow of traffic

**Your suggested revised wording of any policy or text:**

Re visit the traffic flow and Rapid Bus transit policy

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Previous discussions have not be resolved clearly. Downed residents have been critical of the lack of infrastructure planned for this area over the past few years and I have been asked to try to ensure they are heard.

---

**Respondent details:**

Title:	Mr
First Name:	Chris
Last Name:	Ludlam
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

I strongly object to the proposal to erode the strategic gap between Fareham and Stubbington by allowing development on the land east of Crofton Cemetery. I think this will have a significant adverse impact on Stubbington and inevitably will be the first step towards the merging of Fareham and Stubbington. The local facilities are completely inadequate to support the additional housing and the road network is already overloaded and so will clearly will be unable to cope with the hundreds of additional cars resulting from the new development.

**What modification(s) is necessary to make the Revised Pub...**

Remove the proposal to build on the land to the east of Crofton cemetery.

**How would the modification(s) you propose make the Revise...**

It would would retain the significant strategic gap between Fareham and Stubbington.

**Your suggested revised wording of any policy or text:**

Remove the proposal to build on the land to the east of Crofton cemetery.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**White, Lauren**

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**From:** SM-MMO-Consultations (MMO) <[REDACTED]>  
**Sent:** 22 July 2021 15:17  
**To:** Planning Policy  
**Subject:** RE: Regulation 19 Local Plan Consultation (18th June – 30th July 2021)

Dear Planning team,

Please consider these further comments regarding the Revised Publication Fareham Local Plan 2037 Regulation 19 Consultation documents. We advise that you take note of any relevant policies within the [South Marine Plan documents](#) in regard to areas and policies within the Revised Publication Local Plan that may impact upon the marine environment.

Our policies can be referred to as a guide, demonstrating your regard to the marine plans, under the [Marine and Coastal Access Act, 2009](#), and we suggest you make your own determination as to which policies are relevant. It is important to note that marine plan policies do not work in isolation, and decision-makers should consider a whole-plan approach.

We note that marine planning and the South Marine Plan is referred to within the Revised Publication Local Plan including a specific reference on how potential developers should take into account the South Marine Plan and its policies when considering development. It is positive that you have incorporated this as this is what we are looking for in Local Plans.

Should you require Marine Licences, please consider signposting to the Coastal Concordat. The Coastal Concordat requires each council to be signed up by 2021, as per the [25-Year Environment Plan](#):

“The government’s 25 Year Environment Plan includes a commitment for all local authorities with a coastal interest in England to be signed up to the coastal concordat by 2021. The concordat will be periodically reviewed, as was done in 2018 and 2019 to monitor the progress of this commitment.”

You may be interested to read the [three year report for the South Marine Plan](#) which has now been published.

Many thanks for the opportunity to comment.

I hope that previously you received our MMO standard response? If not, please see below:-

Thank you for including the Marine Management Organisation (MMO) in your recent consultation submission. The MMO will review your document and respond to you directly should a bespoke response be required. If you do not receive a bespoke response from us within your deadline, please consider the following information as the MMO’s formal response.

Kind regards,

The Marine Management Organisation

### **Marine Management Organisation Functions**

The MMO is a non-departmental public body responsible for the management of England’s marine area on behalf of the UK government. The MMO’s delivery functions are: marine planning, marine licensing, wildlife licensing and enforcement, marine protected area management, marine emergencies, fisheries management and issuing grants.

### **Marine Planning and Local Plan development**

Under delegation from the Secretary of State for Environment, Food and Rural Affairs (the marine planning authority), the MMO is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, a marine plan will apply up to the Mean High Water Springs (MHWS) mark, which includes the tidal extent of any rivers. As marine plan boundaries extend up to the level of MHWS, there will be an overlap with terrestrial plans, which generally

extend to the Mean Low Water Springs (MLWS) mark. To work together in this overlap, the Department of Environment, Food and Rural Affairs (Defra) created the [Coastal Concordat](#). This is a framework enabling decision-makers to co-ordinate processes for coastal development consents. It is designed to streamline the process where multiple consents are required from numerous decision-makers, thereby saving time and resources. Defra encourage coastal authorities to sign up as it provides a road map to simplify the process of consenting a development, which may require both a terrestrial planning consent and a marine licence. Furthermore, marine plans inform and guide decision-makers on development in marine and coastal areas.

Under Section 58(3) of [Marine and Coastal Access Act \(MCAA\) 2009](#) all public authorities making decisions capable of affecting the UK marine area (but which are not for authorisation or enforcement) must have regard to the relevant marine plan and the UK [Marine Policy Statement](#). This includes local authorities developing planning documents for areas with a coastal influence. We advise that all marine plan objectives and policies are taken into consideration by local planning authorities when plan-making. It is important to note that individual marine plan policies do not work in isolation, and decision-makers should consider a whole-plan approach. Local authorities may also wish to refer to our [online guidance](#) and the [Planning Advisory Service: soundness self-assessment checklist](#). We have also produced a [guidance note](#) aimed at local authorities who wish to consider how local plans could have regard to marine plans. For any other information please contact your local marine planning officer. You can find their details on our [gov.uk page](#).

See [this map on our website to locate](#) the marine plan areas in England. For further information on how to apply the marine plans and the subsequent policies, please visit our [Explore Marine Plans](#) online digital service.

The adoption of the [North East](#), [North West](#), [South East](#), and [South West Marine Plans](#) in 2021 follows the adoption of the [East Marine Plans](#) in 2014 and the [South Marine Plans](#) in 2018. All marine plans for English waters are a material consideration for public authorities with decision-making functions and provide a framework for integrated plan-led management.

### **Marine Licensing and consultation requests below MHWS**

Activities taking place below MHWS (which includes the tidal influence/limit of any river or estuary) may require a [marine licence](#) in accordance with the MCAA. Such activities include the construction, alteration or improvement of any works, dredging, or a deposit or removal of a substance or object. Activities between MHWS and MLWS may also require a local authority planning permission. Such permissions would need to be in accordance with the relevant marine plan under section 58(1) of the MCAA. Local authorities may wish to refer to our [marine licensing guide for local planning authorities](#) for more detailed information. We have produced a [guidance note](#) (worked example) on the decision-making process under S58(1) of MCAA, which decision-makers may find useful. The licensing team can be contacted at: [marine.consents@marinemanagement.org.uk](mailto:marine.consents@marinemanagement.org.uk).

### **Consultation requests for development above MHWS**

If you are requesting a consultee response from the MMO on a planning application, which your authority considers will affect the UK marine area, please consider the following points:

- The UK Marine Policy Statement and relevant marine plan are material considerations for decision-making, but Local Plans may be a more relevant consideration in certain circumstances. This is because a marine plan is not a 'development plan' under the

[Planning and Compulsory Purchase Act 2004](#). Local planning authorities will wish to consider this when determining whether a planning application above MHWS should be referred to the MMO for a consultee response.

- It is for the relevant decision-maker to ensure s58 of MCAA has been considered as part of the decision-making process. If a public authority takes a decision under s58(1) of MCAA that is not in accordance with a marine plan, then the authority must state its reasons under s58(2) of the same Act.
- If the MMO does not respond to specific consultation requests then please use the above guidance to assist in making a determination on any planning application.

### **Minerals and Waste Local Plans and Local Aggregate Assessments**

If you are consulting on a minerals and waste local plan or local aggregate assessment, the MMO recommends reference to marine aggregates, and to the documents below, to be included:

- The [Marine Policy Statement \(MPS\)](#), Section 3.5 which highlights the importance of marine aggregates and its supply to England's (and the UK's) construction industry.
- The [National Planning Policy Framework \(NPPF\)](#), which sets out policies for national (England) construction mineral supply.
- [The minerals planning practice guidance](#) which includes specific references to the role of marine aggregates in the wider portfolio of supply.
- [The national and regional guidelines for aggregates provision in England 2005-2020](#) predict likely aggregate demand over this period, including marine supply.

The minerals planning practice guidance requires local mineral planning authorities to prepare Local Aggregate Assessments. These assessments must consider the opportunities and constraints of all mineral supplies into their planning regions – including marine sources. This means that even land-locked counties may have to consider the role that marine-sourced supplies (delivered by rail or river) have – particularly where land-based resources are becoming increasingly constrained.

[Redacted]

Best wishes,

[Redacted]

**From:** Planning Policy <PlanningPolicy@fareham.gov.uk>

**Sent:** 18 June 2021 13:20

**Subject:** Regulation 19 Local Plan Consultation (18th June – 30th July 2021)

Dear Sir or Madam,

#### **Regulation 19 Local Plan Consultation (18<sup>th</sup> June – 30<sup>th</sup> July 2021)**

Fareham Borough Council is launching the next stage of its consultation on the Revised Publication Local Plan 2037. The Council is inviting comments on its Revised Publication Local Plan which it intends to submit to the Secretary of State for independent examination.

The Fareham Local Plan 2037 will replace the adopted Fareham Local Plan Parts 1 and 2. The Fareham Local Plan 2037 sets out the development strategy and policy framework for Fareham and once adopted, will be used to guide decisions on planning applications up to 2037. The Revised Publication Local Plan, on which the Council is now consulting, includes the addition of further sites that have been identified for development in the Borough to meet increased housing and employment need, as well as amendments as a resulting from previous Regulation 19 responses. These changes are indicated using struck through text and with additional text in red. The Revised Publication Local Plan is accompanied by a revised policies map which shows the policy allocations and designations.

**Where to view the proposed submission documents:**

The Revised Publication Local Plan, the proposed submission documents and the relevant evidence base, including any documents which have been amended or updated since the Publication Local Plan consultation in late 2020 will be available for inspection from 18 June 2021 until 30 July 2021:

- a. on the Council’s website at <https://www.fareham.gov.uk/localplanconsultation>
- b. subject to Covid 19 restrictions, by prior appointment at the Fareham Borough Council Offices during office hours:

Office opening hours (excluding Bank Holidays) are:

Monday to Friday 8.45 a.m. to 5.15 p.m.

During this consultation the revised Publication Local Plan and paper copies of the survey will be available for viewing at the libraries below.

Location	Opening Times
Fareham Library Osborn Road Fareham PO16 7EN	Monday & Tuesday 9.30am to 4.30pm Wednesday & Thursday 9.30am to 1.30pm Friday 9.30am to 4.30pm Saturday 9.30am to 4pm Sunday - Closed
Portchester Library West Street Portchester PO16 9TX	Monday 9:30am to 5pm Tuesday – Closed Wednesday 9.30am to 1.30pm Thursday 9.30am to 5pm Friday - Closed Saturday 10am to 12 midday Sunday- Closed
Lockswood Library Lockswood Centre Locks Heath District Centre SO31 6DX	Monday – Closed Tuesday, Wednesday & Thursday 9.30am to 5pm Friday- Closed Saturday- 10am to 12 midday Sunday- Closed
Stubbington Library Stubbington Lane Stubbington PO14 2PP	Monday & Tuesday 9.30am to 5pm Wednesday & Thursday – Closed Friday 9.30am to 5pm Sat 10am to 12 midday Sunday- Closed
Gosport Discovery Centre High Street, Gosport PO12 1BT	Monday, Tuesday & Wednesday- 9.30am – 4.30pm Thursday - Closed Friday - 9.30am to 4.30pm Saturday – 9.30am to 4pm Sunday- Closed

**Period of publication for representations:**

The Council will receive representations on the **revisions to the Publication Plan** for a six-week period which runs from **18 June 2021 until 11.59pm on 30 July 2021**. As set out in the Town and Country Planning (Local Planning) (England) Regulation 20 (2), **any representations must be received by the date specified**.

### **How to make representations:**

Representations can be made through the following means:

- Online: By using the Council's online response form at <https://www.fareham.gov.uk/localplanconsultation>
- Copies of the response form are available to download from the Council's website at: <https://www.fareham.gov.uk/localplanconsultation>. These can be emailed to [consultation@fareham.gov.uk](mailto:consultation@fareham.gov.uk) or posted to the address below.
- Emailing your response to [planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)
- Paper copies of the response form are available upon request by telephoning 01329 824601 or from local libraries
- Paper copy response forms should be sent to the Consultation Team, Fareham Borough Council, Civic Offices, Civic Way, Fareham, PO16 7AZ and must be received within the six-week consultation period stated above.

### **Content and structure of representations**

Following the consultation period, the Revised Publication Local Plan will be submitted for examination by an independent Planning Inspector, appointed by the Secretary of State. The Inspector's role is to examine whether the submitted plan meets the tests of soundness (as defined in the National Planning Policy Framework paragraph 35) and meets all the relevant legislative requirements, including the duty to co-operate.

The Planning Inspector will consider representations made during this period of consultation **as well as representations made in respect of the Publication Local Plan during the previous period of consultation which took place from 16 November 2020 until 18 December 2020**. Therefore, you do not need to re-submit any comments you made during that consultation.

Any comments on the **Revised Publication Local Plan** should specify the matters to which they relate and the grounds on which they are made.

Only the following matters will be of concern to the Planning Inspector:

- **Legal Compliance** – does the plan meet the legal requirements for plan making as set out by planning and environmental laws?
- **Soundness** – has the plan been positively prepared, is it justified, effective, and consistent with national policy?
- **Meeting the Duty to Cooperate** – has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?

### **Request for further notification of Local Plan progress**

When making a representation you can ask to be notified, at a specified address, of any of the following:

- Submission of the Revised Publication Local Plan to the Secretary of State for examination
- Publication of the recommendations of the Planning Inspector on behalf of the Secretary of State
- Adoption of the new Fareham Local Plan

It is important that the Planning Inspector and all participants in the examination process are able to know who has given feedback on the Revised Publication Local Plan. All comments received will therefore be submitted to the Secretary of State and considered as part of a public examination by the Inspector. In addition, all comments will be made public on the Council's website, including the names of those who submitted them. All other personal information will remain confidential and will be managed in line with the Council's Privacy Statement.

### **The Examination Process**

The examination is open to the public. Subject to the venue's seating availability and any Covid-19 restrictions, anyone can attend to listen to the discussions but there are strict rules which apply to those who wish to participate. If you wish to appear at the examination as a participant, such a

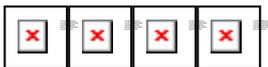
request must be made as part of the representation on the Publication Plan. The right to appear and be heard by the Inspector at a hearing session is defined in the Planning and Compulsory Purchase Act 2004 section 20 (6).

In light of Covid-19 restrictions, the examination may take place virtually. Full details of how the examination will take place and how people can attend to listen will be provided.

Thank you for your interest in the future development of Fareham Borough.

Kind regards

Planning Strategy Team  
Fareham Borough Council  
01329824601



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**Respondent details:**

Title:	Mr
First Name:	Alexander
Last Name:	Marshall
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA56- Land west of Downend Road**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Traffic on the A27 from Cams Hill to the Delme roundabout already get significantly backlogged at both morning an evening rush hour(most particularly in winter months). On page 151 of the local plan the new traffic routing implies the new connection providing highway access from the A27 (link to Junction 11) is unidirectional which will only alleviate the additional traffic caused by the new development during the evening rush hour. For the morning rush hour it appears the development will cause additional traffic through the new connection from the development to Downend Road. The revised plan references a study on traffic flow that has not been accessible to read making it impossible to validate the reasoning behind the headline comment that the changes will not impact peak traffic flow. If the development is to not impact the existing traffic flow then at a minimum access from the development to the A27 link to Junction 11 must be bi-directional to support entrance and egress to the new development.

**What modification(s) is necessary to make the Revised Pub...**

If the development (HA56) is to not significantly impact the existing traffic flow then at a minimum access from the development to the A27 link to Junction 11 must be bi-directional to support entrance and egress to the new development.

**How would the modification(s) you propose make the Revise...**

It would result in the new development not worsening the existing traffic flow from Cams Hill to Delme Roundabout

**Your suggested revised wording of any policy or text:**

It is not a case of rewording required to the policy but addressing the traffic flow concerns raised above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	mrs
First Name:	Anne
Last Name:	Masters
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

---

**1) Paragraph: HA46- 12 West Street, Portchester**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

BUT planning is now to be sought for 22 residences , not the 8 stated. The extra residences in theory are welcome to bring life back to the centre of Portchester,,but how will this affect parking spaces for possibly an extra 44 cars ? Our lorry park cannot be compromised and car parking is already over subscribed.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**Respondent details:**

Title:	Mrs
First Name:	Janet
Last Name:	Matthews
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The same arguments against this build are still relevant even with the new bypass being built. The roads, health services, nitrate levels, residents views and of course the displacement of local wildlife all show this is not a good site to build housing. The gap between Fareham and Stubbington will be gone even if a small park is made between them. Except for the park we will have no green space here. Now we have left the EU I am sure farm land will be necessary to help lower imported foods which countries will now tax us highly to import. I cannot understand why this farmland is being build on when there are other sites that are wasteland that could be used. Filling the gap between Fareham and Wickham should be enough for the moment. I feel the residents of Farehams comfort is not being taken into account. I do not want to live in a town full of housing and little else. It will no longer be a beautiful market town but a extention of the city. Please fight for us

**What modification(s) is necessary to make the Revised Pub...**

The land should stay as farmland

**How would the modification(s) you propose make the Revise...**

Leaving this site green will help fulfill some of the nitrate and wildlife issues the council is facing

**Your suggested revised wording of any policy or text:**

Because of the Nitrate and traffic issues the housing will be placed elsewhere

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

## PERSONAL DETAILS

A1 Is an Agent Appointed?

- Yes  
 No

A2 Please provide your details below:

Title:

Mr

First Name:

Jim

Last Name:

MCINTOSH

Job Title: (where relevant)

/

Organisation: (where relevant)

/

Address:

[Redacted]

Postcode:

Telephone Number:

Email Address:

A3 Please provide the Agent's details:

Title:

First Name:

Last Name:

Job Title: (where relevant)

Organisation: (where relevant)

Address:

Postcode:

Telephone Number:

Email Address:

B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

- |                                      | Yes                                 | No                                  |
|--------------------------------------|-------------------------------------|-------------------------------------|
| Legally compliant                    | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Sound                                | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| Complies with the duty to co-operate | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |

B3 Please provide details you have to support your answers above

The local Plan rides roughshod over the long established strategic gap between Stubbington + Fareham. The proposed housing allocation completely ignores the strength of local objection and is therefore unsound and fails in the duty to cooperate

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

To remove M25X and M25S from the housing allocation

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

The plan would reflect the wishes of the residents and protect the integrity of the precedent set in the strategic gap.

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

- Yes, I want to take part in a hearing session  
 No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

I do not believe that the Council has sought proper representation and that the policy is flawed.

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL

Which part of the Revised Publication Local Plan is your registration about?

- A paragraph Go to B1c
- A policy Go to B1b
- The policies map Go to B1c
- A new housing allocation site Go to B1d
- The evidence base Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

HA54 HA55

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

land south of Oakcroft Lane  
land south of Longfield Avenue

B1e Which new or revised evidence base document? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input checked="" type="checkbox"/>

B3 Please provide details you have to support your answers above

I don't believe it is a sound plan to continue building in what was an established strategic gap further adding to the pollution on the A32 into Fareham; adding to already stretched GP practices etc and ignoring completely local opposition. The local plan has been drawn up without regard to the local population and meetings held little advertised so not able to attend.

**Respondent details:**

Title:	Mrs
First Name:	Hilary
Last Name:	Megginson
Job Title: (where relevant)	Chair of resident group 'Save Warsash and the Western Wards'
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: Statement of consultation**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## Please provide details you have to support your answers a...

Legally Compliant: The Publication Plan Introduction Page 1 Para. 1.5 specifies that representations should focus solely on "Tests of Soundness" but is contradictory to FBC's guidance in 'Fareham Today' on Page 4 of the Reg. 19 Statement of Consultation, which includes the additional areas of "Legal Compliance" and "Duty to Cooperate". This is misleading and confusing to members of the public wishing to provide commentary in what is already a lengthy and complex process. This consultation exercise restricts public comments to the revisions and additions to this version but the previous draft Publication had to be scrapped, due to the premature and risky decision to apply the new housing need methodology before the government decided against adopting it. To restrict comments for this consultation is totally unfair as the public may want to comment on the whole plan not just the revisions. The consultation website even restricts drop down options to the revised sections only. Para 4.2 describes the methodology used to calculate Fareham's housing need. This methodology is premature and risky until we know the government's response to the Planning white paper 'Planning for the Future'. Since 2017 residents' concerns have not been considered regardless of protest marches, deputations and objections raised. For example, a petition against the various versions of draft plans, despite exceeding the prerequisite number of signatures needed to trigger a Full Council meeting debate, such debate was refused, even after a challenge was raised to the Council's scrutiny Board. No petition debate has taken place to date on this or previous plan versions. Para 4.2 describes the methodology used to calculate Fareham's housing need. This methodology is premature and risky until we know the government's response to the Planning white paper 'Planning for the Future'. In May 2021 residents challenged this council in the high court. The case was won with the Judge confirming 1) that the council acted unlawfully and unfairly towards the residents, that their evidence was ignored and that the residents were prejudiced by the late submission of documents by the Council and 2) that the Planning Committee failed to grapple with resident's request for a deferral. He stated the judgement needs to be shared with everyone concerned within the council in this case, as there are lessons to be learnt from this. Although residents are being consulted, this publication plan is another example of their views being ignored. For all of the above reasons, this consultation process and Publication Plan is not legally compliant. Complies with Duty to cooperate: Para 4.6 In agreeing to take up a shortfall in homes of 900 from Portsmouth, Fareham Council are taking a risk as we await the government's response to last year's consultation on the planning white paper, Planning for the Future, which proposes a key changes to remove the duty to cooperate and potentially removing the 5 year land supply. Page 37 Paras 4.12, 4.16 and Policy H1 Illustrates that whilst a contingency buffer of 1094 homes has been made, the Plan is heavily reliant on the certainty of delivery on 3610 houses at Welborne during the life of this plan. Sound: The total new homes proposed for specific sites across the Borough (not including Welborne) to 2037 is 5946. It is an unfair distribution for Warsash (proposed at 1001 dwellings) to contribute 17% of this quantum, with HA1 alone contributing 14%. The Western Wards contribution is 21%. There is no joined up "Masterplan" for HA1 (with all developers working in complete isolation of one another). Therefore, another environmental impact assessment must be conducted showing the cumulative effect of HA1 in its entirety. This is contrary to Design Policy D3 para 11.44 which states "Coordination of development within and adjacent to existing settlements and as part of area wide development strategies and masterplans is vital to ensure that developments are sustainable, appropriately planned and designed". Para 1.16: No mention is made of the 2017 unadopted draft Plan and Officers confirm it is the previous, 2015 plan which is extant. Para 4.8 Allows the LPA to consider Housing sites allocated in the previous adopted (extant) Local Plan. Yet, whilst HA1 did not feature in the extant 2015 Plan, page 38 ignores this, stating that housing will be provided through HA1 and other local sites. Developers have taken advantage of the LPA's decision to propose HA1 within (the now defunct) 2017 Plan and have submitted applications that the LPA have resolved to grant permission on (many ahead of and likely contrary to) the Publication Plan. Others claiming their sites fit well with HA1 has now resulted in the boundaries of HA1 being adjusted to accommodate them. This seems to mark an inappropriate powershift toward the Developers. It is discriminatory that community-generated evidence carries less weight than that provided by Developers consultants. E.g. regarding previous use of land in Nitrate budget calculations similarly with traffic survey results captured by residents and Community Speedwatch teams. Para 9.51 Whereas the LPA is aspiring to Nitrate Neutrality, Strategic Policy NE1 requires designated sites be protected and ENHANCED. Page 247 Para 9.54 indicates that proposals for development should provide a net REDUCTION in eutrophication for designated sites in an unfavourable condition, restoring the condition to favourable. However, Para 9.50 (Policy NE4) confirms permissions will be granted when the integrity of designated sites be maintained but the word IMPROVED has been removed. Policy D4 claims the council will "seek to improve water quality" which contradicts Policy NE4. The LPA's approach therefore contravenes both the Habitats Directive and the Publication Plan in respect of these policies. It is unclear how any development could be contemplated in the Fareham Borough without negatively impacting the SAC and RAMSAR sites and therefore based on proximity alone, this would invalidate the deliverability of these developments. Strategic policy NE2: The Hampshire and Isle of Wight Wildlife Trust considers a wording change to Policy 'NE2: Biodiversity and Nature Conservation' to ensure that the delivery of 'net gains' in biodiversity is the minimum required achievement. New wording to be "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and deliver net gains in biodiversity, where possible." Natural England strongly recommends that all developments achieve biodiversity net gain. To support this approach, we suggest that the policy wording or supporting text includes a requirement for all planning applications to be accompanied by a Biodiversity Mitigation and Enhancement Plan (BMEP) that has been approved by a Hampshire County Council (HCC) Ecologist. In line with the NPPF and in order to achieve net gain in biodiversity, the following change of wording is proposed by Natural England "Development proposals should seek to provide opportunities to incorporate biodiversity within the development and provide net gains in biodiversity". The policy states 1 or more dwellings should provide 10% net gain for biodiversity. Habitats Regulation Assessment (2021) Natural England advise it is the responsibility of the LPA to fulfil its legal obligations and satisfy themselves beyond scientific doubt, that adverse effects on the designated SAC, SPA and RAMSAR

## Please provide details you have to support your answers a...

### What modification(s) is necessary to make the Revised Pub...

Public consultation in the true sense of the word needs to be demonstrated by this council. It should not be an 'ask and ignore' approach which at best, is all we have had since 2016. To facilitate a consultation process that a lay man would understand, communicating the proposals and implications with clarity and in plain English. The current process is complex, sometimes inaccurate and has the effect of discouraging engagement from residents, not because they don't want to but because they find the whole process off-putting, overwhelming and confusing. This Publication plan consultation is an example. Equal weight needs to be applied to all party's representation in planning decisions and this has to be evident to all concerned. Premature and risky decisions like the ones made in this and the previous plan must not be repeated in the future. Restricting the scope of a public consultation should not be allowed. Lessons must be learned from High Court Judgements against this council on the way they handle members of the public. Distribution of new dwellings must be fair. High numbers of housing development on adjacent sites must be coordinated with a Masterplan Settlement boundaries need to be protected when making decisions and determining planning applications, not moved to enable the granting of permission in countryside Protected sites must be restored to favourable conditions and water quality improved. Biodiversity net gain targets must be planned for and achieved Lessons must be learned from High Court Judgements in order for this council to fulfil their legal obligations with regard to the Habitats Directive. CO2 emission targets need to be stated and achieved Education proposed extensions of child placements need to extend to the length of this plan i.e. up to 2037 and reflect the numbers of new dwellings such as 1001 in Warsash Health care provision needs to be expanded to reflect the numbers of new dwellings such as those in Warsash

### How would the modification(s) you propose make the Revise...

Communication of any documents that impact the public need to be written clearly and concisely. Not everyone is trained in planning law. This would help to fulfil the council's legal obligation to consult. Application of the rules at all times should be a given. If the council's rules state a petition will trigger a debate at full council if it meets the required number of signatures, this should be applied. All evidence presented regardless of who presents it should at least be considered to carry equal weight by the council. Concerns over what may or may not happen if an application or consultation does not go the way the council want it to, shouldn't be a deciding factor. Council procedures need to be reviewed to ensure a democratic rather than autocratic approach to decision making More certainty on the council's own housing position with regard to dependancy on Welborne, its ability to meet unmet need of neighbouring boroughs and the capacity to do so in respect of it's 5 year land supply will avoid unnecessary taxpayer's expense such as we have seen in the preparation of this plan, the second one to be 'ripped up' and not adopted since 2017. Masterplans are required in order to comply with Design Policy D3 para. 11.44 Maximising development within urban areas is required to comply with Para. 2.12 "Strategic Priorities" There is a legal obligations to comply with the Habitats Directive Para. 8.60 Section 8 mentions the requirement of meeting CO2 emission targets but currently those targets are not stated. The infrastructure Deliver Plan at para.10.26 and 10.27 describes Education as critical prioritisation The infrastructure Deliver Plan at para.10.26 describes Health Care as critical prioritisation

### Your suggested revised wording of any policy or text:

A 'variety of methods' used to solicit comments from the public should be expanded to 'ensure the material is easily understood.' Members of the public need to be clear about what they can expect when engaging with the council. A simple 'if you do this', 'we will do that' would suffice. The rules and guidance need to be executed correctly. The council needs to demonstrate how they have applied equal weight to the public's contributions and that of other representatives regardless of whether 'for' or 'against' a proposal. References to be made to applying the recommended up to date methodology not one which may or may not be adopted in the future Any risk regarding dependencies impacting this council's ability to deliver the plan needs to be explicit with appropriate contingency built in. This plan should contain accurate accounts of due process and obligations Procedures need to be reviewed regularly to ensure compliance with guidance Policies and procedures must be reported on compliance and be seen to be applying them Its important to display policies and procedures in the public domain but equally important that this council follows its own guidance not changing the rules when it suits them Critical prioritisation and legal obligations must be addressed in plans

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

As the representative of thousands of local residents since 2016, there is a need for them to have a voice in decisions which impact their lives. Community involvement can easily be evidenced but consideration for their concerns and suggestions is absent and has been for years. The accuracy and undemocratic approach described in my submission is replicated in a number of topics within this plan.



---

**Respondent details:**

Title:	Mr
First Name:	Robert
Last Name:	Megginson
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	Self
Address:	
Postcode:	
Telephone Number:	
Email Address:	

---

**1) Paragraph: Statement of consultation**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

## **Please provide details you have to support your answers a...**

Legal compliance The Publication Plan Introduction Page 1 Para. 1.5 specifies that representations should focus solely on "Tests of Soundness" but is contradictory to FBC's guidance in 'Fareham Today' on Page 4 of the Reg. 19 Statement of Consultation, which includes the additional areas of "Legal Compliance" and "Duty to Cooperate". This consultation process has specifically restricted public comments to the revisions and additions to this version as the previous draft Publication had to be scrapped. This was due to the premature and risky decision by FBC to apply the new housing need methodology before the government decided against adopting it. Restricting comments for this consultation is unjust and unfair. The public may wish to comment on the whole plan not just the revisions. The consultation website even restricts drop down options to the revised sections only. Para 4.2 describes the methodology used to calculate Fareham's housing need. This is not democracy but the Council yet again prescribing what the public can comment on. This methodology is in advance of the government's response to the Planning white paper 'Planning for the Future' and hence there is a risk that this will be changed. Residents have voiced their concerns since 2017 and been largely ignored by the Council. The concerns have not been considered regardless of protest marches, deputations and objections raised. For example, a petition against the various versions of draft plans, despite exceeding the prerequisite number of signatures needed to trigger a Full Council meeting debate, such debate was refused, even after a challenge was raised to the Council's scrutiny Board. No petition debate has taken place to date on this or previous plan versions. Para 4.2 describes the methodology used to calculate Fareham's housing need. This methodology is premature and risky until the outcome of the Government's response to the Planning white paper 'Planning for the Future' is known. In May 2021 residents challenged this council in the high court and won the case. The Judge confirmed: 1) that the council acted unlawfully and unfairly towards the residents, that their evidence was ignored and that the residents were prejudiced by the late submission of documents by the Council and; 2) that the Planning Committee failed to grapple with resident's request for a deferral. He stated the judgement needs to be shared with everyone concerned within the council in this case, as there are lessons to be learnt from this. Although residents are being consulted, this publication plan is another example of their views being ignored. For all of the above reasons, this consultation process and Publication Plan is not legally compliant. Soundness: Policy HA1 (currently Greenfield sites), is proposed to be re-designated as an urban area (via the re-definition of Settlement Boundaries ref. WW17). In the Foreword to Publication Plan: Greenfield sites are less favoured locations for development. Para 2.10 states Fareham Borough will retain its identity, valued landscapes and settlement definition and will protect its natural, built and historic assets. The proposed allocation of Policy HA1 contradicts these aspirations and those of Para 2.12 "Strategic Priorities" which strive to maximise development within the urban area and away from the wider countryside and to create places which encourage healthier lifestyles. The re-designation of the Policy HA1 to urban status and the movement of the Settlement Boundary to encompass it, is a blatant and possibly, unethical, manoeuvre by stealth of the council, to suit its own planning aspiration and objectives. Publication plan 'Foreword' focusses development in urban or edge of settlement locations, rather than greenfield sites. Strategic priority 2. States In the first instance maximise development within the urban area and away from the wider countryside, valued landscapes and spaces that contribute to settlement definition. Strategic Policy DS1 (Paras 5.6 and 3.36) deals with the need (in exceptional circumstances and where necessary and justified) for residential development in the countryside on previously developed land. Additionally, Policy HP1 calls for the efficient use of existing buildings to meet such need on a one-for one replacement dwelling basis. These conditions do not apply to HA1 and therefore it seems the "convenient" alternative was for FBC to redraw the urban boundary! Complies with Duty to cooperate: Para 4.6 In agreeing to take up a shortfall in homes of 900 from Portsmouth, Fareham Council are taking a risk as we await the government's response to last year's consultation on the planning white paper, Planning for the Future, which proposes a key changes to remove the duty to cooperate and potentially removing the 5 year land supply. Page 37 Paras 4.12, 4.16 and Policy H1 Illustrates that whilst a contingency buffer of 1094 homes have been made, the Plan is heavily reliant on the certainty of delivery on 3610 houses at Welborne during the life of this plan.

## **What modification(s) is necessary to make the Revised Pub...**

The Council have not demonstrated and desire to listen to residents or to accept any recommendation from residents, which is true consultation. It is currently an paper exercise as a tick box to achieve what the FBC want. The current process is extremely complex, sometimes inaccurate and has the effect of discouraging engagement from residents, not because they don't want to but because they find the whole process off-putting, totally overwhelming and utterly confusing. This Publication plan consultation is an example

**How would the modification(s) you propose make the Revise...**

Communication of any documents that impact the public need to be written clearly and concisely. Not everyone is trained in planning law. This would help to fulfil the council's legal obligation to consult. Application of the rules at all times should be a given. If the council's rules state a petition will trigger a debate at full council if it meets the required number of signatures, this should be applied. All evidence presented regardless of who presents it should at least be considered to carry equal weight by the council. Concerns over what may or may not happen if an application or consultation does not go the way the council want it to, shouldn't be a deciding factor. Council procedures need to be reviewed to ensure a democratic rather than autocratic approach to decision making More certainty on the council's own housing position with regard to dependancy on Welborne, its ability to meet unmet need of neighbouring boroughs and the capacity to do so in respect of it's 5 year land supply will avoid unnecessary taxpayer's expense such as we have seen in the preparation of this plan, the second one to be 'ripped up' and not adopted since 2017. Masterplans are required in order to comply with Design Policy D3 para. 11.44 Maximising development within urban ares is required to comply with Para. 2.12 "Strategic Priorities" There is a legal obligations to comply with the Habitats Directive Para. 8.60 Section 8 mentions the requirement of meeting CO2 emission targets but currently those targets are not stated. The infrastructure Deliver Plan at para.10.26 and 10.27 describes Education as critical prioritisation The infrastructure Deliver Plan at para.10.26 describes Health Care as critical prioritisation

**Your suggested revised wording of any policy or text:**

A 'variety of methods' used to solicit comments from the public should be expanded to 'ensure the material is easily understood.' Members of the public need to be clear about what they can expect when engaging with the council. A simple 'if you do this', 'we will do that' would suffice. The rules and guidance need to be executed correctly. The council needs to demonstrate how they have applied equal weight to the public's contributions and that of other representatives regardless of whether 'for' or 'against' a proposal. References to be made to applying the recommended up to date methodology not one which may or may not be adopted in the future Any risk regarding dependencies impacting this council's ability to deliver the plan needs to be explicit with appropriate contingency built in. This plan should contain accurate accounts of due process and obligations Procedures need to be reviewed regularly to ensure compliance with guidance Policies and procedures must be reported on compliance and be seen to be applying them Its important to display policies and procedures in the public domain but equally important that this council follows its own guidance not changing the rules when it suits them Critical prioritisation and legal obligations must be addressed in plans

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

To ensure a balanced view of the plan is heard by all

---

**2) Paragraph: Statement of consultation**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Why does this process NOT permit comments against any site in the plan? New site/s appear to have been added to the HA 1 Cluster. This is immoral and potentially unlawful. As the previous plan was never adopted and hence prevuios comments not addressed, how is the considered 'consultation'?

**What modification(s) is necessary to make the Revised Pub...**

Expand the process to cover ALL of the plan not just those added since the previous version.

**How would the modification(s) you propose make the Revise...**

It would allow all residents to comment on all the plan!

**Your suggested revised wording of any policy or text:**

Allow all residents and organisations to comment on the the full breadth and depth of the plan!

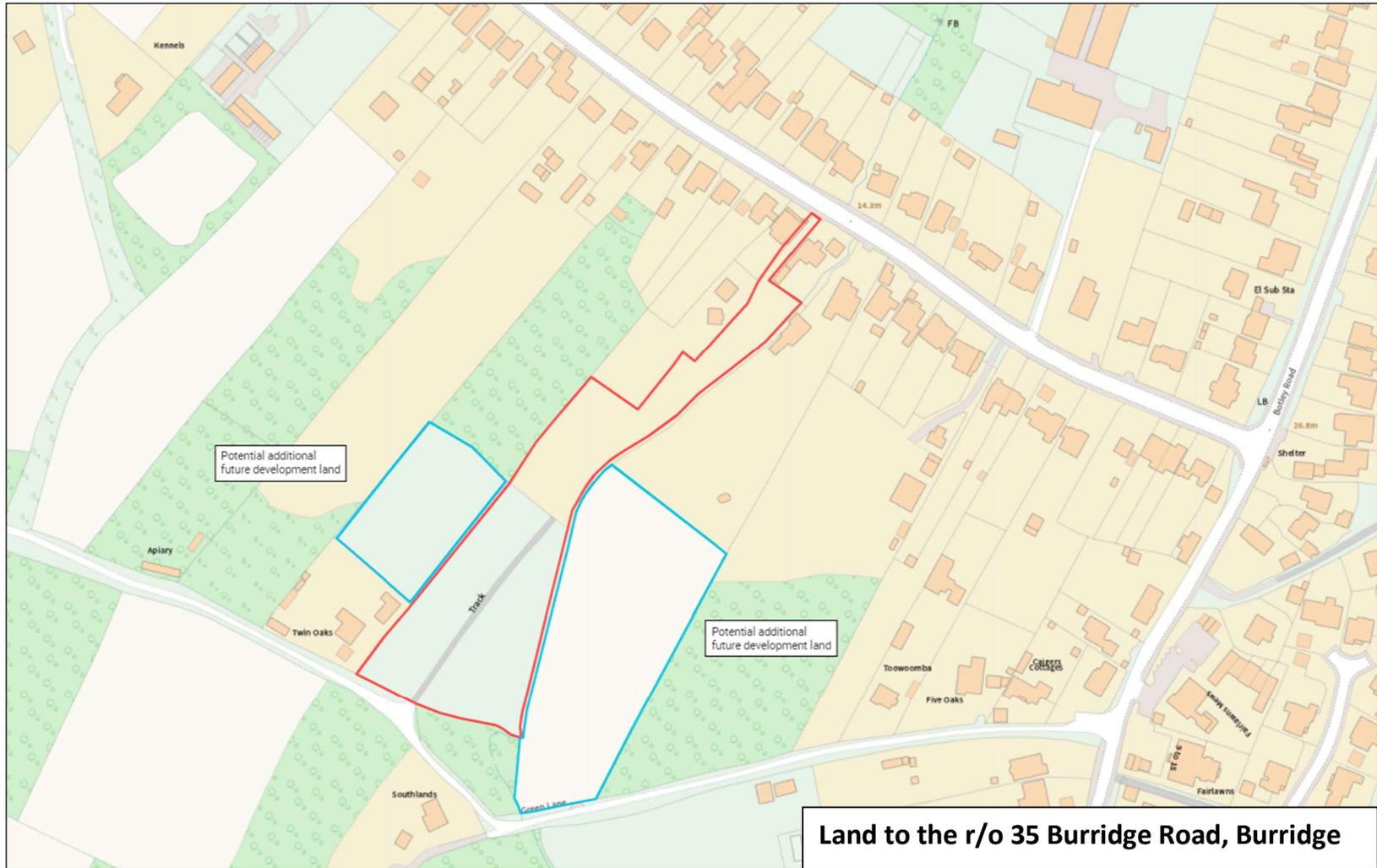
**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

Because we have a right to be heard!

---



**Respondent details:**

Title:	Mr
First Name:	Joe
Last Name:	Maphosa
Job Title: (where relevant)	Strategic Land Manager
Organisation: (where relevant)	Metis Homes
Address:	[REDACTED]
Postcode:	[REDACTED]
Telephone Number:	[REDACTED]
Email Address:	[REDACTED]

**1) Policy: H1**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

POLICY H1 is not justified or positively prepared for the following reasons; Unmet need Fareham Borough Council straddles the two Housing Market Areas (HMAs) of Portsmouth (broadly consistent with the Eastern Wards of the borough) and Southampton (broadly consistent with the Western Wards of the borough). The level of unmet need within some of the local authorities within Fareham’s respective HMAs as set out in Table 4 of the Partnership for South Hampshire (PfSH) Statement of Common Ground (September 2020) is reproduced below;

- Eastern Wards (Portsmouth HMA) o Portsmouth formal request for 1,000 dwellings (669 as currently estimated by PfSH SCOG September 2020) o Gosport – estimated at 2,585
- Western Wards (Southampton HMA) o Southampton – 3,128 o New Forest – 2,525 o Eastleigh – 2,769

In total there is an established shortfall within these authorities of approximately 11,676. To make a mere contribution of 900 does not represent a positive approach to addressing the unmet needs of the HMAs and pales in comparison to Winchester City Council’s contribution of 2,226 representing a 59% over-delivery on their respective housing requirement and a 20% share of the unmet needs within PfSH. Fareham has potential additional sites such as the land rear of Burrigge Road which can help address the established unmet need. At the very least Fareham should be looking match Winchester’s contribution if not significantly more due Fareham’s comparatively greater functional links with Portsmouth, Gosport, Eastleigh and Southampton. Reflective of the above Fareham Borough Council should be seeking to deliver as a minimum 10,886 dwellings. Stepped Trajectory The recent trends referred to by the council as justification for a stepped trajectory are related to the Solent Nitrates which, owing to the council’s amazing work in partnership with the PfSH is largely resolved with sufficient mitigation identified in the short-term to meet housing delivery requirements and strategic solutions being developed and anticipated to be implemented in the medium to long term. This will reverse the ‘recent trends’ and normalise delivery rates. In addition to the above, as of April 2021, there were 869 homes with permission with a further 4,184 dwellings with resolution to grant planning permission. This is sufficient to meet the delivery requirements without the implementation of a stepped trajectory. Furthermore, Policy HP4: Five-Year Housing Land Supply provides a mechanism to ensure that a Five-year Housing Land supply would be maintained. Moreover, there are ample small to medium sized sites such as the Land to the rear of 35 Burrigge Road which can quickly deliver much needed homes. Based on the points above we are of the opinion that there is no justification for a stepped trajectory.

**What modification(s) is necessary to make the Revised Pub...**

An increase in the level of unmet need from the PfSH area to be met by Fareham and removal of a stepped trajectory.

### How would the modification(s) you propose make the Revise...

The revised wording would ensure that the Plan is positively prepared in terms of helping meet the clearly established unmet needs in the PfSH and additionally the removal of a stepped trajectory will boost the supply of homes which has been markedly reduced due to the Solent Nitrates issue which is now largely resolved.

### Your suggested revised wording of any policy or text:

Strategic Policy H1: Housing Provision The Council will make provision for at least 10,890 net new homes across the Borough during the Plan period of 2021-2037, Housing will be provided through;

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

The matters raised by our representation have significant implications for the plan and require significant discussion at EiP.

## 2) Policy: HP2

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### Please provide details you have to support your answers a...

Given the significant levels of unmet need in the Partnership for South Hampshire (PfSH) and constraints to short-term supply of housing the inclusion of an arbitrary limit of four dwellings in the policy wording is not a justified approach as bullet point 4 of the policy would be sufficient to avoid over development. The council has not set out any evidence or justification for this approach. Furthermore, a limit of 1 ha in line with the NPPF definition and equally that of Policy HP6: Exception Sites is considered more appropriate. This is because theoretically on a site where development for an Exception site would be permissible under Policy HP6 development under Policy HP2 would equally be applicable as such for consistency a 1 ha limit should be applied as opposed to a 4 dwelling limit. The wording of para 5.16 has the effect of policy wording and as such should be set out within the policy wording to allow for proper scrutiny. Furthermore, the wording is not reflective of accessibility in relation to cycling nor does it reflect the rise of the use of grocery delivery services which have significantly increased recently during the COVID 19 pandemic. The policy when read as a whole is therefore not consistent with national policy.

### What modification(s) is necessary to make the Revised Pub...

Removal of a 4 dwelling limit and inclusion of a 1 ha size limit instead in line with the NPPF and other policies with the plan.

### How would the modification(s) you propose make the Revise...

The proposed modifications would make the plan sound by ensuring that it is positively prepared, justified and consistent with national policy.

### Your suggested revised wording of any policy or text:

Policy HP2: New Small-Scale Development Outside the Urban Areas New small-scale housing development outside the Urban Area boundary, as shown on the Policies map, will be permitted where: 1) The site is within or adjacent to existing areas of housing; or 2) The site is well related to the settlement boundary; and 3) The site is within reasonable walking distance to a good bus service route or a train station as well as safe walking and cycling routes that connect to a local, district or town centre; and 4) It comprises development that does not adversely affect the predominant development form of the area, taking particular account of: a. building line and scale of adjacent dwellings; b. plot size and proportion, c. site coverage/ratio, d. space between dwellings, e. landscape and views through to countryside beyond; and 5) It comprises development: a. Of not more than 1 ha; and c. That does not extend the settlement frontage.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

The matters raised by our representation have significant implications for the plan and require significant discussion at EiP.

**3) Policies map: Strategic Gap**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The current policies map does not recognize Burr ridge as a settlement despite its significantly built-up nature similar to the settlements of Hook & Chilling and equally Funtley which are identified as settlements in their own right despite being similar or smaller in size in comparison to Burr ridge.

**What modification(s) is necessary to make the Revised Pub...**

The inclusion of a settlement boundary for Burr ridge.

**How would the modification(s) you propose make the Revise...**

The proposed modification would make the plan sound by reflecting a Justified approach.

**Your suggested revised wording of any policy or text:**

Include a settlement boundary for Burr ridge.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

The matters raised by our representation have significant implications for the plan and require significant discussion at EiP.

**4) Paragraph: 1.15**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Paragraph 1.35 sets out what the council considers to be Strategic Policies contained within the local plan. By the council assessment these policies address the priorities for the development and use of land in the Borough. Policies HP2 , HP4 and HP6 should be included within this list as they have a significant bearing on the development and use of land in the borough.

**What modification(s) is necessary to make the Revised Pub...**

Inclusion of Policies HP2, HP4 and HP6 in the list of Strategic Policies

### How would the modification(s) you propose make the Revised...

The proposed modification would make the plan sound by making it consistent with national policy.

### Your suggested revised wording of any policy or text:

Paragraph 1.35 The NPPF requires that the Local Plan includes strategic policies to address the priorities for the development and use of land in the Borough. The Fareham Local Plan Strategic Policies are identified throughout the plan and for ease are listed below: • DS1 - Development in the Countryside • DS2 - Development in Strategic Gaps • DS3 - Landscape • H1 - Housing Provision • HP2- New Small-scale Development Outside Defined Urban Areas • HP4 - Five-Year Housing Land Supply • HP6: Exception Sites • E1 - Employment Land Provision • R1 - Retail Hierarchy and Protecting the Vitality and Viability of Centres • R4 - Community and Leisure Facilities • CC1 - Climate Change • NE1 – Protection of Nature Conservation, Biodiversity and the Local Ecological Network • TIN1 – Sustainable Transport • TIN4 – Infrastructure Delivery • HE1 - Historic Environment and Heritage Assets

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

The matters raised by our representation have significant implications for the plan and require significant discussion at EiP.

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## 5) Policy: H1

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

### Please provide details you have to support your answers a...

A significant amount of additional housing sites are required to be identified and in particular small sites to help address the unmet needs within PfSH and to boost housing delivery. Land to the rear of 35 Burr ridge Road, Burr ridge, SO31 1BY is one such such and is available now and deliverable. As separate email with the redline boundary of the site will be provided in due course as the consultation platform does not appear to include a facility for uploading documents.

### What modification(s) is necessary to make the Revised Pub...

Inclusion of additional small sites such as the land to the rear of 35 Burr ridge Road.

### How would the modification(s) you propose make the Revised...

Additional housing sites would result in the plan being Positively Prepared, Justified and Consistent with national policy.

### Your suggested revised wording of any policy or text:

Inclusion of an allocation policy identifying the Land to the rear of 35 Burr ridge Road housing development.

### If your representation is seeking a modification to the P...

Yes, I want to take part in a hearing session

### Please outline in the box below why you consider it neces...

The matters raised by our representation have significant implications for the plan and require significant discussion at EiP.

## White, Lauren

---

**From:** Keely, Lauren  
**Sent:** 02 July 2021 09:20  
**To:** Trott, Katherine  
**Cc:** Drake, Pete; Younger, Emma  
**Subject:** Representation - Future Development in Fareham.

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Hello Katherine,

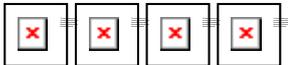
I hope you have had a lovely time off.

Please see below a representation we have received please can this be recorded.

Thank you

Kind regards

Lauren Keely  
Technical Officer (Strategy)  
Fareham Borough Council  
01329824601



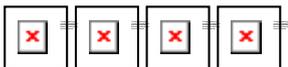
---

**From:** Development Management <[devcontrol@fareham.gov.uk](mailto:devcontrol@fareham.gov.uk)>  
**Sent:** 01 July 2021 17:25  
**To:** Planning Strategy <[PlanningStrategy@fareham.gov.uk](mailto:PlanningStrategy@fareham.gov.uk)>  
**Subject:** FW: Future Development in Fareham.

Good afternoon,  
Please see below re "Future Development in Fareham".

Many thanks

Karen Watson  
Business Support and CIL Administration Officer (Development Management)  
Fareham Borough Council  
01329824356



---

**From:** [REDACTED]  
**Date:** Thursday, 1 July 2021, 14:41:45  
**To:** [customerservicecentre@fareham.gov.uk](mailto:customerservicecentre@fareham.gov.uk) <[customerservicecentre@fareham.gov.uk](mailto:customerservicecentre@fareham.gov.uk)>  
**Subject:** Future Development in Fareham.

Dear Sir/Madam, I have just received a copy of the above. I feel we have been betrayed. I understood that Welborne would take up the bulk of our housing requirements with additional brownfield sites. If 1250 homes are to be built south of Longfield Avenue we shall be surrounded by housing and extra traffic on already overcrowded roads. The next step will be more housing south of Paul's Hill meaning that Fareham will be one with Stubbington and Titchfield. It will mean the loss of an essential "Green lung" and all attendant wildlife. We have been "hoodwinked" in the false promise of Welborne which I think is doomed to failure.

Yours sincerely, G.Millener.

Sent from [Mail](#) for Windows 10

## White, Lauren

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**From:** Chris Bedekovic <[REDACTED]>  
**Sent:** 28 July 2021 15:14  
**To:** Consultation  
**Cc:** Lindsay Goodyear  
**Subject:** Local Plan consultation representations  
**Attachments:** DS1\_development\_in\_the\_countryside.pdf; HA4\_land\_east\_Downend\_RD.pdf; HA56\_land\_west\_Downend\_RD.pdf; HP7\_adaptable\_and\_Accessibile\_dwellings.pdf; HP9\_Self\_build.pdf; NE2\_Biodiversity\_net\_gain.pdf; Policy\_H1.pdf; Policy\_NE8.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Good afternoon

Please find attached our representations on the Revised Publication Local Plan on behalf of our client Miller Homes. This includes representations relating to the following policies:

- DS1
- HA4
- HA56
- HP7
- HP9
- NE2
- H1
- NE8

I would appreciate if you could confirm receipt of the attached representations.

Many thanks and kind regards  
Chris

--

Chris Bedekovic AssocRTPI  
Senior Planner

[REDACTED]





TERENCE  
O'ROURKE



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## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

**A1. Is an agent appointed:**

Yes:

No:

**A2. Please provide your details:**

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

**A3. Please provide the Agent's details:**

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:*  
*Organisation:*  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- Paragraph (B1a)
- DS1 Policy (B1b)
- Policies map (B1c)

**B1a Which paragraph?**

n/a

**B1b Which policy?**

DS1 Development in the countryside

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

The wording of policy DS1 is not consistent with National Policy. The policy outlines criteria where development outside the urban area will be supported, but requires proposals in these instances to demonstrate that they are not the best and most versatile agricultural land.

The NPPF is clear that whilst planning policies need to recognise the best and most versatile agricultural land (paragraph 175), footnote 58 is clear that “*where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of higher quality*”. The National Policy stance is not to prevent the use of the best and most versatile agricultural land but to support a preference for lower quality land and this only applies to ‘*significant developments*’. The policy text should be amended to be consistent with this approach.

**B4a. What modifications(s) is necessary to make the Local Plan legally compliant and or sound?**

The policy text should be consistent with National Policy and not seek to prevent development on the best and most versatile agricultural land but to demonstrate a preference for low quality land. It should be noted that other factors need to be taken into consideration, for instance, the lowest quality agricultural land may not be in the most accessible locations or suitable for development.



**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

Providing consistency with National Planning Policy would make this part of the policy sound, the text for criterion m) can be deleted as this aspect is covered by National Policy.

**B4c. Your suggested revised working of any policy or text:**

Delete criterion m, this aspect is covered by National Planning Policy.

**B5a. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5b. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

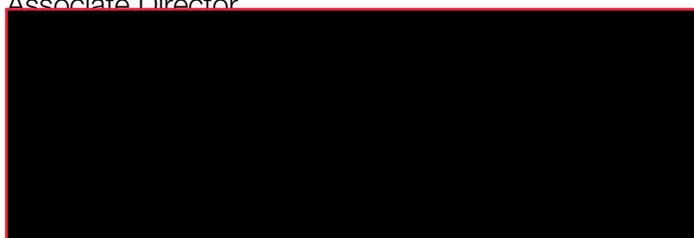
No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:*  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

Paragraph (B1a)

Policy (B1b)

Policies map (B1c)

**B1a Which paragraph?**

**B1b Which policy?**

H1: Housing provision

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	<b>Yes</b>	<b>No</b>
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

**Fareham’s Housing Need**

Whilst it is recognised that significant changes have been made by Fareham Borough Council to the calculation of the housing requirement (now based on the standard methodology), which are supported, there are still several concerns regarding the number of new homes planned for over the plan period, which are set out below.

**Duty to cooperate**

The NPPF, para. 35, states that councils should provide a strategy “*which, as a minimum, seeks to meet the area’s objectively assessed needs and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated, where it is practical to do so and is consistent with achieving sustainable development*”.

The plan acknowledges that there is unmet need in Portsmouth (1,000 homes and Gosport (2,500 homes), however, only provides 900 homes to meet Portsmouth’s need, which itself falls short of meeting Portsmouth’s need.

Gosport is bordered by Portsmouth Harbour, the Solent and Fareham Borough Council, so there really isn’t any other immediate neighbours that would be able to help by taking any unmet need. Fareham Borough Council has not demonstrated that

it would not be practical or that it would be inconsistent with achieving sustainable development to meet some or all of this need and as such the plan has failed to meet the requirement of the NPPF and its duty to cooperate.



There is additional land in the Borough and allocated sites that could deliver higher numbers of new homes, that we touch on below, that can help to accommodate this unmet need.

### Housing Provision: Stepped Approach

The stepped approach to housing land supply is entirely inconsistent with the NPPF. The plan seeks to justify a stepped approach on the basis of when sites are likely to deliver. This is the wrong way round. The NPPF requires a clear and staged approach:

1. Identify the overall need (para 60)
2. Identify sufficient deliverable sites to meet the five-year need (para 68)
3. Identify sufficient developable sites to meet the need post year 6 (para 68)

NPPF paragraph 74 does not facilitate a stepped approach, indeed the PPG confirms:

*“The method provides authorities with an annual number, based on a 10 year base line, which can be applied to the whole plan period.” (2a-012-20190220)*

It is understood that there is reliance on delivery at Welborne, but this development already has a resolution to grant planning permission and is relied on in the five-year supply. Other sites are said, at paragraph 4.16, to be expected to start delivering at the end of the five-year period. If this is the case, more land should be identified to contribute to the deliverable five-year supply. The allocation of additional sustainable sites in the deliverable supply would likely alleviate the under delivery within the first few years of the plan period.

It is unacceptable for the Council not only to fail to plan for sufficient housing land but to seek to delay and limit provision to the later part of the plan period, leaving a whole generation without sufficient housing. In particular, the council will have a housing deficit of over 700 for a period of five years, between the years 2023 and 2028. By illustration, if the Council pursues this course of action, supply of housing will not catch up with housing need until year 2031/2032, as follows:

Year	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37
Need	541	541	541	541	541	541	541	541	541	541	541	541	541	541	541	541
Accumulating	541	1082	1623	2164	2705	3246	3787	4328	4869	5410	5951	6492	7033	7574	8115	8656
Stepped Requirement	300	300	300	545	545	545	545	720	720	720	720	720	720	720	720	720
Accumulating	300	600	900	1445	1990	2535	3080	3800	4520	5240	5960	6680	7400	8120	8840	9560
Shortfall / surplus	-241	-482	-723	-719	-715	-711	-707	-528	-349	-170	9	188	367	546	725	904

Delivery of new homes needs to be brought forward in the plan period to ensure compliance and consistency with the NPPF.

## Housing supply



The message in the consultation paper and in the Planning for the Future White Paper is clear that the planning system needs to ensure “*sufficient land is released for homes*” (paragraph 6, Changes to the current planning system, consultation paper). In fact, paragraph 6, goes on to highlight the issue that adopted local plans only provide for 187,000 homes a year, significantly below the 300,000 homes a year government target and also less than the 241,000 homes delivered in 2019. This is a clear indication that local plans are failing to provide sufficient homes to meet needs. A planned step change in delivery is essential.

Fareham has suffered from consistent under delivery of housing for many years, as evidenced by the Council’s latest Annual Monitoring Reports (2019-2020), published March 2021. Even in the last few years a delivery deficit of 236 new homes has accumulated in the three years between 2017/2018 - 2019/2020, if assessed against the housing standard methodology need figure base-dated at April 2020 (514dpa).

Further, Appendix B of the draft Local Plan outlines an anticipated delivery deficit of 56 new homes in 2022/2023, even against the low target of 300 dpa. As mentioned above, if assessed against the updated standard housing methodology need figure in consideration of the March 2021 affordability ratio (541 dpa), the council would significantly under deliver until 2023/2024.

As set out by the Government and reflected at the national level, this clearly highlights the need to plan for more homes now, to ensure both market and affordable housing is delivered to meet the identified need. As set out above, it is inconsistent with the NPPF and unjustified in Fareham Borough to take the approach of retrofitting the requirement to supply towards the latter part of the plan period, from a target of 300 dpa in 2021/22 - 2023/24, to 545 dpa in 2024/25 - 2027/28 and 720 dpa in 2028/29 - 2036/2037.

Identifying deliverable sites for the entire plan period is key. However, the plan does not take this approach.

Strategic Policy H1 includes 869 dwellings with outstanding planning permission (be that full or outline) to be delivered in the plan period but it provides no evidence that all these permissions will progress to completion of new homes at the point envisaged.

Clearly this evidence, lacking from the Reg 19 consultation, is absolutely essential in order to test the effectiveness of the plan. The housing trajectory at Appendix B of the plan provides insufficient information to understand how the Council can maintain a five-year housing land supply. It is meaningless and falls far short of the requirement to demonstrate a five-year supply and, given the primary reliance on sites rather than broad areas of search, it would be appropriate for the trajectory to set out the anticipated rate of development for those sites, in accordance with NPPF paragraph 73.

In this context, and prior to the publication of an appropriate and transparent evidence base, we would make the following comments.

There is significant reliance on the delivery on new homes at the Welborne Garden Village. Welborne accounts for 3,610 homes in the plan period. This is a site that has already suffered from significant delays. An outline planning application was submitted in 2017. A resolution to approve was made in October 2019, however, the outline



consent has not been granted, due to the outstanding agreement of the section 106 and further changes to the scheme. At the planning committee 27 January 2021, outline planning permission was granted subject to conditions. However, it is noted that additional documents relating to viability have been submitted in June 2021 with a further necessary consultation period and that these changes will need to be considered again by Planning Committee.

Once the S106 is agreed and signed by all parties, reserved matter details will need to be prepared, submitted and agreed by the Council and pre-commencement conditions discharged. Construction of dwellings on site could be years away, as infrastructure to support the new homes will need to be provided before the homes themselves.

One of the most significant barriers to delivery at Welborne is the junction 10 improvements to the M27. Before development can commence funding needs to be in place and at this stage there is no certainty that this funding is secured. Until funding is secured and HCC confirmed as the delivery body, there remains significant doubt that Welborne can be delivered.

The plan itself does not provide a detailed trajectory for Welborne, neither is there relevant information in the supporting evidence base. The plan states that delivery is expected in the “*short to medium term*”. There is no evidence provide with the plan to demonstrate how and if this will happen. To avoid significant consequences for the plan, other deliverable sites should be allocated to ensure housing delivery meets needs.

Until the evidence base is published, there is no clarity of the supply but what is clear is that additional deliverable land is required in order to meet the NPPF requirements.

### **The Borough’s affordability**

The Housing White Paper ‘Planning for the Future’, August 2020, recognises the need to “*increase the supply of land available for new homes where it is needed to address affordability pressures, support economic growth and the renewal of our towns and cities and foster a more competitive housing market*” (page 18).

Paragraph 1.42 of the draft Local Plan outlines the Borough’s affordability issues, namely for first time buyers and households of low income. The Council also highlights that there is now an ageing population that needs to be taken account of.

In the year ending 2019, Fareham’s average house price was £288,500. This is approximately 20% higher than the national average in the same year, which according to ONS<sup>1</sup> was £231,996.

To help alleviate the affordability issue, the draft Local Plan should be seeking to boost the supply of housing and reduce the affordability gap.

What is more, the Borough’s Affordable Housing Strategy, October 2019, identifies a current affordable need in the Borough of 3,000 households and need across the plan period of 3,500 affordable homes (circa 233 dpa).

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<sup>1</sup> <https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/housepriceindex/march2020>

These affordable homes will primarily be delivered in combination with market housing.



It is notable that the housing land supply promoted in the draft local plan amounts to 10,594 new homes. However, 67 of those homes comprise outstanding small permissions and 1,224 'windfalls', noted in the plan as likely to comprise previously developed land. Both categories are highly unlikely to achieve any significant quantum of affordable housing.

Discounting these elements of supply, all housing supply (market and affordable) will be in the region of 9,303 dwellings, so in order to meet the affordable demand 37% would need to be affordable. However, the policy HS5 affordable targets (which are varied depending on location in the Borough) are averaged at 31% affordable across the Borough.

There is also uncertainty about the level of affordable housing that will be provided at Welborne, with the latest updated to the planning application suggesting affordable housing provision at the new community could fall below 10% to enable the M27 J10 improvements.

Clearly the overall supply, in combination, will not achieve this level of provision, in fact provision relative to need is likely to be dismal, providing further justification to increase supply of new homes above and beyond the standard methodology need figure in order to help address the Borough's affordability issues.

## **Conclusion**

The stepped approach to housing delivery is inconsistent to the NPPF and unjustified given the additional sustainable sites available, that were previously promoted by the Council as sustainable alternatives (see below). Nothing has changed, and the current omission of these sites renders the plan unsound.

Currently Policy H1 is inconsistent with the NPPF and unsound. To ensure consistency with national policy, specifically, the need to significantly boost the supply of housing, in the plan and the five-year period, the Borough needs to allocate more sites for housing now.

## **Land to the north of allocation HA4 (site ID 3130)**

Regardless of whether the plan needs to identify more land to deliver the homes required to meet housing need, the Council has excluded from the draft plan the land to the north of allocation HA4. The site presents a suitable, sustainable extension to Portchester, that will benefit from the services and facilities provided there.

It was put forward by the Council as part of a Strategic Growth Area, known as North of Downend in the January 2020 consultation document. FBC setting high level development principles for growth, nothing specific or that would restrict development on this part of the Strategic Growth Area.

The accompanying SHELLA (dated December 2019), considers the site to be "*suitable as part of the Strategic Growth Area*" and correctly identifies the site as "*not within identified area of archaeological potential*" (page 73, site reference: 3130).



Land to the north of the allocation H4 (ID 3130), could provide a sustainable extension to this allocation, delivering around 100 new homes. The continued allocation of HA4 confirms that this area of the town is sustainable. It is well connected to the existing settlement and the allocation, and as such would provide a sensible rounding off of the town in this location. The site lies adjacent to the existing allocation and abuts the settlement boundary of Portchester, which is established as a sustainable settlement with good rail connections and local employment opportunities. This site also benefits from close proximity to Fareham town centre and access to the services, shops and facilities provided by the town centre.

The SHELAA (April 2021) correctly identifies that the site can be accessed from Downend Road. However, that they may be capacity issues with the Downend Road junction of the A27.

These concerns are not borne out by the Council's own transport evidence base. In its Strategic Transport Assessment (September 2020) and associated assessments, FBC assessed the earlier spatial strategy for the Borough, which included both the earlier allocation sites (such as HA2 Newgate Lane and HA5 Romsey Avenue), as well as the two strategic growth areas (SGA), one at Stubbington and the other comprising the Portchester SGA at Downend Road. In broad terms the Council has therefore assessed the impacts of just over 12,000 dwellings of growth, including 1,000 dwellings at Downend Road, rather than the 8,400 dwellings it now proposes, and 900 dwellings proposed for allocation at Downend Road. Overall, the Council assessed the traffic impacts of the projected growth and this assessment does not show a severe or even significant impact arising at the A27 / Downend Road / Shearwater Lane junction, or on the wider highway network. Overall, FBC concluded that, subject to appropriate mitigation on those junctions that do suffer significant impacts:

*14.16. In conclusions, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective.*

A Highway Review (Mayer Brown, June 2021) in support of the emerging Local Plan reviewed the potential impacts of the local plan allocations east and west of Downend Road. It notes that two access options have been put forward comprising either a new access junction to the A27 or a northern link road to M27 Junction 11. According to the report, the proposed mitigation measures “*would successfully mitigate the impact of Local Plan growth*” and will “*improve congestion on the southbound approach to the roundabout*”. There is no mention in the report that a further 100 dwellings at the land north of the allocation HA4 would lead to capacity issues. Instead, the report states that the new link road would “*improve traffic conditions on the A27 corridor, through the Delme roundabout and on the southern section of Downend Road through provision of an additional route*”.

On this basis, there is no reason to discount the land north of HA4 on transport grounds.

The SHELAA (April 2021) notes that records of a raised beach have been found in the vicinity. This is the case, but the raised beach does not extend into this area as the land sits above the ancient cliff, which crosses to the E-W to the south of this site. The

Geology is solid chalk and therefore there is no potential for any remains, and this should not present a constraint to development of this parcel of land.



The SHELAA (April 2021) concludes that it is not possible to “*establish the suitability of the site*” (page 200), presumably on the basis of the above two points. But as demonstrated, this is not the case. The Site is suitable, available and achievable as accepted in the December 2019 SHELAA.

To conclude, site 3130 would provide a suitable and sustainable site to deliver approximately 100 new homes, whether these are required to meet the identified housing need or whether they are included in the plan to boost the supply of land for homes.

**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

The annual requirement for Fareham should consider the unmet need of neighbouring authorities and the significant need for affordable housing the Borough. The resulting total housing requirement should be planned to be delivered evenly over the plan period, without reliance on delivery later in the plan period.

SHELAA site 3130 should be allocated to help meet this requirement. There is no evidence of justification for not including this site within the plan.

**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

The above modifications would resolve the concerns we have with this policy of the plan.

**B4c. Your suggested revised working of any policy or text:**

Amend the policy text to state:

The Council will make provision for at least 13,194 net new homes across the borough during the plan period.

Include in the plan an allocation for SHELAA site 3130.

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:* Terence O'Rourke Ltd  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- |                                  |                    |
|----------------------------------|--------------------|
| <input type="text"/>             | Paragraph (B1a)    |
| <input type="text" value="HA4"/> | Policy (B1b)       |
| <input type="text"/>             | Policies map (B1c) |

**B1a Which paragraph?**

n/a

**B1b Which policy?**

HA4: Downend Road East

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	<b>Yes</b>	<b>No</b>
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

Miller Homes support the allocation of the land to the east of Downend Road as a site that is in a sustainable and suitable location to deliver residential development. The proposed development is located adjacent to the existing settlement boundary and can be well integrated with the existing settlement.

Whilst an outline planning application was refused by Members, the reasons for refusal were related to off-site highway improvements only, and planning officers at Fareham Borough Council recognised the site as suitable for development and recommended the application for approval (reference P/20/0912/OA). Further, Hampshire County Council, as Highways' Authority, had no objection to the application and the Council's own Transport Consultant, Mayer Brown, has confirmed the acceptability of the allocation in transport terms – this report forms part of the Council's evidence base for the Local Plan and concludes that in transport terms the site is deliverable. Miller Homes has submitted an appeal (reference: 3272188) with the Inquiry due to take place in August. In terms of the local plan allocation, all the supporting evidence submitted with the application and appeal demonstrates that there is no reason to doubt the delivery of this site.

Whilst the site is considered to be in a suitable and sustainable location, supporting its allocation to deliver new homes, Miller Homes has specific concerns with some of the

policy requirements, listed below, which mean the policy is not justified or sound in regard to those specific elements.



The site is close to the Downend Quarry SSSI. This SSSI is notable for its geological features. Natural England has confirmed that no mitigation measures are required because the site is on private land and will not be subject to increased recreational pressure as a result of the development. Natural England's response confirming this position was provided in response to outline planning application P/20/0912/OA, in an email from Alexander Wilson dated 12 October 2020. There is no requirement to provide a buffer, and to include this requirement in the policy is unjustified.

A minerals assessment is not required. The site is within a minerals and waste consultation area because it lies close to the safeguarded site of Warren Farm and Down End Quarry which is a waste site operated by Veolia Environmental Services (UK) Plc. Outline application P/20/0912/OA did not provide this information and the officer's report confirms no objection to the proposed development by Hampshire County Council Minerals and Waste Planning Authority. In any event, if there were requirements for this information, it would be covered by Hampshire County Council's Minerals and Waste Plan Framework, which forms part of the development plan. This policy requirement should be removed.

A standalone footbridge (Part I (i)) is not required over the railway as part of the development, it is not justified and is not deliverable within land in control of the landowners.

Outline planning application P/20/0912/OA demonstrates how acceptable pedestrian access to Downend Road can be achieved, comprising the delivery of a footway across the bridge in association with the delivery of a traffic signal improvement to the bridge. The officer's report for that application clearly sets out the position in relation to the bridge improvement.

At paragraph 8.58 of the report the officer summaries that *"the improvements to the bridge crossing are both safe for pedestrians and other highway users and acceptable in terms of the modest queue lengths and delay anticipated. The proposal to install traffic signals enables an industry standard traffic model to be used which overcomes the uncertainty at the heart of the previous appeal"*.

No objection is raised by Hampshire County Council as Highways Authority on this matter. As part of its Evidence Base the Council commissioned its own transport consultants (Mayer Brown) to consider the deliverability of the site. This considered the content of the Planning Application (P/20/0912/OA) including the footway improvement across the bridge, concluding the scheme is acceptable as proposed.

It is noted that the indicative master plan for the site, figure 4.3, identifies provision of sports pitches to the east of the site. Whilst we note that the master plan is indicative, it is misleading to suggest that sports pitch provision could be accommodated of this size and scale. Due to the topography of the site, a sports pitch in the scale as indicated on the indicative masterplan would have undesirable visual consequences, such as large retaining walls, also due to necessary levelling works only possible by filling instead of cutting due to the nationally important archaeological remains.

As such sports pitch provision should not be shown in this scale as it is misleading to suggest such a provision could be accommodated here.



**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

The policy text should be amended as follows:

“Proposals should meet the following site-specific requirements:

- a. The quantum of housing proposed shall be broadly consistent with the indicative site capacity; and
- b. A design and layout that takes account of the site’s constraints and context, in particular the site’s landscape setting on Portsdown Hill, the Downend Chalk Pit SSSI and the potential presence of Palaeolithic archaeological remains; and
- c. Highway access shall be focused on Downend Road; and
- d. A network of interconnecting green and public access corridors throughout the site incorporating existing ecological and archaeological features and allowing only minimal highway cross over points (kept minimal in width); and
- e. The provision of pedestrian and cycle connectivity from the site to Downend Road, The Thicket and Upper Cornaway Lane; and
- f. Buildings heights limited to a maximum of 2.5 storeys, except for buildings which front onto the site access or perimeter, where heights will be limited to a maximum of 2 storeys; and
- ~~g. Proposals should ensure a buffer is designed to protect the SSSI at Downend Quarry and the creation and enhancement of ecological corridors; and~~
- h. The design of the development should take into account the close proximity to the waste transfer station with the potential for odour; and
- i. A robust archaeological survey of the site to determine the Palaeolithic potential at the site, with areas identified as having high potential being designed within areas of open space or green corridors; and
- ~~j. A Minerals Assessment will be required prior to any development in accordance with the Hampshire Minerals and Waste Plan; and~~
- k. A Neighbourhood Equipped Area of Play (NEAP) on-site within an accessible location; and
- l. Highway improvements to facilitate the development including:
  - i. A pedestrian footway ~~or footbridge~~ over the existing Downend Road bridge and connections and improvements to wider pedestrian and cycle networks at The Thicket and Upper Cornaway Lane; and
  - ii. Provision of pedestrian and cycle links towards the A27 Bus Services and future Rapid Transit connecting Fareham Town Centre and railway station, Portchester, Portsmouth and local employment hubs; and
  - iii. Improvements to the Downend Road, A27 and Shearwater Avenue junction.
- m. Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3, including contributions towards improvements at Delme Roundabout

In addition, the size of the Park and Recreation area including sports pitch provision should be reduced in figure 4.3.

**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

The modifications would resolve the issues raised and make this policy sound.



**B4c. Your suggested revised working of any policy or text:**

Please refer to the detailed response at B4a above.

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July 2021 via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Managing Director  
*Organisation:*  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- Paragraph (B1a)
- Policy (B1b)
- Policies map (B1c)

**B1a Which paragraph?**

n/a

**B1b Which policy?**

HA56: Land west of Downend Road

**B1c Which part of the policies map?**

n/a

**B1d Which new housing allocation site?**

HA56: Land west of Downend Road

**B1e Which new or revised evidence base document?**

Sustainability Report paragraphs 6.5.2 and 6.11.2

**B2. Do you think the Publication Local Plan is:**

	<b>Yes</b>	<b>No</b>
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

Miller Homes supports the allocation of the land to the west of Downend Road as a site that is in a sustainable and suitable location to deliver residential development. The site is on the edge of Portchester, which is established as a sustainable settlement with good rail connections and local employment opportunities. This site also benefits from proximity to Fareham town centre and access to the services, shops and facilities provided by the town centre.

Significant technical work has been undertaken to demonstrate that the site is in a sustainable and suitable to deliver new homes effectively in the plan period. This work was undertaken in close liaison with Fareham Borough Council.

The policy includes an indicative yield of 550 dwellings, the work undertaken by Miller Homes, to date, suggests that the site can deliver more than 550 dwellings potential around 650 homes, and as such it is important the policy retains an element of

flexibility to enable the capacity of the site to be confirmed through detailed design work that will support a future planning application for the site.



Significant work has been undertaken in conjunction with the Council, Hampshire County Council, Highways England (HE) to demonstrate that the Land can be suitably delivered with access to the A27 and Downend Road achievable. Concept stage design work was presented, supported by extensive supporting information on traffic flows and modelling, and an independent Road Safety Audit, each which demonstrate that a new junction to the A27 south of the M27 is achievable. Both HE and HCC confirmed that they were satisfied at this stage that there are no overriding reasons that such a scheme cannot be accommodated.

The Council commissioned its own independent Transport Consultants (Mayer Brown) to review the proposed allocation of the site (in association with development on Land East of Downend Road – HA4). In its Report (June 2021), Mayer Brown concludes that the Downend Road west site is deliverable in highway and transport terms, and confirm that:

- The Downend sites are in a sustainable location for development, where opportunities for sustainable travel can be taken up and high quality walking, cycling and public transport facilities can be provided.
- The proposed link road would improve traffic conditions on the A27 corridor, through the Delme roundabout and on the southern section of Downend Road, through provision of an additional route;
- The proposed Land west of Downend Road site and associated link road would result in a reduction in southbound queuing on the A27 from the M27 J11 to the Delme roundabout in 2036 when compared to the “without development” scenario;
- The existing congestion on Eastern Way and on the southbound exit to the Delme roundabout would not be exacerbated by the introduction of the new link and signalised access onto the A27

To add further confidence to this position, the Council’s own evidence base assessed the potential impacts of the Land West of Downend Road site, considering 650 dwellings on the land in association with 350 on the HA4 scheme. This forms the Council’s current evidence base and has not been reassessed based on its current spatial strategy. The Council’s own assessment concludes that the growth assessed (including the SGA) would be deliverable.

Whilst the site is considered to be in a suitable and sustainable location, supporting its allocation to deliver new homes, Miller Homes has specific concerns with some of the policy requirements, listed below, which mean the policy is not justified or sound in regard to those specific elements.

The proposed policy (part b) wording requires the design and layout of the development to reflect the indicative Framework Plan, but we have some concerns about the location of facilities shown on this plan and therefore the reference to the plan should be deleted to avoid the following issues:

- The indicative Framework Plan identifies formal sport provision in the southern part of the site, The southern part of the site is the steepest and as any pitches will need to be level, if they are located in this area the cut and fill would be considerable and would result in undesirable embankments. The northern part of the site (although sloping) is flatter and more suited to this purpose. In addition, the southern part of the site is likely to be the focus of drainage



features, which again could impact the provision of formal sports pitches in this southern location.

- The indicative Framework Plan includes an area for a community orchard and allotments. There is no evidence to demonstrate these facilities are required and that this is the best location for them. Again. Flexibility is key to enable detailed discussions during the design process to take place between FBC and Miller Homes to ensure facilities that are provided are needed and located in the right place.

The policy wording (part c) identifies that the A27 link road should prevent physical and visual severing of the development. Any road will provide some form of severance and prevention of this is not possible. The design will need to ensure any severance is minimised which is achievable through the delivery of good design principles.

Part (d) identifies that a safe pedestrian priority crossing should be provided. Whilst safe crossing facilities of Downend Road will be required, the policy should not seek to prescribe what the final crossing solution will be, which will be depending on masterplanning and technical work to support a planning application.

It is unclear as to why a minerals assessment is required (part g). The site is within a minerals and waste consultation area because it lies close to the safeguarded waste site of Warren Farm and Down End Quarry. This is a waste site operated by Veolia Environmental Services (UK) Plc. The Outline application for the land to the east of Downend Road (ref: P/20/0912/OA) demonstrates that a minerals assessment is not required and confirms that Hampshire County Council Minerals and Waste Planning Authority has no objection to development in the vicinity of the waste transfer site. In any event, if there were requirements for this information, it would be covered by Hampshire County Council's Minerals and Waste Plan Framework, which forms part of the development plan. This policy requirement should be removed.

Equally, the Sustainability Report, paragraph 6.11.2 needs updating where it states '*Downend Road West is almost entirely located on Grade 2 land and also contains mineral deposits as well as encroaching onto a safeguarded waste processing site.*' As noted above, there is no evidence that there are mineral deposits on the site and this is certainly not apparent in the Hampshire Waste Plan. As such the text should be amended to make it clear that the allocation is not encroaching on mineral deposits and should clear state that the trigger relates to the waste processing site's consultation zone.

Part J requires specific contributions to off-site highway works and specifies that these should include works to Delme Roundabout. The policy should not be so specific to reference Delme Roundabout. Whilst improvement to Delme Roundabout is required, the Council's evidence base demonstrates that the delivery of the A27 link road significantly reduces the impacts of the Downend Road site at this location, producing a net reduction in traffic flows. The detail and scope of any site specific improvements needed to support the development should be determined at the planning application stage.

It should also be noted that the Sustainability Report is incorrect in its reference to the distance of the site from Fort Nelson (paragraph 6.5.2), it suggests the site is circa 440m from the site but it is actually circa 660m to the north east.

**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

The policy text should be amended as follows:



“Proposals should meet the following site-specific requirements:

- a) The quantity of housing proposed shall be broadly consistent with the indicative site capacity with delivery phased to follow the development at Downend Road East; and
- b) A design and layout ~~in accordance with the HA56 indicative Framework Plan~~ that takes account of the site’s constraints and context, in particular the site’s landscape setting on Portsdown Hill and Downend Chalk Pit SSSI and the potential of Palaeolithic archaeological remains; and
- c) Primary highway access should be from the A27 (link to Junction 11) and Downend Road, both of which will require new junctions into the site and will be connected via a primary street network that is designed to 30mph maximum speed, gives priority to pedestrians and cyclists and of a form that ~~prevents~~ minimises the a physical and visual severing of development; and
- d) Provide high quality pedestrian and cycle links to the A27 Rapid Transit corridor (via Downend Road, The Thicket, Upper Cornaway Lane and Paradise Lane) connecting to Fareham Town Centre and railway station, Portchester, Portsmouth and local employment hubs, including a safe pedestrian ~~priority~~ crossing of Downend Road north of the existing Downend Road bridge; and
- e) The design of the development should be informed by a full archaeological assessment (in accordance with Policy HE4); and
- f) Include natural green space to provide a variety of linked habitats and biodiversity, providing opportunities for health, recreation, learning and movement and
- ~~g) A Minerals Assessment will be required prior to any development in accordance with the Hampshire Minerals and Waste Plan; and~~
- h) Demonstration that the development will have no adverse impacts upon groundwater in respect of its location partially in a Groundwater Source Protection zone 3, and
- i) A Construction Environment Management Plan (CEMP) to avoid adverse impacts on construction on the Solent designated sites shall be provided; and
- j) Infrastructure provision and contributions including but not limited to health, education, and transport in line with Policy TIN4 and NE3. In addition, the following package of site-specific infrastructure will be required:
  - Off-site highway improvement and mitigation works ~~including contributions towards improvements at Delme Roundabout~~, and
  - A 2-form entry Primary School and early-years childcare infrastructure (as identified by the Local Education Authority); and
  - A local centre to comprise flexible commercial floorspace including a convenience store and community facilities; and
  - Outdoor sports and playing pitches (approximately 1.44ha) accessible for use by the primary school; and
  - Open space in addition to the sports provision (a Multi-Use Games Area, a NEAP).

**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

The modifications would resolve the issues raised and make this policy sound.

**B4c. Your suggested revised working of any policy or text:**



Please refer to the detailed response at B4a above.

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

**Yes:**

**No:**

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
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#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:* Terence O'Rourke Ltd  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*



#### B1. Which part of the Local Plan is this representation about?



- Paragraph (B1a)
- HP7 Policy (B1b)
- Policies map (B1c)

**B1a Which paragraph?**

n/a

**B1b Which policy?**

HP7 Adaptable and Accessible Dwellings

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

Whilst we recognise the need to provide adaptable and accessible new homes in Fareham, Policy HP7 should enable greater flexibility in regard to the percentage of dwellings to meet adaptable standards, to ensure it reflects any changing need during the course of the plan period and individual site circumstances.

National Planning Policy Guidance is clear that, where there is an identified need, optional technical standard can be used to increase supply of accessible and adaptable homes, but the NPPG requires this to be on the basis that the need has *“to be based on evidence of need, viability and consideration of site specific factors”* (paragraph 009 reference ID: 63-009-20190626). The policy does not allow these factors to be taken into consideration and is therefore not consistent with National Planning Policy Guidance.

**B4a. What modifications(s) is necessary to make the Local Plan legally compliant and or sound?**

In respect the blanket requirement for accessible and adaptable dwellings standards on all sites, these are considered inflexible, and specific wording should be added to caveat the policy, confirming exceptions can be made where applicants / applications can demonstrate achievement of a standard is not possible, practical or economically

viable in relation to a development proposal in order to accord with the national Planning Policy Guidance.



**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

Providing a flexible approach would ensure the plan is able to adapt to changing circumstance, site specific circumstances and maintains consistency with national policy.

**B4c. Your suggested revised working of any policy or text:**

Add text: “Unless it can be demonstrated that accessible or adaptable dwellings are not required, would make a development unviable or are not practical from a site-specific basis.”

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:*  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- Paragraph (B1a)
- Policy (B1b)
- Policies map (B1c)

**B1a Which paragraph?**

n/a

**B1b Which policy?**

*HP9 Self and Custom Build Homes*

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

Miller Homes continues to question the requirement to provide self-build provision on sites of more than 40 dwellings because of the practical implication of delivery and lack of need. The supporting Background Paper 'Self and custom build housing' September 2020, notes that only 79 people are registered on the Council's self-build list, with a range of different requirements that they are looking for, so not all registered would want a plot on a development site. Equally, if all development over 40 dwellings provided 10% of the scheme as custom and self build, they would be likely to be a significant oversupply. This policy approach is not achievable, or justified by demand.

Most strategic-scale sites are brought forward by housebuilders, who seek to masterplan their developments in a holistic way and provide appropriate controls over the shared infrastructure and open space. As such it is considered extremely challenging to incorporate self-build plots effectively into strategic sites. Miller does not object to the inclusion of self-build opportunities within the emerging Plan, but considers that specific sites should be identified for this sole purpose. If the LPA continues with the inclusion of self-build housing on large development sites, it should be supported with appropriate evidence to demonstrate such demand, and parameters should be established within policy to ensure overall conformance with the masterplan and architectural style.



**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

The approach to Self and custom build needs to be reconsidered by the council to deliver specific sites, solely for that purpose.

**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

Specific self and custom build plots would be an appropriate strategy, that would ensure the plan takes positive steps to plan towards meeting the identified need.

**B4c. Your suggested revised working of any policy or text:**

This would be for the council to review and reconsider appropriate allocations to meet the demand.

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

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<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

---

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:*  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- |                                  |                    |
|----------------------------------|--------------------|
| <input type="text"/>             | Paragraph (B1a)    |
| <input type="text" value="NE2"/> | Policy (B1b)       |
| <input type="text"/>             | Policies map (B1c) |

**B1a Which paragraph?**

n/a

**B1b Which policy?**

NE2 Net biodiversity gain

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	<b>Yes</b>	<b>No</b>
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

The Environment Bill will cover the requirement for development sites to deliver net biodiversity gain. In order to ensure the plan is consistent with national policy the requirement for biodiversity net gain should be set at the national level.

The policy requires biodiversity net gain of at least 10% to be achieved for the lifetime of the development. Whilst that is admirable, it may also be very challenging to demonstrate at the planning application stage and then later control and monitor. Features introduced into a development now to ensure biodiversity net gain is achieved may not be relevant, function or be necessary throughout the lifetime of the development.

**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

Delete the policy and rely on the Environment Bill to ensure schemes deliver 10% biodiversity net gain.

Or at least, remove the reference to require the biodiversity net gain to be provided for the lifetime of the development as this is not enforceable.



**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

Deleting the policy would remove any potential future conflict with the Environment Bill once it is enacted.

**B4c. Your suggested revised working of any policy or text:**

Please refer to the detailed response at B4a and b above.

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.



## Regulation 19 – Submission Draft

<b>Project:</b>	Land west of Downend Rd, Portchester	<b>Date:</b>	28 July 2021
<b>Subject:</b>	Fareham Local Plan	<b>Reference:</b>	249501F

### Representation made to Fareham's Draft Local Plan 2037

Formal submission of representation will be made on 28 July via email to Fareham Borough Council.

### Response to consultation form

#### A1. Is an agent appointed:

Yes:

No:

#### A2. Please provide your details:

*Title:* c/o agent  
*First name:*  
*Last name:*  
*Job title:*  
*Organisation:* Miller Homes  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*

#### A3. Please provide the Agent's details:

*Title:* Mrs  
*First name:* Lindsay  
*Last name:* Goodyear  
*Job title:* Associate Director  
*Organisation:* Terence O'Rourke Ltd  
*Address:*  
*Postcode:*  
*Telephone number:*  
*Email address:*





**B1. Which part of the Local Plan is this representation about?**

- Paragraph (B1a)
- Policy (B1b)
- Policies map (B1c)

**B1a Which paragraph?**

n/a

**B1b Which policy?**

NE8: Air Quality

**B1c Which part of the policies map?**

n/a

**B2. Do you think the Publication Local Plan is:**

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input type="checkbox"/>

**B3. Please provide detail you have to support your answers above**

Policy NE8 needs to retain more flexibility to ensure it is effective as technology advances in regard to the charging of plug-in and other ultra-low emission vehicles.

Instead of providing the charging point for each dwelling with off-street parking, the policy could require developers to enable dwellings to be future proofed (by providing associated wiring / ducting and connections) to enable its instalment if required in the future. This is compliant with the NPPF 107(e) which requires development to 'enable' charging facilities.

Furthermore, NE8 is too unnecessarily onerous by requiring fast charging infrastructure to be provided for parking areas serving 10 or more dwellings. Fast charging facilities are normally associated with public parking areas where the duration of stay is short, delivering an 80% charge within 20-30 minutes. Fast charging facilities however carry a very substantial installation cost. For shared residential parking areas, this specification of charging infrastructure is wholly unnecessary and onerous. A 'Fast' charge facility delivers 80% charge in 6 hours and is appropriate for residential parking where vehicles will generally be in situ for longer periods of time.

The Policy should be less specific in terms of the specification of charging infrastructure to enable an appropriate strategy for each site to be developed and

delivered, taking account of the technology available at that time and the specifics of the development site.



**B4a. What modification(s) is necessary to make the Local Plan legally compliant and or sound?**

Please refer to the detailed response at B3 above.

The policy should be less onerous and specific in relation to the standard and specification of charging facilities to be provided for shared parking areas.

The sub-text of the policy (9.117) should be specific about those developments that will require a detailed Travel Plan to be produced, it is suggested by referring to the Hampshire County Council thresholds.

**B4b. How would the modification(s) you propose make the Local Plan legally compliant or sound?**

Please refer to the detailed response at B3 above.

**B4c. Your suggested revised working of any policy or text:**

a) Provides for the charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations as follows:

- Enable the future installation of one EV charging point installation per residential dwelling with off- street parking; and,
- Provide EV charging facilities in shared parking areas per 10 residential dwellings or 1,000m<sup>2</sup> of commercial or leisure floorspace in line with a strategy to be agreed with the Council; and

**B5. If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes:

No:

**B5a. Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

Miller Homes should be provided with an opportunity to participate at the hearing part of the examination. The issues raised in regard to the soundness of the Draft Local Plan, in the submitted representation, require detailed examination before an independent inspector.

## White, Lauren

---

**From:** Ian Moncaster [REDACTED]  
**Sent:** 30 July 2021 16:27  
**To:** Consultation  
**Subject:** Housing Allocation Policy:HA52

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

I have recently been made aware of the new housing allocation policy from the Fareham Today Local Plan Special. I am not happy at the way this has been communicated and the relatively short period of time being given to voice my concerns, and then limited to only three specific areas.

As I am not an expert on the legal requirements, or the amount of cooperation you have had with neighbouring authorities and statutory bodies. Therefore I can only make comment on the soundness of the plan.

Whilst I understand the need for additional housing, I don't agree with cramming every available space to fulfil the councils commitments. The area in question is immediately behind my back garden wall. The area is currently wild meadow with Trees, bushes and grasses that are a home to numerous wildlife species including the endangered slow worm that I have been lucky enough to observe at the back of my property on numerous occasions and also unfortunately squashed on the adjoining road.

The area is extensively used by dog walkers, walkers and joggers for exercise and wellbeing It is also an open space for he elderly residents of Eleanors Wood and Northwood Park to take exercise.

As a resident who will be most affected by the cramming in of 12 houses our private garden will become overlooked and the views we enjoy over the harbour will be obliterated. Light pollution in the area is also low and would undoubtedly be affected by further development.

I regularly walk across the existing track that crosses from Upper Cornerway Lane to Dore Avenue in order to pick up my Grandsons from Redbarn School. There is a pedestrian island in the middle of the Road which helps with crossing. This part of the road is extremely busy and even more so at drop off and pick up times. Due to the narrow Linden Lea, cars travelling west prevent the cars from Dore Avenue turning into Linden Lea causing queues both north and south. This can be exacerbated when a bus is parked at the stop travelling north up the hill. I assume that in the middle of this there will be another junction from the west to service the new Homes. This would be both impractical and dangerous to both pedestrians and motorists. Cars travelling south down Dore Avenue despite speed limits regularly pick up speed to get passed parked cars with vans and lorries waiting to travel north up Dore Avenue. All in All the current situation is dangerous confusing and inappropriate for the neighbourhood.

This, without the regular parking chaos that ensues with the overspill from the crematorium car park. I access my property via Upper Cornerway Lane along with the residents of Eleanors Wood and Northwood Park. Funeral processions regularly block this Road prior to entering the Crematorium causing further hold ups on Dore Avenue and to the traffic travelling over the brow of the railway bridge who are unsited. As there is a further plan to build another 30 park homes to the west of Northwood park and Eleanors Wood I am assuming the access and egress for this site would be via upper cornerway lane. There are also plans by miller homes to build on land north of Northwood park using the current steeply inclined footpath that is an extension of Upper Cornerway Lane for access to Portchester for cyclists and pedestrians from the 350 home proposed development. How these plans are deemed to be practical safe and sound seems to be beyond belief.

On these grounds I strongly object to the proposed development of 12 dwellings referenced in HA52

Kind Regards

Ian Moncaster



## White, Lauren

---

**From:** Chris Moore [REDACTED]  
**Sent:** 27 June 2021 15:26  
**To:** Consultation  
**Subject:** Local Plan Consultation

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

Hi,

I was trying to make some comments on the local plan but there is no "Comment on Plan" button.

Also the Downloadable Form won't download when you click on it.

The main comments I have about local housing provision are that although provision is made for "Affordable Housing" There never seems to be any provision made for "Bungalows" in any new development.

We live in Whiteley in a conventional 4 bedroom house. There are only 2 of us and are beginning to find the stairs more difficult. We would like to move to a 2 or 3 bed bungalow in the same area, but there are none and none seem to be envisaged, in any of the new developments in Whitley North or elsewhere.

We also think that Rookery Avenue should be opened to through traffic, as per the original plans for Whiteley. Therefore as there is a proposal to build 6 houses on Rookery Avenue, could this not be increased and get the developer to join up the missing link on Rookery Avenue. This would reduce the amount of traffic on Yew Tree Drive and past the school, making it safer for the school children, many of whom walk to and from the school via Yew Tree Drive.

Kind regards  
Mr Christopher Moore

[REDACTED]

## White, Lauren

---

**From:** Linda Morgan [REDACTED]  
**Sent:** 23 June 2021 15:48  
**To:** Consultation  
**Subject:** New Local plan Oakcroft Lane

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

To whom it may concern

Or rather, to whom really cares about the Strategic Gap.

How has this happened, when we heard the council and planning insisting that they won't breach the gap or build next to the bypass!!

We voted you back in after all those promises and now here we are!

Nothing has changed since the very first Permisson Application.

1. This is a gap between Fareham and Stubbington, it will merge the two areas.
2. The field is used regularly by locals for essential wellbeing
3. Wildlife is abundant here.
4. Persimmons plans are too large and too congested.
- 5 The infrastructure is not there.. you will use the Longfield avenue enormous build to alleviate this (school and local centre) But this large housing estate should not be built either, it will pretty much close the whole gap.
6. Sort out Welborne.

After supporting you for years this has really shocked me, you need to build on brown sites.

Do not build either of these housing estates.

Linda Morgan

**White, Lauren**

---

**From:** Linda Morgan <[REDACTED]>  
**Sent:** 06 July 2021 17:20  
**To:** Trott, Katherine  
**Subject:** Re: Fareham Local Plan

I do not wish to attend the hearing.

Many thanks

Linda Morgan

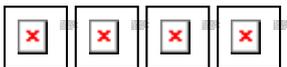
On Tue, 6 Jul 2021, 09:21 Trott, Katherine, <[KaTrott@fareham.gov.uk](mailto:KaTrott@fareham.gov.uk)> wrote:

Dear Ms Morgan

Further to our email regarding your comments on the Revised Publication Local Plan, The Planning Strategy team will include your comments as part of the submission to the independent Planning Inspector who will examine whether the plan is sound. This examination process is “in public”, you can attend the hearing sessions and put your points directly to the Inspector. This is your opportunity to tell us you want to do this. The Inspector will want to know why you are making the comment and whether you wish to see the plan changed in any way. By return of email please let us know whether you consider it necessary to participate in the examination process and why.

Kind regards

Katherine Trott  
Engagement Officer  
Fareham Borough Council  
01329824580



This email (and its attachments) is intended only for the use of the person(s) to whom it is addressed and may contain information which is privileged and/or confidential. If it has come to you in error, you must take no action based on it nor must you copy or show it to anyone.

This email is confidential but may have to be disclosed under the Freedom of Information Act 2000, the Data Protection Act 2018 or the Environmental Information Regulations 2004. If you are not the person or organisation it was meant for, apologies. Please ignore it, delete it and notify us. Emails may be monitored.

**Respondent details:**

Title:	Mrs
First Name:	Linda
Last Name:	Morgan
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

This is not a 'sound' plan. Time and time again the Strategic Gap comes up as a target, and FBC keep saying they will fight to keep the gap. This plot of lane belongs in the GAP. Duty to Cooperate.. where have you cooperated with local voices?, two planning applications have been turned down, you are not listening or cooperating. This plot of land has appeared in the plan ONLY after the elections, where your voices were clear on the Strategic Gap.

**What modification(s) is necessary to make the Revised Pub...**

remove HA54 from it, and return it to the Gap, where it belongs.

**How would the modification(s) you propose make the Revise...**

Because the builder is clearly handing over money and land to be able to build in this 'Countryside' location

**Your suggested revised wording of any policy or text:**

As per the above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**2) Paragraph: 3.3**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

paragraph 3.32 'Important views from the built form' What does this mean, that the new houses get a lovely view? so what about everyone elses view when walking in the field..it will be a small foot path surrounded by houses.

**What modification(s) is necessary to make the Revised Pub...**

remove HA54 from the plan, out it back in the GAP

**How would the modification(s) you propose make the Revise...**

FBC will have stuck to their promises

**Your suggested revised wording of any policy or text:**

AS per above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**3) Paragraph: 3.3**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Paragraph 3:42 , which is not in the drop down, says ( new developments should) 'not have an adverse effect on traffic and noise' and 'defining settlement character and providing green infrastructure' you will be TAKING away green infrastructure. Paragraph 3:45 which is also not in the dropdown 'PROTECTING THE COUNTRYSIDE SETTING OF STUBBINGTON' how is your plan sound? you are NOT doing this.

**What modification(s) is necessary to make the Revised Pub...**

remove HA54 from the plan

**How would the modification(s) you propose make the Revise...**

Put it back in the strategic gap the area FBC said they would protect

**Your suggested revised wording of any policy or text:**

as above

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Nicholas
Last Name:	Morgan
Job Title: (where relevant)	Retired
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

Not legally compliant - it breaches the strategic gap which was in force. However since Persimmon homes have given the local council £3 million pounds and the promise of donating the adjacent field the council have changed the strategic gap to include the field east of the cemetery. Not sound - It does not deliver sustainable development as the proposed housing estate will over run an already overrun Doctors surgery and will overfill already over subscribed schools in the area. The new stubbington bypasses effectiveness will be negated directly by this newly proposed development of some 200 houses,hundreds of cars. It is not consistent with national policy as it does not deliver a sustainable development as outlined above. Duty to cooperate - I do not know if the council has cooperated with neighbouring authorities, I am not a councillor.

**What modification(s) is necessary to make the Revised Pub...**

By reverting HA54 back into the strategic gap where it was allocated by previous councils for just as valid and sound reasons when it was set up. In the belief that the Gap will be protected and always be there. Not removed when a private company keep adjusting a "build", pay £3million pounds and offer a purchased field as collateral as long as the council then start adjusting the long held Gap to their convenience. The persimmon application does not reflect the character of the area or provide a green infrastructure or provide any sustainable traffic solution, it just adds to a more miserable localtraffic problem. If HA54 was reverted I back into the Gap, the local council could concentrate on finding other areas for development that don't provide all the things that this location does provide.

**How would the modification(s) you propose make the Revise...**

My modifications are highlighted to revert HA54 back to the strategic Gap.

**Your suggested revised wording of any policy or text:**

Wording should be addressed to ensure HA54 becomes entrenched as part of the recognised strategic gap.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session





**Respondent details:**

Title:	Mr
First Name:	David
Last Name:	Mugford
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	[Redacted]
Postcode:	[Redacted]
Telephone Number:	[Redacted]
Email Address:	[Redacted]

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	Yes
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

I wish only to comment on HA55. I am relieved to see the full plan shows about half the site left open for non-housing. The Fareham Today shows development right up to the by-pass with no green space between the new road and the land south of Longfield Avenue. This difference is troubling, but I can only assume the Local Plan detail is correct. However, I remain worried that development will eventually cover the whole site, and the Strategic Gap become a Strategic Development area and will eventually be lost to extensive development, and no green area will remain. This would be a big loss to Stubbington people, and Government pressure must be resisted, no matter the cost. We need a green corridor, with a wide area both sides of the new by-pass planted with trees and bushes.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	R A K
Last Name:	Murphy
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

1) Paragraph: HA50- Land north of Henry Court Drive, Fareham

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

A presentation rather than a consultation was announced. persons without internet were disenfranchised much of the previous plans are only available on the internet. the overriding requirement to provide green space has a shortfall in this ward and requires upgrading , rather than concreting over . The planning departments assertions that these have been addressed does not hold water.

**What modification(s) is necessary to make the Revised Pub...**

A full list of all of the local plan sites together with a list of sites owned by the council. in one place and available in hard copy to persons who cabnnot to travel to town hall. a presentation is not the same as a consultation

**How would the modification(s) you propose make the Revise...**

The revised local plan has not been notified to all residents and so is fatally flawed.

**Your suggested revised wording of any policy or text:**

All wording using " affordable housing" to be replaced by : " social housing for rent by persons on FBC waiting list"

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

The presentation is notable for its ommissions and as such is inconsistent with the principles it claims to be addressing. Many solutions dreamed up in the 1970s whic are of no use in 2023.

**Respondent details:**

Title:	Mr
First Name:	Robert
Last Name:	Murphy
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Stretching out on the edge of an urban area is contrary to Govt policy over the last twenty years. The efforts of FBC to build two storey buildings in the most densely populated area in the southeast except London, is no longer possible in 2023. The established written policy of FBC is to establish a green belt in the area part of which is on this site, and so is illegal. No proper provision of infrastructure which includes primary health care has been made. The brownfield sites in central Fareham can accommodate multistorey SELF FINANCING flats which are on land owned by FBC and so can provide social housing for rent to address the housing waiting list directly. Building companies and estate agents are not permitted to attend to the chronic lack of social housing which is the lowest in the area. Provision of central social housing also helps the centre which is at present a ghost town.

**What modification(s) is necessary to make the Revised Pub...**

Remove the contradictions

**How would the modification(s) you propose make the Revise...**

Building council homes on council land is achievable in the short term and increases both short term and long term income

**Your suggested revised wording of any policy or text:**

The document as a whole is so full of inconsistencies that it requires radical overhaul

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

More detail as required in the hearing session will be provided by me in order to break the plan down into small plots of land. As an active member of friends of the Earth and the Green party and a background in accountancy for a large property company , I can contribute ideas which are pertinent and realistic

---

**Respondent details:**

Title:	Mr
First Name:	Kenneth
Last Name:	Murray
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

This will be the demise de facto of the strategic gap between Stubbington and Fareham as defined in <http://www.fareham.gov.uk/PDF/planning/publicationplan/FarehamBCSpecialLandscapeCharacterandStrategicGapReviewCombined-FINAL.pdf>. In particular: ..... there should be an absence of urban land uses within a Strategic Gap, primarily an absence of residential development, and to a lesser extent business or retail uses (unless associated with countryside land uses). Strategic Gaps should feel relatively tranquil and have dark night skies. Where there are key routes that run between the settlements, it should be possible to have a sense of leaving a settlement, passing through a distinct tract of countryside before entering another distinctly different settlement.

**What modification(s) is necessary to make the Revised Pub...**

No building on this site.

**How would the modification(s) you propose make the Revise...**

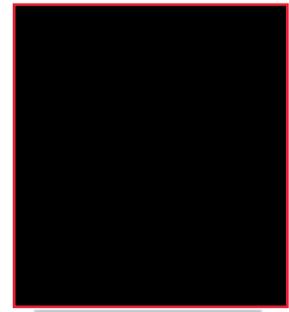
Would maintain strategic gap.

**Your suggested revised wording of any policy or text:**

n/a

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session



Our Ref: MV/ 15B901605

20 July 2021



Fareham Borough Council  
[planningpolicy@fareham.gov.uk](mailto:planningpolicy@fareham.gov.uk)  
**via email only**

Dear Sir / Madam  
**Fareham Regulation 19 Local Plan Consultation  
June – July 2021  
Representations on behalf of National Grid**

National Grid has appointed Avison Young to review and respond to local planning authority Development Plan Document consultations on its behalf. We are instructed by our client to submit the following representation with regard to the current consultation on the above document.

#### **About National Grid**

National Grid Electricity Transmission plc (NGET) owns and maintains the electricity transmission system in England and Wales. The energy is then distributed to the electricity distribution network operators, so it can reach homes and businesses.

National Grid Gas plc (NGG) owns and operates the high-pressure gas transmission system across the UK. In the UK, gas leaves the transmission system and enters the UK's four gas distribution networks where pressure is reduced for public use.

National Grid Ventures (NGV) is separate from National Grid's core regulated businesses. NGV develop, operate and invest in energy projects, technologies, and partnerships to help accelerate the development of a clean energy future for consumers across the UK, Europe and the United States.

#### **Proposed development sites crossed or in close proximity to National Grid assets:**

Following a review of the above Development Plan Document, we have identified that one or more proposed development sites are crossed or in close proximity to National Grid assets.

Details of the sites affecting National Grid assets are provided below.

#### **Electricity Transmission**

<b>Development Plan Document Site Reference</b>	<b>Asset Description</b>
<b>HA19</b> - 399-403 Hunts Pond Road	<b>4YE ROUTE TWR (001 - 022):</b> 400Kv Overhead Transmission Line route: BOTLEY WOOD - FAWLEY
<b>HA38</b> - 68 Titchfield Park Road	<b>4YE ROUTE TWR (001 - 022):</b> 400Kv Overhead Transmission Line route: BOTLEY WOOD - FAWLEY
<b>HA3</b> – Southampton Road	<b>4YE ROUTE TWR (001 - 022):</b> 400Kv Overhead Transmission Line route: BOTLEY WOOD - FAWLEY

A plan showing details of the site locations and details of National Grid's assets is attached to this letter. Please note that this plan is illustrative only.

Please also see attached information outlining further guidance on development close to National Grid assets.

**Further Advice**

National Grid is happy to provide advice and guidance to the Council concerning their networks. If we can be of any assistance to you in providing informal comments in confidence during your policy development, please do not hesitate to contact us.

To help ensure the continued safe operation of existing sites and equipment and to facilitate future infrastructure investment, National Grid wishes to be involved in the preparation, alteration and review of plans and strategies which may affect their assets. Please remember to consult National Grid on any Development Plan Document (DPD) or site-specific proposals that could affect National Grid's assets. We would be grateful if you could check that our details as shown below are included on your consultation database:



If you require any further information in respect of this letter, then please contact us.

Yours faithfully,



**Matt Verlander MRTPI**  
**Director**



## **Guidance on development near National Grid assets**

National Grid is able to provide advice and guidance to the Council concerning their networks and encourages high quality and well-planned development in the vicinity of its assets.

### Electricity assets

Developers of sites crossed or in close proximity to National Grid assets should be aware that it is National Grid policy to retain existing overhead lines in-situ, though it recognises that there may be exceptional circumstances that would justify the request where, for example, the proposal is of regional or national importance.

National Grid's *'Guidelines for Development near pylons and high voltage overhead power lines'* promote the successful development of sites crossed by existing overhead lines and the creation of well-designed places. The guidelines demonstrate that a creative design approach can minimise the impact of overhead lines whilst promoting a quality environment. The guidelines can be downloaded here: <https://www.nationalgridet.com/document/130626/download>

The statutory safety clearances between overhead lines, the ground, and built structures must not be infringed. Where changes are proposed to ground levels beneath an existing line then it is important that changes in ground levels do not result in safety clearances being infringed. National Grid can, on request, provide to developers detailed line profile drawings that detail the height of conductors, above ordnance datum, at a specific site.

National Grid's statutory safety clearances are detailed in their *'Guidelines when working near National Grid Electricity Transmission assets'*, which can be downloaded here: [www.nationalgridet.com/network-and-assets/working-near-our-assets](http://www.nationalgridet.com/network-and-assets/working-near-our-assets)

### Gas assets

High-Pressure Gas Pipelines form an essential part of the national gas transmission system and National Grid's approach is always to seek to leave their existing transmission pipelines in situ. Contact should be made with the Health and Safety Executive (HSE) in respect of sites affected by High-Pressure Gas Pipelines.

National Grid have land rights for each asset which prevents the erection of permanent/temporary buildings, or structures, changes to existing ground levels, storage of materials etc. Additionally, written permission will be required before any works commence within the National Grid's 12.2m building proximity distance, and a deed of consent is required for any crossing of the easement.

National Grid's *'Guidelines when working near National Grid Gas assets'* can be downloaded here: [www.nationalgridgas.com/land-and-assets/working-near-our-assets](http://www.nationalgridgas.com/land-and-assets/working-near-our-assets)

### How to contact National Grid

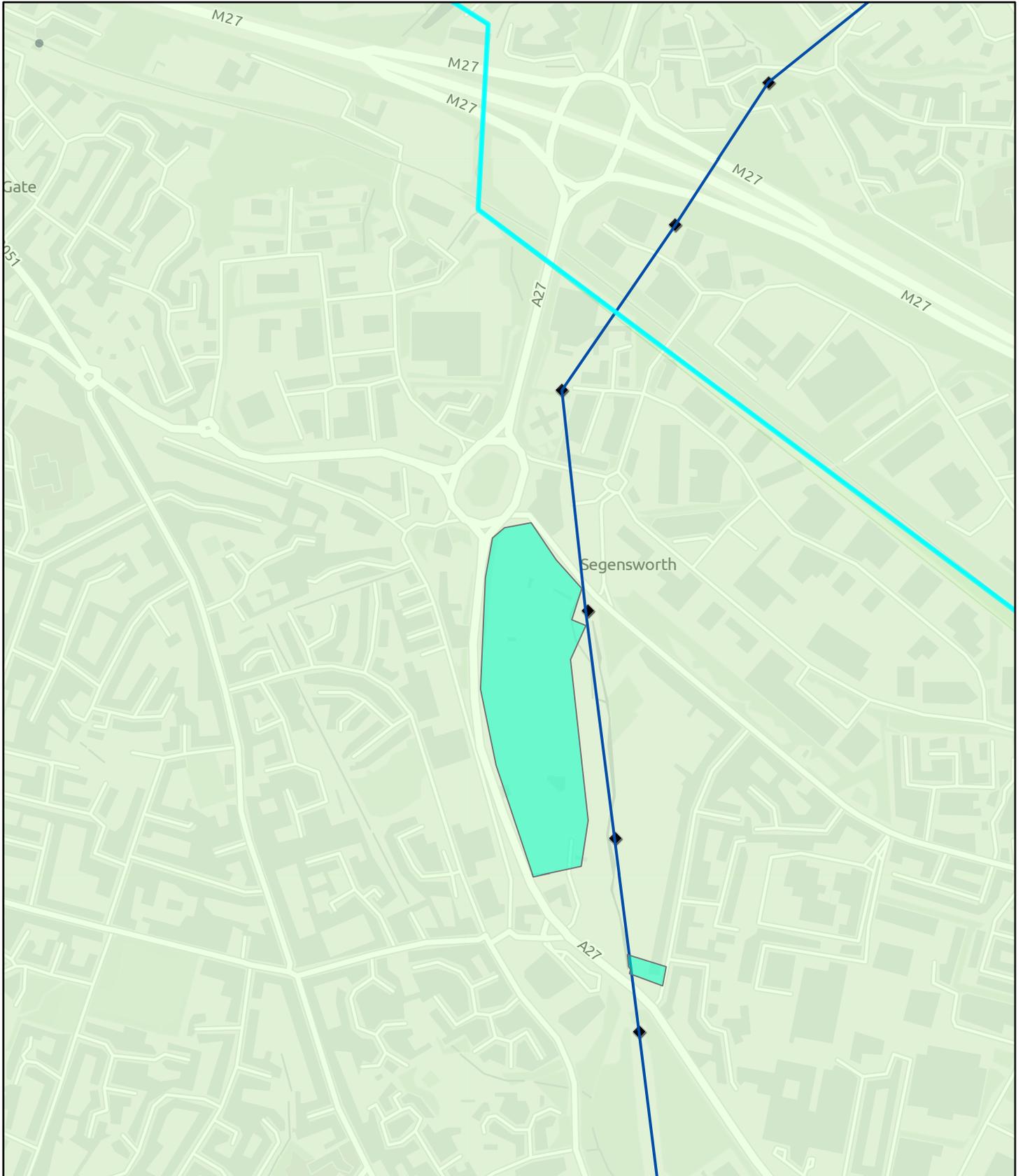
If you require any further information in relation to the above and/or if you would like to check if National Grid's transmission networks may be affected by a proposed development, please contact:

Avison Young (UK) Limited registered in England and Wales number 6382509.  
Registered office, 3 Brindleyplace, Birmingham B1 2JB. Regulated by RICS



or visit

# Local Plan Regulation 19 Consultation - Site HA3 Southampton Road



20/07/2021, 11:18:09

Development\_Plan\_Monitoring\_v2\_7386

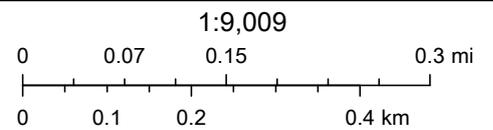
Electric\_Assets\_4020

400

Electric\_Assets\_1587

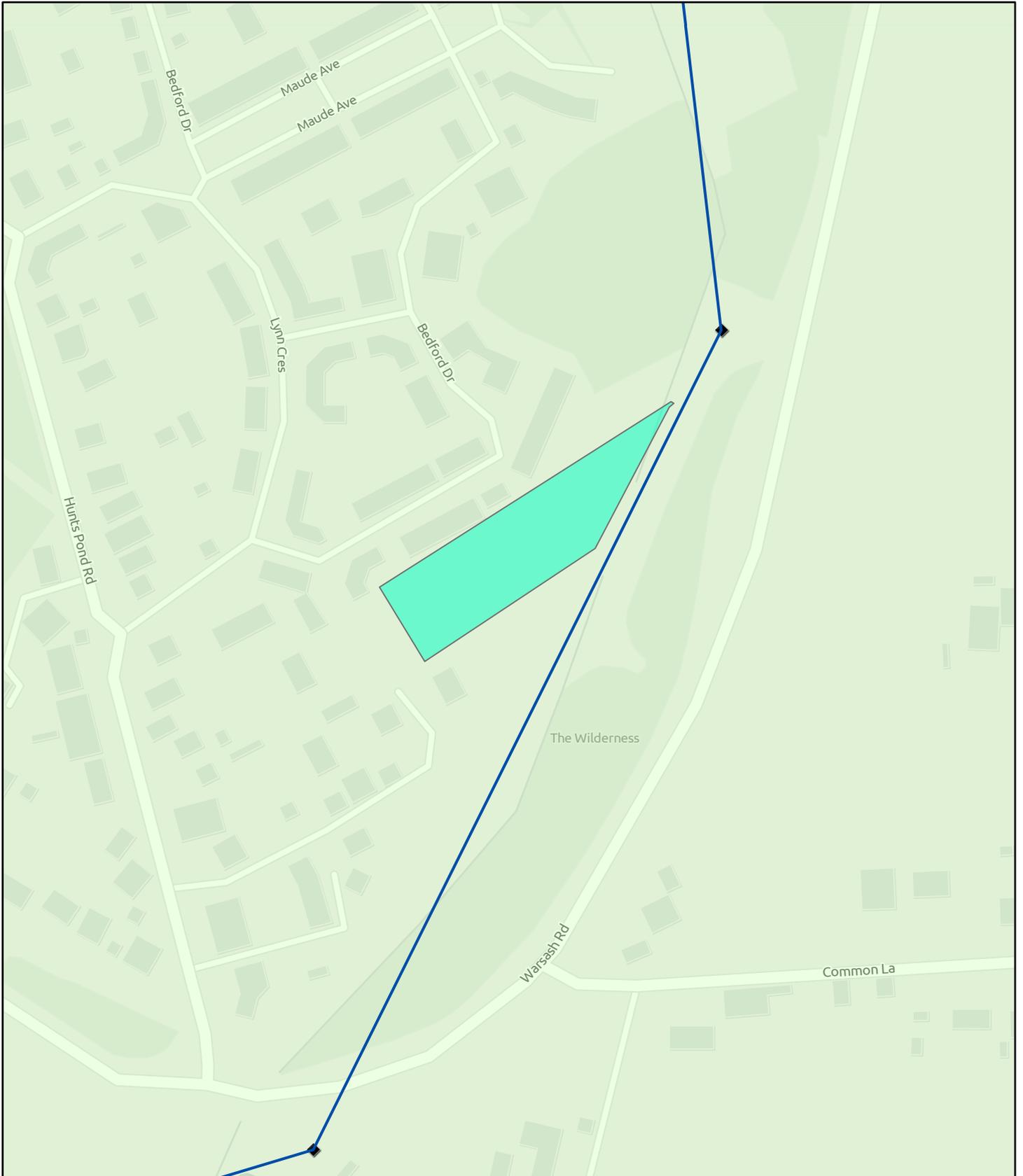
Development\_Plan\_Monitoring\_v2\_977\_5701

Development\_Plan\_Monitoring\_v2\_977



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Contains data from OS Zoomstack

# HA19 - 399-403 Hunts Pond Road



20/07/2021, 12:20:33

Development\_Plan\_Monitoring\_v2\_7386

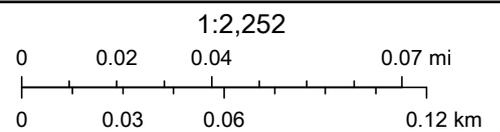
Electric\_Assets\_4020

400

Electric\_Assets\_1587

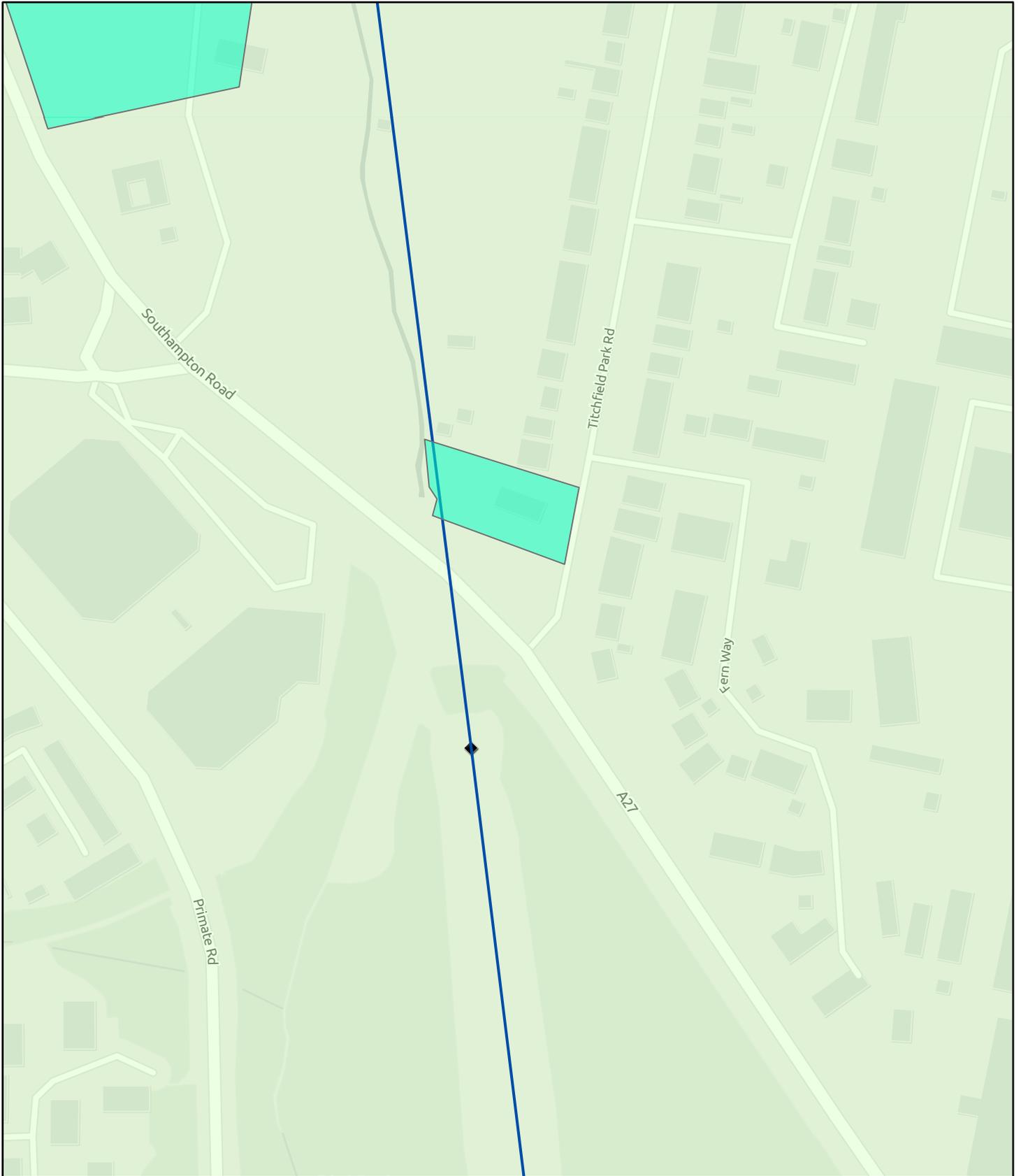
Development\_Plan\_Monitoring\_v2\_977\_5701

Development\_Plan\_Monitoring\_v2\_977



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Contains data from OS Zoomstack

# Local Plan Regulation 19 Consultation - Site HA38 - 68 Titchfield Park Road



20/07/2021, 12:19:43

 Development\_Plan\_Monitoring\_v2\_7386

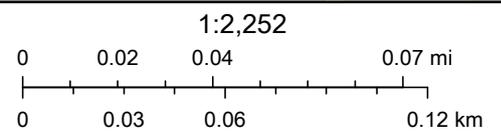
Electric\_Assets\_4020

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 Electric\_Assets\_1587

 Development\_Plan\_Monitoring\_v2\_977\_5701

 Development\_Plan\_Monitoring\_v2\_977



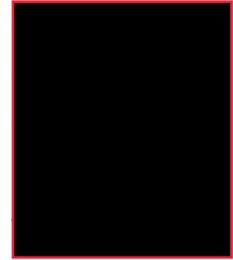
Contains OS data © Crown Copyright and database right 2020  
Contains data from OS Zoomstack

Date: 29 July 2021  
Our ref: 357301  
Your ref: N/A



Planning Strategy Team  
Fareham Borough Council

**BY EMAIL ONLY**



Dear Sir/Madam

### **Regulation 19 Local Plan Consultation (18<sup>th</sup> June – 30<sup>th</sup> July 2021)**

Thank you for your consultation on the above dated 18 June 2021 which was received by Natural England on the same date.

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England welcomes the Council's approach to achieving sustainable development through its Local Plan, particularly through its suite of Natural Environment policies that include protection of internationally, nationally and locally designated sites, the enhancement of the local ecological network and the requirement for biodiversity net gain.

It is welcomed that many policies have been updated that incorporate our previous advice. Please see below for our comments on the Regulation 19 Local Plan and supporting Habitats Regulations Assessment (HRA) and Sustainability Appraisal (SA).

This response is subsequent to our comments provided on the 18<sup>th</sup> December 2020 to inform a previous iteration of the Regulation 19 consultation process, which ran from the 6<sup>th</sup> November 2020 to the 18<sup>th</sup> December 2020.

#### **Policy CC2: Managing Flood Risk and Sustainable Drainage Systems**

It is welcomed that the revised policy outlines that where a development drains to a protected site(s), an additional treatment component (i.e over and above that required for standard discharges) may be required.

It is recommended the Policy also makes clear that where SuDS are proposed as a fundamental part of Habitat sites mitigation, developments will need to demonstrate the long-term (in perpetuity) monitoring, maintenance/replacement, and funding arrangements.

#### **Policy NE2: Biodiversity Net Gain**

It is noted that section 9.32 now states that smaller wildlife features such as bat boxes and swift bricks could be included as part of a wider biodiversity enhancement and mitigation plan, separate

to biodiversity net gain commitments.

[Biodiversity Metric 3.0](#) was published in July 2021. We advise that the Policy is updated accordingly and that this metric is used to measure gains and losses to biodiversity resulting from development, and implement development plan policies on biodiversity net gain.

We recommend that the local plan policy should align as closely with the Environment Bill and anticipated framework for mandatory net gain as possible and that the Policy confirms the intention for a Supplementary Planning Document (SPD) to be developed to provide further detail within an appropriate timescale.

#### **Policy NE5: Solent Wader and Brent Goose Sites**

Solent Wader and Brent Goose mapping (as provided on the SWBGS [website](#)) may be subject to change over the plan period, therefore it is recommended the Policy ensures the latest mapping is sought in advance of determining planning applications.

We advise that developments affecting SPA supporting habitat should produce a Construction Environmental Management Plan (CEMP) to address potential impacts to these habitats during the construction phase. In particular, noise disturbance should be addressed by avoiding works over 69dB during winter months (as per our advice on applications).

With regards to collection of financial contributions to address impacts on SPA supporting habitat (specifically Secondary and Low Use sites), it is recommended that the Local Plan identifies some suitable projects to which funds can be directed to ensure the protection and enhancement of the wider SWBG network.

#### **Employment Allocation: E4: Solent 2**

It is welcomed that the wording has been updated to require development to demonstrate 'compliance with Strategic Policy NE1 with regards to impacts on the local ecological network'. We refer you to our previous advice that the Policy should also outline that where impacts cannot be avoided or adequately mitigated, a comprehensive compensation package should be required that addresses the loss of all priority habitat on site, rather than just specifying protected trees, that seeks to enhance and connect habitat in the locality.

#### **Other Policies**

Please refer to advice within our previous letter with regards to Policies DS1, CC1, CC3, NE5, D4 and Housing Allocation Policies HA9, HA29, HA31, HA37, HA38, HA42.

Please note, under Policy CC3: Coastal Change Management Areas (CCMAs) the reference to the 'English Coast Path' should be updated to the 'England Coast Path'.

#### **Comments on the Habitats Regulations Assessment (HRA)**

These comments relate to the document: Habitats Regulations Assessment for the Fareham Borough Local Plan 2037; Screening and Appropriate Assessment Report for the Revised Publication Local Plan, May 2021 by Urban Edge Environmental Consulting.

- *Recreational disturbance- New Forest designated sites*

We welcome the fact that consideration of recreational disturbance to the New Forest SPA, SAC and Ramsar sites has been updated, with sections 6.4.18 to 6.4.20 referencing recent analysis of the New Forest 'zone of influence' (Footprint Ecology, February 2021). The report is based on [recent visitor survey reports](#) published in 2020 that conclude that new residential development within a 13.8km buffer zone of the New Forest designated sites is likely to have a significant effect on the sites via recreational disturbance, alone and/or in combination with other plans or projects.

The report suggests that the borough of Fareham is excluded from the 13.8km zone based on low average visitor rates in comparison to local authorities further west, and relatively low visit rates derived from the onsite survey data. It also recommends that large developments of around 200 or more dwellings within 15km of the New Forest sites should be subject to project HRA and mitigation may be required. The revised local plan HRA reflects this recommendation.

However, although the average visit rate for the borough is lower than that for neighbouring Eastleigh, it is notable that postcode data resulting from the telephone survey show visit frequencies in the western parts of Fareham are similar to those in the neighbouring borough of Eastleigh, suggesting the visit rate from these areas are higher than the average visit rate applied to the whole borough. Clearly, visitors do originate from these areas of Fareham and it is Natural England's view that they are likely to contribute to an in-combination effect on the sites. Therefore, to ensure the necessary certainty required under the Habitats Regulations that the Plan will appropriately address the impact, it is advised that the 13.8km zone is applied within the borough of Fareham to ensure all new development coming through in that area provide appropriate mitigation. (Please note that large development within 15km should also still be subject to HRA for this impact pathway.)

It is advised that your authority works in close collaboration with other affected local authorities within and surrounding the New Forest designated sites which share a commitment to develop a strategic, cross-boundary approach to habitat mitigation for the New Forest SPA/SAC/Ramsar. Natural England recommend such a strategy incorporates a package of measures including provision of suitable alternative green spaces and networks, and direct measures on the sites such as access management, education and communication, wardening, and importantly, monitoring. Monitoring work (of visitor patterns and ecological features of the sites) will be important to further the evidence base on which mitigation strategies can be updated.

In advance of such a strategy being agreed and adopted, Natural England advise the Council to implement a suitable interim strategy that ensures adverse effects from live development coming through the local plan period will be avoided. This may include measures as described above. Financial contributions can be directed towards the New Forest National Park Authority's (NFNPA) [Habitat Mitigation Scheme](#) that will enable the authority to deliver site specific mitigation measures on behalf of developments; such an approach would provide a certain and robust means to addressing the effects of recreational disturbance via direct measures at the protected sites. It is recommended that suitable levels of contribution are agreed with the NFNPA.

Natural England are committed to continue working with Fareham Borough Council and other affected local authorities to develop a strategic approach to addressing recreational impacts from new development on the New Forest designated sites.

- *Water quality – nutrients*

The nitrogen budget arising from the Local Plan has been revised down from 2,536.99 kg/TN/yr to 2,182.62 kg/TN/yr and the HRA has been updated to reflect this.

We note that Appendix 3 of the HRA includes a Technical Note by Urban Edge Environmental Consulting prepared in May 2021. This includes a breakdown of the site allocations to calculate this total nitrogen figure. Amongst other updates, the recent decrease in budget appears to be mainly due to the following amendments as shown in Table 1:

- HA55 Land South of Longfield Avenue has been reduced from -105.80 to -672.54 kg/TN/yr
- H54 Land at Oakcroft Lane has been included, with a -134.67 kg/TN/yr budget
- HA56 Land West of Downend Road has been included, with a -142.10 kg/TN/yr budget.

Table 1 references the 20% precautionary buffer. Please note that this buffer should only be applied to sites with a positive nitrogen budget. The overall budget figure may need updating in light of this.

Section 4 of this Technical Note discusses potential nutrient mitigation schemes. With regards to the number of nitrogen credits likely to be available from these, it is recommended that latest figures are

sought in advance of further work involving these schemes. Further information can be found on the [PfSH webpages](#).

- *SWBGS 2021 Updates*

We note that section 6.8.1 now refers to SWBGS site F13 as a Secondary Support Area, in line with the published SWBGS mapping update earlier this year. This is also reflected in Figures 6.18 and 6.19 which map the SWBGS sites within the Fareham Local Plan.

It appears that site-specific impacts on SPA supporting habitat (as identified on the SWBGS mapping) have not been considered within the Appropriate Assessment for Solent and Southampton Water SPA and Ramsar site (i.e. Table 7.8), even though likely significant effects have been identified. This impact should be considered in more detail within the AA with an appropriate mitigation strategy outlined, linked to Policy NE5. It is advised that development address impacts in line with the SWBGS Guidance on Mitigation and Off-setting requirements (2018).

- *Water pollution impacts on designated sites*

In our previous response we noted that the Chichester and Langstone Harbours SPA/Ramsar sites, the Portsmouth Harbour SPA/Ramsar sites and the Solent and Dorset Coast SPA site were screened out of the appropriate assessment in relation to water pollution impacts. We welcome the fact that this impact is now screened in, and sections including 7.6.2 reference the source of potential water pollution impacts from some of the Housing Allocations.

#### **Other Comments on the HRA**

- Table 6.10 refers to 'EU Sites' which are now referred to as 'Habitats sites' in the context of planning policy.
- Section 6.3.3 refers to the Eastern Solent Coastal Partnership, that are now the Coastal Partners.

#### **Comments on the SA**

These comments relate to the document: Sustainability Appraisal and Strategic Environmental Assessment for the Fareham Borough Local Plan 2037; Sustainability Report for the Revised Publication Local Plan, May 2021 by Urban Edge Consulting

#### **SEA Objective SA5: To Minimise Carbon Emissions and Promote Adaptation to Climate Change**

As per our previous consultation response, it is suggested a further monitoring parameter(s) is included to monitor the implementation of new GI/habitat that can seek to alleviate the pressures of climate change on species and the ecological network whilst also providing other benefits as described further in our advice above; e.g. percentage of new GI/ extent of priority habitat within the ecological network.

We note from Appendix B, the Analysis of Consultation Responses, that this is being considered and may be added in the Post Adoption Statement.

#### **SEA Objective SA7: To Conserve and Enhance Biodiversity and Geodiversity**

We welcome the amendment to the title of this objective to include geodiversity, as per our previous consultation response.

We previously suggested that further monitoring parameters are incorporated to ensure impacts on internationally, nationally and locally designated sites are monitored throughout the Plan period, e.g. via the number, extent and condition of sites designated for nature conservation. We would advise the use of a green infrastructure standard as an indicator, such as Natural England's Accessible

Natural Greenspace Standard (ANGSt). Parameters for measuring the implementation of net gain should be introduced, see further above for our advice on net gain monitoring. In response to this, we note that the Analysis of Consultations responses states that this is being considered and may be added in the Post Adoption Statement.

We would be very happy to comment further as the plan process progresses. If you have any queries relating to the detail in this letter please contact

Yours faithfully

Mary Andrew  
Sustainable Development Lead Adviser  
Natural England- Thames Solent Team

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**Respondent details:**

Title:	Mr
First Name:	Sophie
Last Name:	Neal
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

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**1) Policy: NE10**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Sport England first raised concerns about para 9.129 in our response of 15 December 2020 to the previous iteration of the Local Plan. The paragraph seems to provide school/education sites where expansion is proposed with an exception policy to NE10. In our view, it would allow schools to expand onto the playing field and result in the loss of playing field land without having to meet the tests of Policy NE10. Sport England does not support such an approach and is considered to be contrary to NPPF para 99 as well as our own Playing Fields Policy. We therefore object to para 9.129.

**What modification(s) is necessary to make the Revised Pub...**

Sport England would ask that Para 9.129 is removed.

**How would the modification(s) you propose make the Revise...**

Removal of para 9.129 would ensure consistency with NPPF para 99.

**Your suggested revised wording of any policy or text:**

see above.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**Respondent details:**

Title:	Mr
First Name:	Paul
Last Name:	Needham
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	<div style="background-color: black; width: 100%; height: 100%;"></div>
Postcode:	
Telephone Number:	
Email Address:	

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1) Paragraph: HA55- Land south of Longfield Avenue

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The Local Plan is not “sound” because it does not achieve sustainable development. Sustainability is defined as “using a resource so that the resource is not depleted or permanently damaged”. The proposed development will consume a significant proportion of the strategic gap (the resource) between Stubbington and Fareham. This resource provides local residents living either side of it, and many others in both boroughs, with the benefit of living near a beautiful countryside location whilst being part of a sustainable community. That is the description that Fareham Borough Council are using as a reason for accepting the development for the benefit of the 1250 new homes. It therefore follows that by building on this resource then the existing residents are suffering depletion and permanent damage to the resource. It is unsustainable. The strategic gap between Fareham and Stubbington has always been sacrosanct and Fareham Borough Council, in their proposals for the Stubbington By-Pass some 6 years ago stated:- However the route of the bypass is such that along the first half of the route the road follows the alignment of Titchfield Road and then broadly follows the northern edge of Stubbington. This leaves the open fields that comprise the northern extent of the gap up to Longfield Avenue open such that the landscape continues to operate in the manner the planning policy intends; preventing the coalescence of the settlements of Fareham and Stubbington. The development south of Longfield Avenue obviously contravenes this policy which must call into question both the legality of the Stubbington By Pass as well as the proposed housing. Sustainability is ensuring a resource is not permanently damaged. Another resource available to all local residents is the access to the M27 in the west of the borough and similar access to the east via Newgate Lane. No improvements to the highways supporting this access are indicated in the local plan. It therefore follows that 1250 homes which will generate at least 2000 extra vehicles into the traffic system must deplete this resource. Indeed, one only has to look at the nearest major supermarket (Asda) where it can take half an hour at present to gain access onto Newgate Lane. No doubt many of the residents from the new homes would use this supermarket due to its proximity to the development. Again, a depletion in the resource. One can surely accept that air quality is, or should be, a resource for residents in any area. Fareham Borough Council’s own report on air quality states “The air pollutants of concern in Fareham and Gosport are nitrogen dioxide (NO2) and fine particulate matter (PM10 and PM2.5). The main source of these pollutants is road traffic.” The addition of considerable numbers of cars associated with the development must therefore have a negative effect on air quality and thus that resource. Access to the countryside and associated wildlife have proved, not just during the pandemic, to be an invaluable resource for local residents. The area supports and sustains many different species of wildlife including pipistrel bats, 4 types of breeding raptors, various species of owl, badgers, foxes and deer as well as annual visits from Brent Geese and other migrating birds. 20/25% of this resource will disappear with these new homes (permanent damage) and the wildlife will therefore be restricted to a much smaller area (depletion) including a token “bird mitigation area”. It therefore follows that the resources identified, available to local residents, will be adversely affected by the proposed development either by way of depletion or permanent damage. As such, the proposal should be rejected in its entirety.

**What modification(s) is necessary to make the Revised Pub...**

Restrict any development in the strategic gap between Stubbington and Fareham

**How would the modification(s) you propose make the Revise...**

It would ensure that the local plan did not incorporate unsustainable development

**Your suggested revised wording of any policy or text:**

In developing the Fareham Borough Local Plan it is essential that the previous policy of maintaining the strategic gap between Fareham and Stubbington to ensure that it is fully retained and that any future attempts at developing, even a small section of it, are rejected to retain the separate characteristics of our towns, villages and urban areas.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

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**2) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The Local Plan is not “sound” because it does not achieve sustainable development. Sustainability is defined as “using a resource so that the resource is not depleted or permanently damaged”. The proposed development will consume a significant proportion of the strategic gap (the resource) between Stubbington and Fareham. This resource provides local residents living either side of it, and many others in both boroughs, with the benefit of living near a beautiful countryside location whilst being part of a sustainable community. That is the description that Fareham Borough Council are using as a reason for accepting the development for the benefit of the 180 new homes. It therefore follows that by building on this resource then the existing residents are suffering depletion and permanent damage to the resource. It is unsustainable. Access to the countryside and associated wildlife have proved, not just during the pandemic, to be an invaluable resource for local residents. The area supports and sustains many different species of wildlife including pipistrel bats, 4 types of breeding raptors, various species of owl, badgers, foxes and deer as well as annual visits from Brent Geese and other migrating birds. A piece of this resource will disappear with these new homes (permanent damage) and the wildlife will therefore be restricted to a much smaller area (depletion) including a token “bird mitigation area”. It therefore follows that the resources identified, available to local residents, will be adversely affected by the proposed development either by way of depletion or permanent damage. As such, the proposal should be rejected in its entirety.

**What modification(s) is necessary to make the Revised Pub...**

Reject any development in the existing strategic gap

**How would the modification(s) you propose make the Revise...**

Ensuring that any unsustainable development does not impact on the Council's policy of maintaining the strategic gap.

**Your suggested revised wording of any policy or text:**

It is this Council's policy to ensure that the existing strategic gap between Fareham and Stubbington is fully retained and that any further development in this important resource for local residents is not threatened by any future development.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

---

**White, Lauren**

---

**From:** Laura Mellon <[REDACTED]>  
**Sent:** 02 August 2021 11:24  
**To:** Drake, Pete  
**Subject:** Network Rail

OFFICIAL

Hi Fareham Planning Team,

Thank you for consulting Network Rail on the Regulation 19 and infrastructure requirements documents. Apologies for the delay in responding to this however Network Rails comments are below.

Network Rail welcomes the opportunity to comment on this important consultation and would like to be kept informed on any future updated on the Local Plan.

As part of Network Rail's license to operate and manage Britain's railway infrastructure, Network Rail have the legal duty to protect rail passengers, the public, the railway workforce, and to reduce risk at our level crossings so far as is reasonably practicable.

We believe that any future developments take into consideration the impact on use of these crossings and any resulting increase in risk. This clearly will require early consultation between the planning authority, developers and NR to identify ways that any increase in risk can be mitigated.

Network Rails level crossings teams' welcome further discussions

In terms of the infrastructure requirements in the area Network Rail would like to highlight the following:

- Swanwick Station is not a fully accessible station and so promoters of developments nearby may want to consider the impact of this on residents and visitors. Enhancements to the accessibility of the station would be of benefit to those living or working in the area who may require step-free access to the railway.
- Fareham Borough Council have previously shown interest in making Swanwick a parkway station and so it would be useful to understand if this is still an ambition and how this may then impact/be impacted by the developments in the area.
- The [Solent Connectivity CMSP](#) had suggested the conversion of Platform 2 at Fareham Station into a through platform (it is currently a bay platform), amongst other recommendations. If this progresses, it may give rise to an opportunity to combine funding sources to take forward wider improvements in and around the station. This could potentially generate efficiencies in utilising resources and reduce the scale of disruption than if various schemes of work were undertaken at different times.

I hope this is helpful in going forward with your documents. If you would like to discuss anything further please do not hesitate to contact me.

Kind Regards



**Laura Mellon MRTPI**  
Town Planner  
Network Rail Property (Southern)



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\*\*\*\*\*

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\*\*\*\*\*  
\*\*\*\*\*

**Respondent details:**

Title:	Mrs
First Name:	Ruth
Last Name:	Cole
Job Title: (where relevant)	Teacher
Organisation: (where relevant)	New Horizons Primary, Portsmouth
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

The land South of Longfield Avenue should remain untouched by any development. It is part of the strategic gap between Stubbington and Fareham and a welcome 'green lung' separating the two urban areas. The land to the West of Peak Lane is not enough to separate the two. The bypass has already severely damaged this strategic gap and no further development should be allowed. More space North of Fareham for housing is my preferred option as there is more countryside nearby there.

**What modification(s) is necessary to make the Revised Pub...**

Make the strategic gap between Stubbington and Fareham enshrined in law so it is not continually threatened by developers as in this plan.

**How would the modification(s) you propose make the Revise...**

The strategic gap would be protected for our children's future and no more tax payers money wasted on considering this proposal time after time.

**Your suggested revised wording of any policy or text:**

Land South of Longfield avenue is part of the strategic gap between Stubbington and Fareham and should not be built on for housing under any circumstances.

**If your representation is seeking a modification to the P...**

Yes, I want to take part in a hearing session

**Please outline in the box below why you consider it neces...**

I want to speak up for the future of our children and the environment they inherit from us. Our decisions affect their future. I have enjoyed the gap between Stubbington and Fareham for 23 years and want to hand this on to the next generation.



**Respondent details:**

Title:	Mr
First Name:	John
Last Name:	Notter
Job Title: (where relevant)	Artist
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Policy: CC2**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

The south of Hampshire is an area of the country that will be particularly impacted by climate change, the planning policy set out by Fareham Council takes no account on how the dramatic changes in climate will effect the area in providing basic resources such as fresh water in long periods of drought to an increased population and the resulting social disorder that could result from this. In fact the whole planning of Welborne in its layout will already have built in future social problems let alone the impact climate change will add to this. This means that the plan will only have short term effectiveness based on short term greed. As we are all in untested territory as to what should be national policy in terms of providing housing in a changing climate world there must be a degree of uncertainty in what should be the way forward but Fareham Council's plan is poor and just reflects the poor leadership within the council

**What modification(s) is necessary to make the Revised Pub...**

It would need a serious examination on how climate change would impact the area and how to plan for that. Also in the case of Welborne how edge of town estate planning works on a social level beyond just adding a motorway junction and really basic infrastructure stuff.

**How would the modification(s) you propose make the Revise...**

By making the plan take on board the idea that we are in a changing environment and the effect that could have on social cohesion.

**Your suggested revised wording of any policy or text:**

None

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**DAVID AND NIKKI NOYCE**



26<sup>th</sup> July 2021

**FAREHAM LOCAL PLAN 2037**

**The downloadable questionnaire is not fit for purpose as it is not editable and if printed does not allow sufficient room to complete with the following details. This document outlines my views under Regulation 19 of the Town and Country Planning Act (Local Planning) (England) Regulations 2012 and where possible I have maintained the format of Fareham Borough Council's downloadable questionnaire.**

Personal Details:

Title: Mr

First name: David

Surname: Noyce



**FAREHAM Local Plan 2037**

The downloadable questionnaire is not editable and if printed it does not provide sufficient space to enter all relevant details. This document therefore, outlines my views under Regulation 19 Town and Country Planning (Local Planning) (England) Regulations 2012 and where possible I have maintained the format of Fareham Borough Council's downloadable Questionnaire.

PERSNAL DETAILS

Title: Mr

First Name: David  
 Last Name: Rowles  
 Address: [REDACTED]  
 Postcode: [REDACTED]  
 Telephone Number: [REDACTED]  
 Email: [REDACTED]

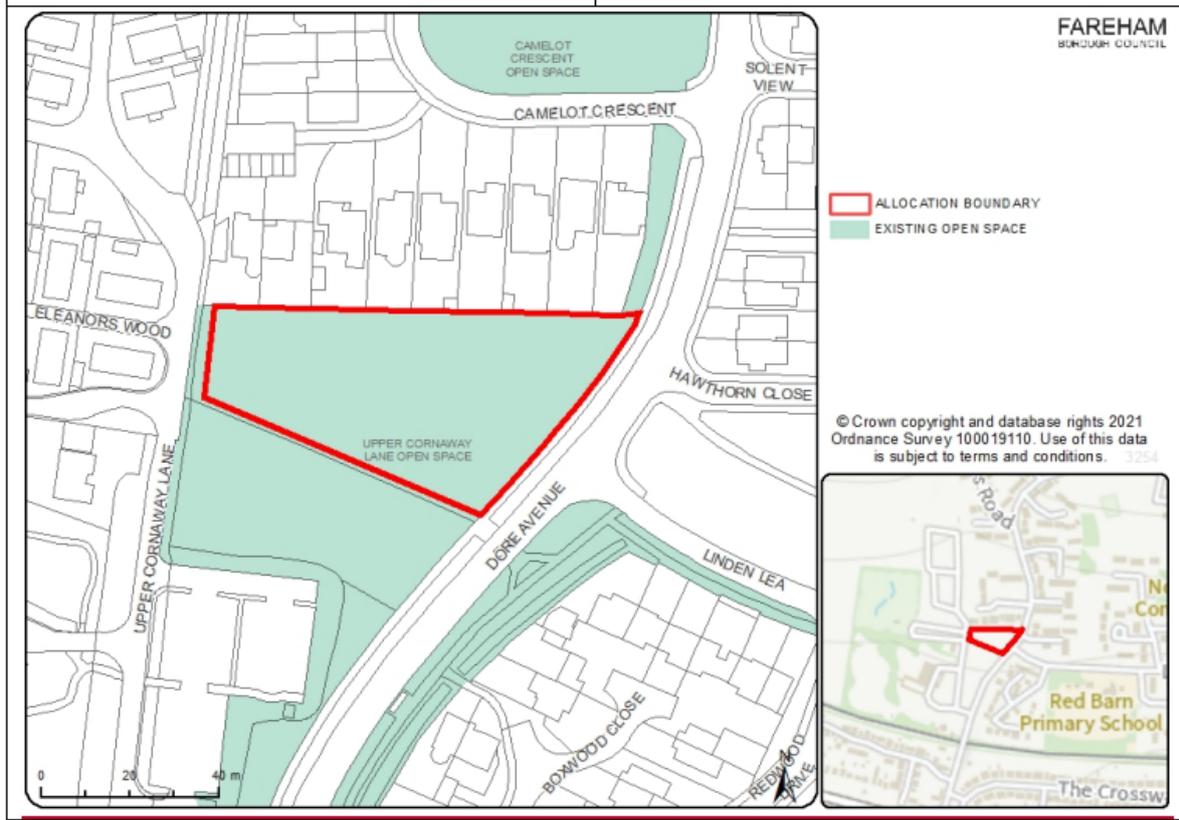
B1 Which part of the Revised Publication Local Plan is this representation about?

Answer – A new housing allocation site – Go to B1d

B1d Which new housing allocation site?

Answer - HA52 for the development of 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

<b><u>Housing Allocation Policy: HA52</u></b>	<b><u>SHELAA Reference: 3254</u></b>
<b><u>Name: Land west of Dore Avenue, Portchester</u></b>	<b><u>Allocation Use: Residential, affordable housing</u></b>
<b><u>Location: Portchester West</u></b>	<b><u>Indicative Yield: 12 dwellings</u></b>
<b><u>Size: 0.30ha</u></b>	<b><u>Planning Status as at 1<sup>st</sup> April 2021: none</u></b>



B2 Do you think the Revised Publication Local Plan is:

Legally Compliant –No

B3 Please provide details you have to support answer above

Answer – Section 5 of the Cremation Act 1902 states that:

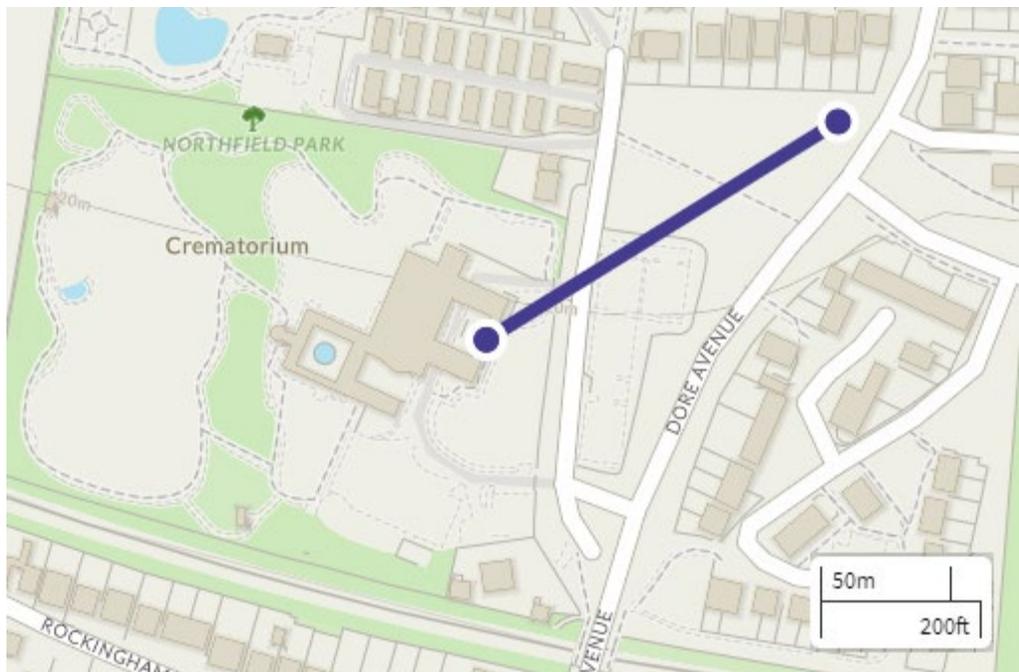
***“No crematorium shall be constructed nearer to any dwelling house than two hundred yards, except with the consent, in writing, of the owner, lessee, and occupier of such house, nor within fifty yards of any public highway, nor in the consecrated part of the burial ground of any burial authority.”***

The Federation of Burial and Cremation Authorities state in their RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019:

***“Government policy, set out in the National Planning Policy Framework (NPPF) advocates sustainable development of crematoriums using previously developed land, bringing it back into beneficial use. However, previously developed land can often prove unsuitable, due to land contamination, which is unacceptable for the interment of ashes, or due to the presence of residential property within 200 yards.”***

The proposed allocation is well within 200 yards of Portchester Crematorium and if a crematorium cannot be built within 200 yards of residential property then, residential property cannot be built within 200 yards of a crematorium.

It is clear that to build residential properties close to a crematorium that mourners could be exposed to noise from adjacent houses. Equally, residents of adjacent houses will not wish to witness a constant procession of funerals services on their door step.



**Image 1:** showing the entire proposed allocation is within 600ft of the crematorium.

The Federation of Burial and Cremation Authorities continue in their RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019:

***“Where local circumstances indicate that the most convenient site for a crematorium would be within or attached to an existing cemetery, the adequate***

***planting of trees and shrubs is recommended to screen the crematorium building from the roads, car park and the Gardens of Remembrance.”***

Any trees or shrubs planted to screen the crematorium from the proposed allocation would need to be at least 5 yards high as standing within the grounds at the front of the crematorium, you can clearly see the 1<sup>st</sup> floor windows of the existing properties in Camelot Crescent.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Answer – The Revised Publication Local Plan could be legally compliant by **withdrawing or declining** the proposed allocation HA52 for the development of 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

Alternative proposals for essential housing include:

- a. High rise flats in Fareham Shopping area Policy BL1. This is an existing brown field site with proposed allocation 620 dwellings that could be uplifted to provide additional essential housing.
- b. A significant number of businesses have drastically reduced their facilities requirements following the success enjoyed by their staff working from home. I have 1<sup>st</sup> hand experience of this as a Senior Operations Manager of a large defence company. Expansion plans have been cancelled and more cost-effective solutions are in the planning stages. Solutions include smaller office environments to support essential face to face meetings. Redundant office blocks could therefore be purchased from landlords for conversion to essential housing.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Answer – The Revised Publication Local Plan would be compliant with Section 5 of the Cremation Act 1902 and adhere to the Federation of Burial and Cremation Authorities continue in their RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019. In addition, the existing vital wild meadow area that was introduced by the council as a protected environment providing the habitat for numerous species would be maintained and continue to be enjoyed by residents and walkers.

B4c Your suggested revised wording of any policy or text:

Answer - NA

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s):

Answer – Yes

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

Answer - Section 5 of the Cremation Act 1902 and the Federation of Burial and Cremation Authorities RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019 are clear. A distance of 200 yards is required between crematorium and residential property. If no modification to the plan is made, I would find it necessary to understand how the local authority is able to work outside of the law.

**DAVID AND NIKKI NOYCE**



26<sup>th</sup> July 2021

**FAREHAM LOCAL PLAN 2037**

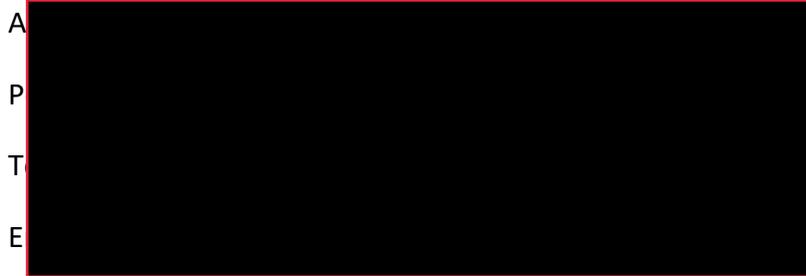
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Personal Details:

Title: Mr

First name: David

Surname: Noyce



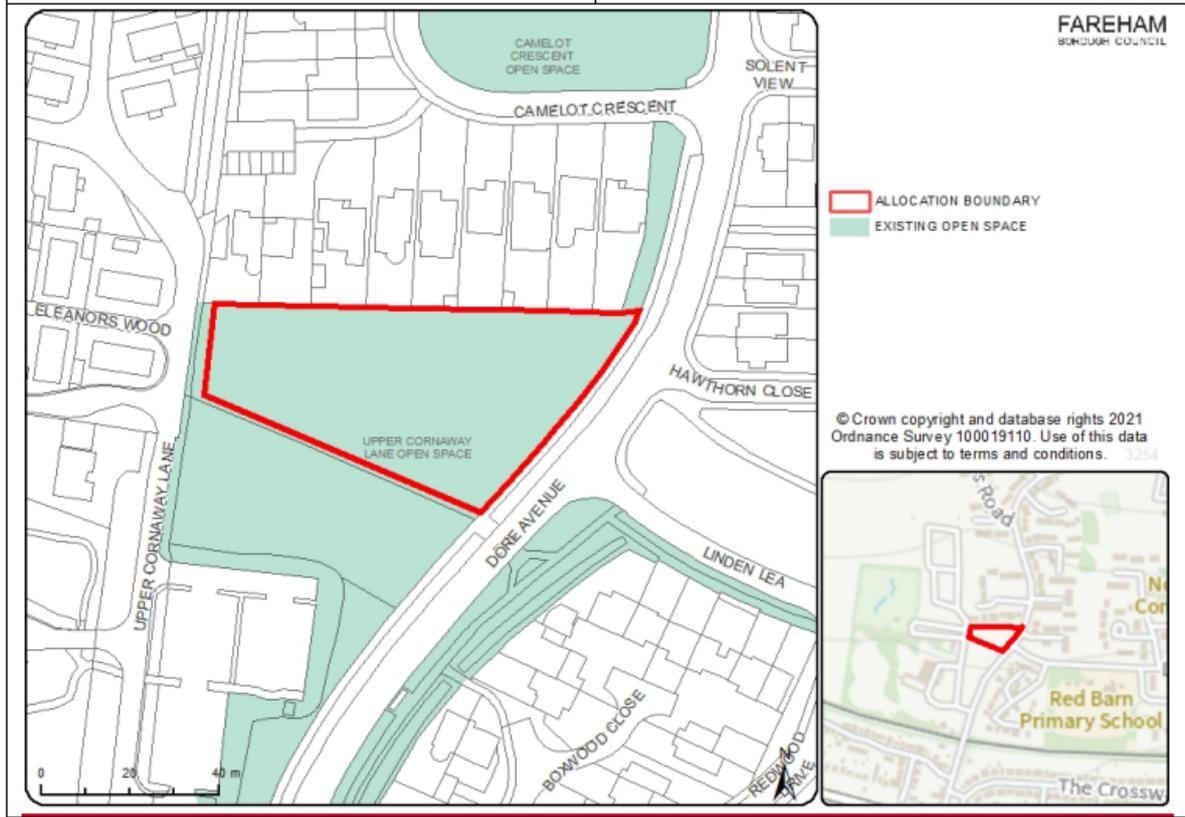
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Answer – A new housing allocation site – Go to B1d

B1d Which new housing allocation site?

Answer - HA52 for the development of 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

<b>Housing Allocation Policy: HA52</b>	<b>SHELAA Reference: 3254</b>
<b>Name: Land west of Dore Avenue, Portchester</b>	<b>Allocation Use: Residential, affordable housing</b>
<b>Location: Portchester West</b>	<b>Indicative Yield: 12 dwellings</b>
<b>Size: 0.30ha</b>	<b>Planning Status as at 1<sup>st</sup> April 2021: none</b>



B2 Do you think the Revised Publication Local Plan is:

Legally Compliant –No

B3 Please provide details you have to support answer above

Answer – Section 5 of the Cremation Act 1902 states that:

***“No crematorium shall be constructed nearer to any dwelling house than two hundred yards, except with the consent, in writing, of the owner, lessee, and occupier of such house, nor within fifty yards of any public highway, nor in the consecrated part of the burial ground of any burial authority.”***

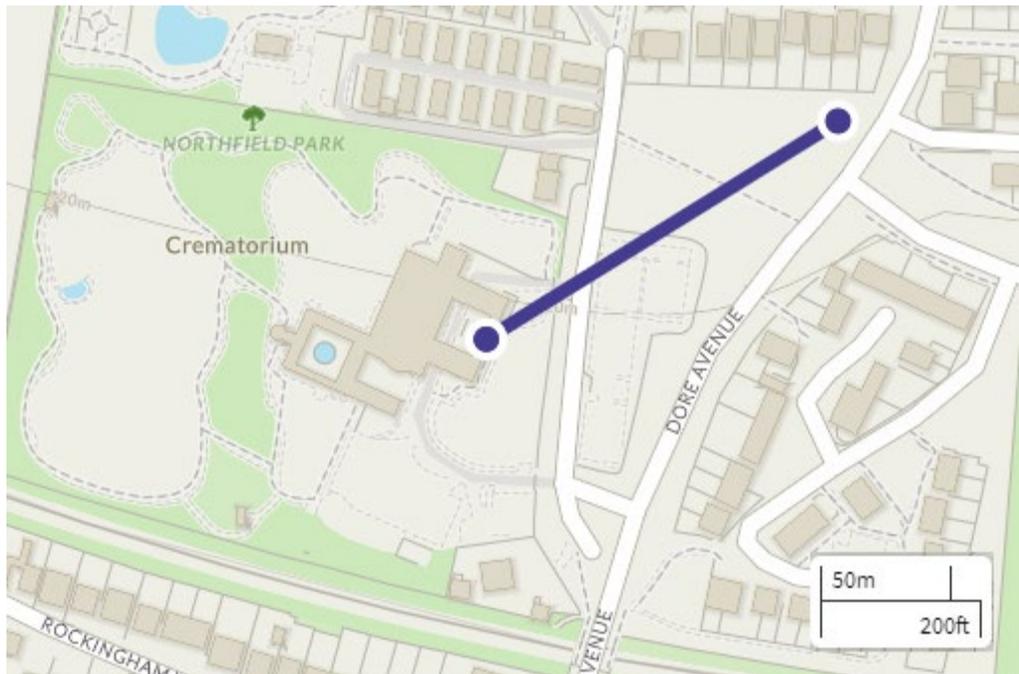
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***“Government policy, set out in the National Planning Policy Framework (NPPF) advocates sustainable development of crematoriums using previously developed land, bringing it back into beneficial use. However, previously developed land can often***

***prove unsuitable, due to land contamination, which is unacceptable for the interment of ashes, or due to the presence of residential property within 200 yards.”***

The proposed allocation is well within 200 yards of Portchester Crematorium and if a crematorium cannot be built within 200 yards of residential property then, residential property cannot be built within 200 yards of a crematorium.

It is clear that to build residential properties close to a crematorium that mourners could be exposed to noise from adjacent houses. Equally, residents of adjacent houses will not wish to witness a constant procession of funerals services on their door step.



**Image 1:** showing the entire proposed allocation is within 600ft of the crematorium.

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***“Where local circumstances indicate that the most convenient site for a crematorium would be within or attached to an existing cemetery, the adequate planting of trees and shrubs is recommended to screen the crematorium building from the roads, car park and the Gardens of Remembrance.”***

Any trees or shrubs planted to screen the crematorium from the proposed allocation would need to be at least 5 yards high as standing within the grounds at the front of the crematorium, you can clearly see the 1<sup>st</sup> floor windows of the existing properties in Camelot Crescent.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Answer – The Revised Publication Local Plan could be legally compliant by **withdrawing or declining** the proposed allocation HA52 for the development of 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

Alternative proposals for essential housing include:

- a. High rise flats in Fareham Shopping area Policy BL1. This is an existing brown field site with proposed allocation 620 dwellings that could be uplifted to provide additional essential housing.
- b. A significant number of businesses have drastically reduced their facilities requirements following the success enjoyed by their staff working from home. Expansion plans have been cancelled and more cost-effective solutions are in the planning stages. Solutions include smaller office environments to support essential face to face meetings. Redundant office blocks could therefore be purchased from landlords for conversion to essential housing.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Answer – The Revised Publication Local Plan would be compliant with Section 5 of the Cremation Act 1902 and adhere to the Federation of Burial and Cremation Authorities continue in their RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019. In addition, the existing vital wild meadow area that was introduced by the council as a protected environment providing the habitat for numerous species would be maintained and continue to be enjoyed by residents and walkers.

B4c Your suggested revised wording of any policy or text:

Answer - NA

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s):

Answer – Yes

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

Answer - Section 5 of the Cremation Act 1902 and the Federation of Burial and Cremation Authorities RECOMMENDATIONS ON THE ESTABLISHMENT OF CREMATORIA 2019 are clear. A distance of 200 yards is required between crematorium and residential property. If no modification to the plan is made, I would find it necessary to understand how the local authority is able to work outside of the law.



**DAVID AND NIKKI NOYCE**



26<sup>th</sup> July 2021

**FAREHAM LOCAL PLAN 2037**

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Personal Details:

Title: Mr

First name: David

Surname: Noyce



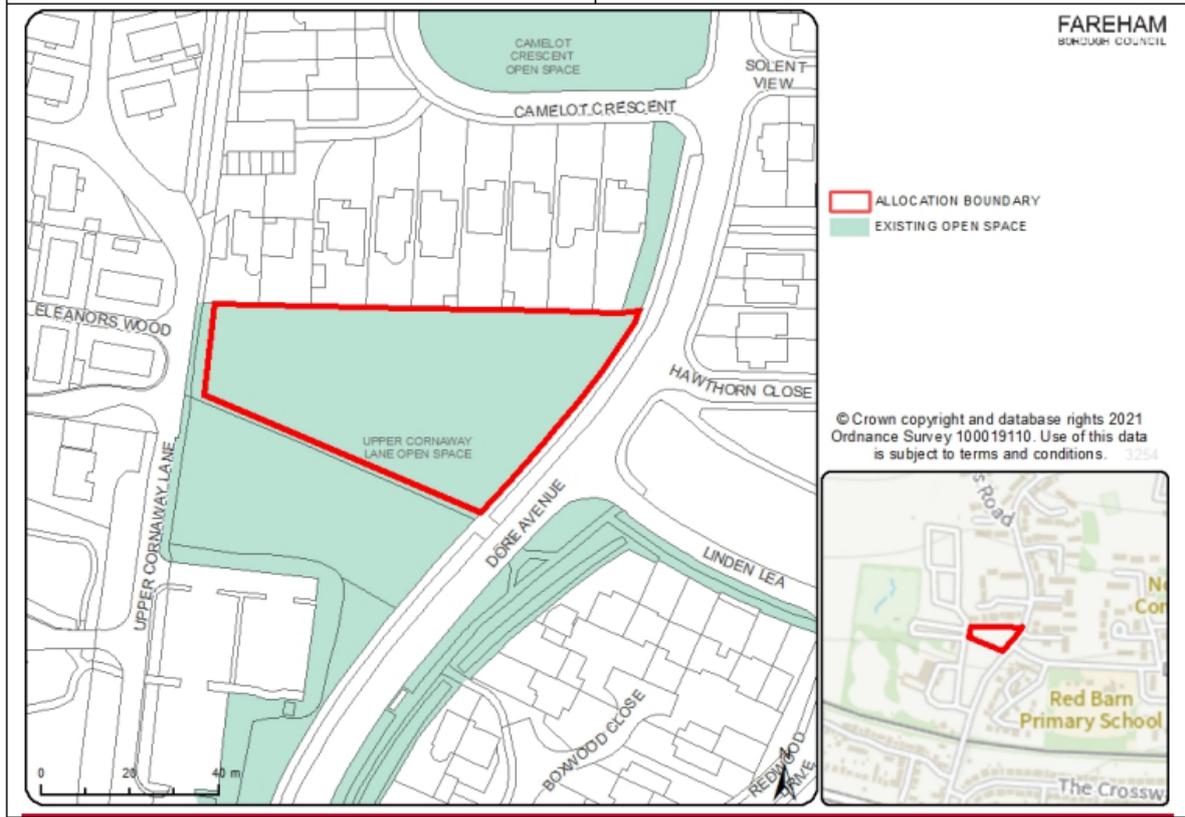
B1: Which part of the Revised Publication Local Plan is this representation about?

Answer: A new housing allocation site. Go to B1d

B1d: Which new housing allocation site?

Answer: HA52 the development of 12 residential and affordable homes to be developed on the open space west of Dore Avenue;

<b><u>Housing Allocation Policy: HA52</u></b>	<b><u>SHELAA Reference: 3254</u></b>
<b><u>Name: Land west of Dore Avenue, Portchester</u></b>	<b><u>Allocation Use: Residential, affordable housing</u></b>
<b><u>Location: Portchester West</u></b>	<b><u>Indicative Yield: 12 dwellings</u></b>
<b><u>Size: 0.30ha</u></b>	<b><u>Planning Status as at 1<sup>st</sup> April 2021: none</u></b>



B2 Do you think the Revised Publication Local Plan is:

Sound – No

B3 Please provide details you have to support answers above

I have read in detail the 'Portchester Crematorium Joint Committee Development Plan 2021- 2026' (referred to as follows as The Plan) and would comment as follows given the details of this plan appear to be at odds with the development referred to above:

- The Crematorium is already hemmed in on all sides (the memorial gardens, and it's access road, and the railway) except one. There is only one site available for any expansion which is the site of the proposed housing development. If houses were to be built this would make any further expansion for car parking for the crematorium impossible.

- The Crematorium Act 1902 says that not only can there not be housing within 200 yards of a Crematorium Stack but also there should be 5 acres of space allowed per 1000 cremations pa. Thus, at present there should be a minimum of 15 acres of space allocated to the crematorium increasing in subsequent years. Even now I do not believe there is sufficient acreage for the 3478 funerals currently taking place and with further increases in funerals projected to 2039, the existing land will not be large enough to comply with legislation.
- The Plan clearly confirms that the Crematorium has a maximum capacity for 17 funerals per day. Assuming the crematorium operates for 250 days a year this is 4250 funerals per annum. At present with around 3478 funerals per annum there appear to be no capacity issues. However, the Plan shows that deaths (within the 4 Local Authority areas feeding into the crematorium) will rise incrementally by 2039 to 6389 per annum of which 85% result in cremations - 5430 per annum. This is above the current capacity.
- There is only one way to deal with this - to increase the number of chapels on the existing site. The only way to create additional space for a new chapel is to build on the main car park and therefore reducing the number of car parking spaces. Alternative new car parking spaces will therefore be required and the only possible place to provide these is on the land identified for development adjacent to Dore Avenue and backing onto Camelot Crescent.
- Even if any new chapels did not take away car parking spaces, the Overflow Car Parks build in 2004/5 to deal with the increasing number of cremations and issues with traffic congestion during peak periods would not be sufficient. There are now 134 car parking spaces in the main/overflow car parks. The Plan advised that there is capacity within the two existing chapels for 160 mourners and guidelines confirm that there should be car parking for 66% of mourners - ie 106 spaces. Therefore, at present there is only 28 'surplus' car parking spaces. If we use the Plan's data to show that by 2039 there will be 5430 funerals per annum at Portchester, an uplift of 56% it follows that there will be an equal requirement to increase car parking - thus 165 car parking spaces required. As demonstrated above there is only one place to place increased car parking and that is on the site identified for building development.
- To build a further 43 car parking spaces (as completed 2004/5) would result in the use of the majority of the remaining land adjacent to Dore Avenue making the building of the proposed houses impossible.
- Once these houses are built there is no going back and no other contingency that I can see. The Council would effectively be reducing any ability to legally expand the crematorium. This would result in the need for a new crematorium to be built elsewhere to take on this additional capacity. No doubt a green field site with all the ecological and environmental impacts the government /council is currently working to avoid.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

Answer – The Revised Publication Local Plan could be sound by **withdrawing or declining** the proposed allocation HA52 for the development of 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

Alternative proposals for essential housing include:

- a. High rise flats in Fareham Shopping area Policy BL1. This is an existing brown field site with proposed allocation 620 dwellings that could be uplifted to provide additional essential housing.
- b. A significant number of businesses have drastically reduced their facilities requirements following the success enjoyed by their staff working from home. I have 1<sup>st</sup> hand experience of this as a Senior Operations Manager of a large defence company. Expansion plans have been cancelled and more cost-effective solutions are in the planning stages. Solutions include smaller office environments to support essential face to face meetings. Redundant office blocks could therefore be purchased from landlords for conversion to essential housing.

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

Answer – I can not see a way to complete the development within the Soundness requirements for the reasons given above.

B4c Your suggested revised wording of any policy or text:

Answer - NA

B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s):

Answer – Yes

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

Answer – To ensure that the above has been read, taken into account and fully considered.

## White, Lauren

---

**From:** D Noyce <thenoycefamily@aol.com>  
**Sent:** 06 July 2021 11:12  
**To:** Consultation  
**Subject:** HA52 - Land to the West of Dore Avenue, Portchester

Good morning

I have received the proposed Fareham Plan and would make the following comments in relation to the above proposal.

- Whilst Council Owned land, this was to protect the area from development and to ensure that there are still some green lungs and a sense of openness (for positive mental health) remaining in the local area. It was not owned by the council in order to make a quick buck.
- The development would prevent any further expansion of the Crematorium Car Park which is already at capacity at peaks times (outside of the pandemic).
- Mourners at the Crematorium do not want to hear noise coming from the local area when they attend funerals
- This adds both demand and reduces supply of available appointments with doctors and schools both of which are already stretched
- Density/Over-development - adding a further 12 houses on this green field site would make the area feel incredibly claustrophobic hemmed in as it would be by intensive development on both sides of the road.
- Traffic - already Dore Avenue is busy at rush hour with parked cars and a T junction - creating a cross roads for access would add to this with potential collisions with traffic emerging from Linden Lea - also mindful of the schoolchildren walking along Dore Avenue and needing to cross an additional access road into this proposed development.
- What other options have been considered and dismissed when finalising this plot of land as the only option. Does this then pave the way for all the other free land and green lungs in Portchester to be built on this creating the concrete jungle residents moved here to avoid.

Perhaps you will take these thoughts into account.

David Noyce

**Respondent details:**

Title:	Mrs
First Name:	Lee
Last Name:	OâDriscoll
Job Title: (where relevant)	[No Reply]
Organisation: (where relevant)	[No Reply]
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA54- Land east of Crofton Cemetary and west of Peak Lane**

Legally compliant	No
Sound	No
Complies with the duty to co-operate	No

**Please provide details you have to support your answers a...**

This and the area opposite should not be allocated for housing on the following grounds: - it forms a strategic gap between Stubbington and Fareham. Filling this with housing makes Stubbington merely a suburb of Fareham. Building here (anything, not just housing) is contributing to Fareham, Titchfield, Gosport, Stubbington and Lee on Solent just becoming one huge sprawling urban mass. Add Portchester into the mix and there's basically no gaps to Portsmouth! - development here, adding to the impact of the bypass, will cause huge damage to wildlife and natural ecosystems - there is not the local infrastructure to support more housing (school places, GP availability etc) - I accept the need for AFFORDABLE housing in the borough but this location is not the place to add it. Redevelopment of Fareham town centre would be more appropriate as a starting point. The dozens of empty retail units could be redeveloped house hundreds of people and bring back a vibrancy to this tired ghost town. - I'm not a lawyer/planning expert so cannot comment as to whether this is legally compliant or not

**What modification(s) is necessary to make the Revised Pub...**

See previous comments. Asking the general public to give your planning officers legal advice is laughable at best.

**How would the modification(s) you propose make the Revise...**

See previous comments. Asking the general public to give your planning officers legal advice is laughable at best.

**Your suggested revised wording of any policy or text:**

See previous comments. Asking the general public to give your planning officers legal advice is laughable at best.

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Martin
Last Name:	Oliver
Job Title: (where relevant)	Volunteer
Organisation: (where relevant)	NHS
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

The decision to permit housing in what has always been declared as a Strategic Gap is not sound as it contravenes previous policy, which was judged to be sound - and stated there would be no building in the strategic gap. The proposal is further unsound as it is contrary to the wishes of people who live in the area bordered by the Strategic Gap. Further, the proposal puts the vast majority of new builds in one area, which does not have any representation on the Planning Committee.

**What modification(s) is necessary to make the Revised Pub...**

Prevention of building in the Strategic Gap and spreading the load of new buildings evenly across the Borough.

**How would the modification(s) you propose make the Revise...**

It would make it sound as it would be protecting an important natural Gap.

**Your suggested revised wording of any policy or text:**

Remove the proposal to build in the Strategic Gap

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

**Respondent details:**

Title:	Mr
First Name:	Alan
Last Name:	PARROTT
Job Title: (where relevant)	retired
Organisation: (where relevant)	not applicable
Address:	
Postcode:	
Telephone Number:	
Email Address:	

**1) Paragraph: HA55- Land south of Longfield Avenue**

Legally compliant	Yes
Sound	No
Complies with the duty to co-operate	Yes

**Please provide details you have to support your answers a...**

Obviously legally compliant but not sound due to impact on the area which is already overcrowded and obviously complies with duty to co operate

**What modification(s) is necessary to make the Revised Pub...**

Not to build on this Strategic Gap I disagree with the building on this area of land which was promised to be protected as a gap between Fareham and Stubbington

**How would the modification(s) you propose make the Revise...**

It would honour the promise to keep the Fareham/Stubbington Strategic Gap

**Your suggested revised wording of any policy or text:**

If this development goes ahead it will clearly breach the promises given by Local Authorities over the years to keep this area free of buildings etc .

**If your representation is seeking a modification to the P...**

No, I don't want to take part in a hearing session

# PERSONAL DETAILS

A1 Is an Agent Appointed?

Yes  
 No

A2 Please provide your details below:

Title:

MR

First Name:

ROGER

Last Name:

PARSLEY

Job Title: (where relevant)

/

Organisation: (where relevant)

/

Address:

[Redacted]

Postcode:

[Redacted]

Telephone Number:

[Redacted]

Email Address:

[Redacted]

A3 Please provide the Agent's details:

Title:

/

First Name:

/

Last Name:

/

Job Title: (where relevant)

/

Organisation: (where relevant)

/

Address:

/

Postcode:

/

Telephone Number:

/

Email Address:

/



B1

Which part of the Revised Publication Local Plan is this representation about?

- A paragraph                      Go to B1a
- A policy                              Go to B1b
- The policies map                  Go to B1c
- A new housing allocation site    Go to B1d
- The evidence base                 Go to B1e

B1a Which Paragraph? Please enter the correct paragraph found in the Revised Publication Local Plan, e.g. 1.5 would be the fifth paragraph in chapter 1

B1b Which Policy? Please enter the correct policy codes from the Revised Publication Local Plan, e.g. HA1 is Housing Allocation Policy 1- North and South of Greenaway Lane

B1c Which part of the Policies Map ?

B1d Which new housing allocation site? E.g. HA55- Land south of Longfield Avenue

B1e Which new or revised evidence base document ? E.g. Viability Assessment

B2 Do you think the Revised Publication Local Plan is:

	Yes	No
Legally compliant	<input type="checkbox"/>	<input type="checkbox"/>
Sound	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Complies with the duty to co-operate	<input type="checkbox"/>	<input checked="" type="checkbox"/>

B3 Please provide details you have to support your answers above



Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation.

B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?

B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?

B4c Your suggested revised wording of any policy or text:

Please remember this may be your only chance to make a representation, so try to make sure you put in all the evidence and information needed to support your representation. You do not need to resubmit any comments you made during a previous Publication Local Plan Consultation.



B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?

Yes, I want to take part in a hearing session

No, I don't want to take part in a hearing session

B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):

ON AN ISSUE THIS IMPORTANT TO ME  
I WOULD LIKE TO HAVE A SAY

The Inspector will decide on who will appear at the hearing(s). You may be asked to take part when the Inspector has identified the matters and issues for examination.

Thank you for taking part and having your say.

**FAREHAM**  
BOROUGH COUNCIL



27-07 2021

## FAREHAM TODAY LOCAL PLAN SPECIAL 2037

Housing allocation site HA52 land west of Dore Avenue is my area of concern

What can I make representation on?

LEGALLY Compliant, on that issue I have no idea

SOUND ,it is doubtful if you have to remove a long established foot path & fell

Established trees

COMPLIES with the Duty to Co-operate. maybe it has with neighbouring authorities

But they have adopted A this is what you get to the Nine Properties and their owners

Who are most effected by the proposal we only found out when Fareham today arrived early in July

The decision to build 12 council houses on what is possibly the last open Meadow In Portchester, In the process removing one of the two footpaths, one will remain On the south of the site but the one on the north boundary used for 15+ years has been removed along with several trees. The meadow was bought by the Council to protect the environment

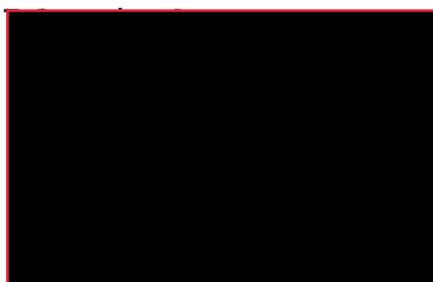
Wildlife & prevent development, it is cut once a year to produce hay for animal food Or compost.

The proximity of the development to the Portchester Crematorium is a surprise to say the least, Where Peace and quiet is required by most mourners a council housing estate seems out of place.

The access to the site off Dore Avenue is a hazard exiting out of Camelot crescent is bad enough with restricted view of traffic coming down at speed the view further round the bend will be a nightmare

Attached -- Photo Showing meadow with footpath in foreground & crematorium Across in the background

Roger & Pauline Parsley







HOUSING ALLOCATION SITE HASZ LAND  
WEST OF DORE AVENUE

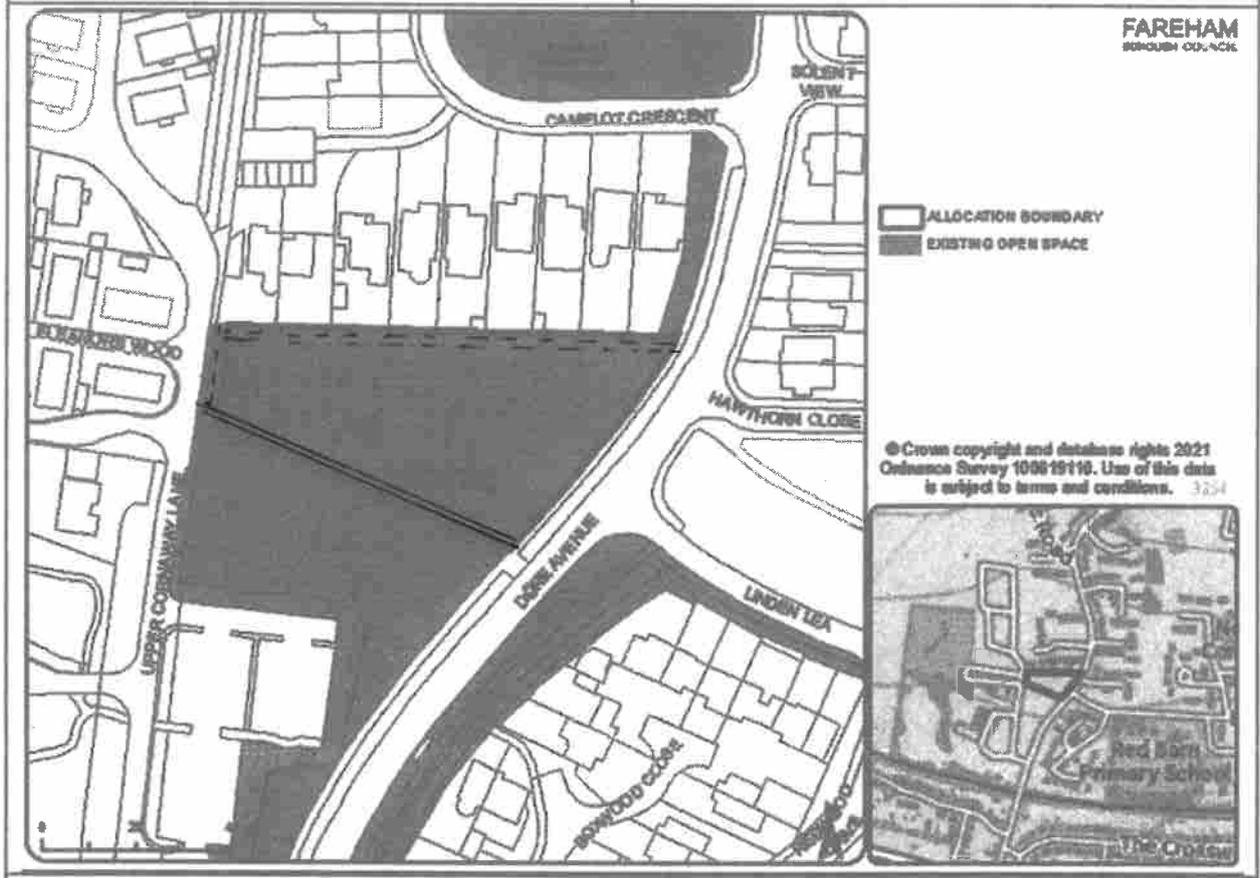




# PLAN HA52 SHOWING BOTH FOOTPATHS

We have recently become aware of HA52 for 12 residential and affordable houses to be developed on the open space to the west of Dore Avenue.

<b>Housing Allocation Policy: HA52</b>	<b>SHELAA Reference: 3254</b>
<b>Name: Land west of Dore Avenue, Portchester</b>	<b>Allocation Use: Residential, affordable housing</b>
<b>Location: Portchester West</b>	<b>Indicative Yield: 12 dwellings</b>
<b>Size: 0.30ha</b>	<b>Planning Status as at 1<sup>st</sup> April 2021: none</b>



We found out on 1<sup>st</sup> July when we received Fareham Today Local Plan Special. We are shocked and dismayed to see a development plan, that bears a deadline for comment of 31st July 2021, and then only comments accepted against 3 specific areas.

- Legally Compliant: Does the Plan meet the legal requirements for plan making as set out by planning laws?
- Sound: Has the Plan been positively prepared? Is it justified, effective, and consistent with national policy?
- Complies with the Duty to Co-operate: Has the Council engaged and worked effectively with neighbouring authorities and statutory bodies?



# **FAREHAM REVISED PUBLICATION LOCAL PLAN 2037 – REGULATION 19 CONSULTATION**

## **POLICY HA1 HOUSING ALLOCATION – LAND NORTH AND SOUTH OF GREENAWAY LANE, WARSASH**

### **REPRESENTATIONS ON BEHALF OF BARGATE HOMES**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)  
PLANNING AND COMPULSORY PURCHASE ACT 2004**

**Prepared by: Jeremy Gardiner & Trevor Moody**



**Pegasus Group**

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

**DESIGN ENVIRONMENT PLANNING ECONOMICS HERITAGE**

Pegasus Group is a trading name of Pegasus Planning Group Limited (07277000) registered in England and Wales  
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**CONTENTS:**

Page No:

**1.0 Introduction ..... 1**  
**2.0 Specific Proposed Changes ..... 3**  
**3.0 Participation at the Examination Hearing Sessions ..... 13**

**APPENDICES:**

**Appendix 1 - Site Location Plan (Drawing No. FLPR-LP.01 – Rev P1)**

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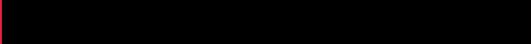
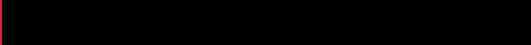
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## **1.0 Introduction**

- 1.1 The following representations are prepared by Pegasus Group on behalf of our client, Bargate Homes. Our client has interests in three parcels of land that all form part of the proposed Policy HA1 housing allocation – Land North and South of Greenaway Lane, Warsash, identified within the emerging Fareham Local Plan 2037, hereafter referred to as the Revised Publication Local Plan (RPLP).
- 1.2 The three land interests are as follows: 1. Land South of Greenaway Lane (adjacent to 125 Greenaway Lane); 2. Land East of Brook Lane and West of Lockwood Road (our client controls all but the easternmost part of this site); and 3. Land East of Brook Lane and North of Warsash Road. A Site Location Plan (Drawing No. FLPR-LP.01 – Rev P1) is attached at Appendix 1.
- 1.3 Since the last round of consultation on the Local Plan in late 2020, outline planning permission has been granted for Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) for the construction of up to 100 dwellings (planning permission dated 22 April 2021 - Ref. No. P/19/0402/OA).
- 1.4 Land East of Brook Lane and North of Warsash Road has also been granted outline planning permission for up to 140 dwellings (planning permission dated 17th February 2021 - Ref. No. P/17/0752/OA). Bargate Homes and VIVID Homes have submitted a reserved matters application for Phase 1 of that site, for the first 78 dwellings on the western and central parts of the site. This application is currently being determined by Fareham Borough Council (Ref. No. P/21/0300/RM).
- 1.5 Land East of Brook Lane and West of Lockwood Road has a resolution to grant outline planning permission for the construction of up to 157 dwellings (Ref. No. P/17/0998/OA).
- 1.6 For the reasons set out in these representations, our client strongly supports the allocation of their three land interests as part of Policy HA1. Our previous representations (dated December 2020) on the Publication Local Plan set out that amendments are required to the specific wording of this policy. However, the changes to Policy HA1 in the RPLP are limited and the amendments

proposed by my client have largely not been made. As such, these representations reiterate our client's concerns in this regard.

- 1.7 The following representations utilise the same format as the Council's response form and responds to relevant questions regarding draft Policy HA1.

	<b>Agent</b>	<b>Client</b>
<b>Title</b>	Mr	Bargate Homes c/o
<b>First Name</b>	Jeremy	Agent
<b>Last Name</b>	Gardiner	
<b>Job Title</b>	Senior Director	
<b>Organisation</b>	Pegasus Group	
<b>Address</b>		
<b>Postcode</b>		
<b>Telephone</b>		
<b>Email</b>		

---

## 2.0 Specific Proposed Changes

### B4c Suggested revised wording of any policy or text

#### Policy HA1: Land North and South of Greenaway Lane

- 2.1 As set out in the introduction to these representations, our client has interests in three parcels of land that all form part of the proposed Policy HA1 housing allocation – Land North and South of Greenaway Lane, Warsash. Our client therefore strongly supports Policy HA1 and the identification of their three land interests within this proposed residential allocation.
- 2.2 The three land interests are as follows: 1. Land South of Greenaway Lane (adjacent to 125 Greenaway Lane); 2. Land East of Brook Lane and West of Lockwood Road; and 3. Land East of Brook Lane and North of Warsash Road.
- 2.3 Following the grant of outline planning permission at Land East of Brook Lane and North of Warsash Road, a reserved matters application for the first phase of development (78 dwellings) has been submitted to FBC and community consultation on a second phase (40 dwellings) is currently taking place ahead of the submission of a further reserved matters application. Furthermore, community consultation on draft proposals for 81 dwellings at Land South of Greenaway Lane has taken place and a reserved matters application will be submitted shortly. Detailed plans are also being developed for Land East of Brook Lane and West of Lockwood Road. Once detailed permissions are in place, our client then intends to proceed to construction stages in a phased but timely manner, such that all three sites are deliverable and can therefore contribute towards the Council's housing land supply position in the short-term.
- 2.4 Whilst our client supports Policy HA1 and the allocation of their land interests for residential development in principle, in their view the wording of the site-specific requirements contained within the policy requires some amendments, as explained below.

a) The quantum of housing proposed shall be broadly consistent with the indicative site capacity

2.5 Policy HA1 sets out an indicative yield for the allocation as a whole of 824 dwellings. This is supported and no changes are suggested to this site-specific requirement.

b) Primary highway access should be focused on Brook Lane and Lockwood Road with limited access via Greenaway Lane where necessary, subject to consideration of the impact on the character of Greenaway Lane

2.6 This is not supported, particularly having regard to Land South of Greenaway Lane (adjacent to 125 Greenaway Lane). The wording of this site-specific requirement, including the use of 'limited' and 'where necessary', could be considered to preclude the provision of a primary vehicular access to the Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) from Greenaway Lane.

2.7 The wording of site-specific requirement b) is inconsistent with Figure 4.1 – Policy HA1 Indicative Framework Plan contained within the RPLP. Figure 4.1 identifies 'Indicative Principal Vehicular Access' points into the HA1 allocation, which are indicated by purple arrows and includes the identification of a principal access to the Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) from Greenaway Lane, located in the north-west corner of the site. Figure 4.1 also identifies two further principal accesses further east along Greenaway Lane associated with other parts of the HA1 allocation (outside of our client's control).

2.8 The wording of site-specific requirement b) is also inconsistent with the Illustrative Masterplan and detailed site access plan that have been approved by the Council as part of the granting of outline planning permission for Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) under Ref. No. P/19/0402/OA. The approved Illustrative Masterplan and detailed site access

plan include the provision of a primary vehicular access point from Greenaway Lane, located in the north-west corner of the site (in a similar location to the purple arrow shown on Figure 4.1 of the RPLP).

- 2.9 The Committee Report relating to the outline application (dated 16 December 2020), discusses highways matters at paragraphs 8.46 to 8.51. It confirms that from a highway safety perspective, the proposed access from Greenaway Lane is acceptable subject to the imposition of planning conditions (requiring the construction of the access junctions and visibility splays in accordance with the approved plans) and financial contributions towards off-site highways works and a Travel Plan.
- 2.10 The Committee Report confirms that the Highway Authority is satisfied that a safe means of access can be provided and identifies this as *"...a significant material planning consideration."* In terms of the impact on Greenaway Lane as a result of the physical alterations proposed as part of the development, the Committee Report states that these *"...are not of a level that would adversely detract from the character of Greenaway Lane or justify refusal of outline planning permission."* The Committee Report then makes reference to the decision of the Planning Inspectorate in relation to a previous scheme for the site (Ref. No. APP/A1720/W/19/3225866 dated 11 December 2019), in which the Inspector confirms at paragraph 42 that *"...it would be possible to secure complementary development of the Greenaway Lane frontage within the scope of the reserved matters. Furthermore, highways works, and any additional traffic generated by the development, would affect only a very short section of the lane which lacks the more rural character seen towards the east."* At paragraph 38 of the Inspector's decision, it is concluded that *"...no necessity for an alternative access has been demonstrated on highways grounds."*
- 2.11 On the above basis, it is considered that the wording of site-specific requirement b) is inappropriate and misleading in potentially precluding the provision of a primary vehicular access to Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) from Greenaway Lane. This would be inconsistent with the provisions of Figure 4.1 of the RPLP, as well as the recently approved outline planning application and conclusions of the previous appeal Inspector.

2.12 Accordingly, the wording of site-specific requirement b) should be amended to state:

**"b) Primary highways access should be in accordance with the broad locations of the 'Indicative Principal Vehicular Access' points shown on Figure 4.1."**

c) The provision of vehicular highway access between development parcels without prejudice to adjacent land in accordance with Policy D3

2.13 This is supported and no changes are suggested to this site-specific requirement. Figure 4.1 – Policy HA1 Indicative Framework Plan of the RPLP shows the location of 'indicative secondary vehicular link roads' which are identified by dotted grey arrows. Our client agrees with the indicative location of these secondary access points within the Policy HA1 allocation, insofar as they relate to their three land interests, although it should be noted some of these connections may be brought forwards as pedestrian/cycle links only at the detailed planning application stage to avoid more than 100 units having direct access onto Greenaway Lane.

d) The provision of a continuous north-south Green Infrastructure Corridor between the northern and southern site boundaries that is of an appropriate scale to accommodate public open space, connected foot and cycle paths, natural greenspace and wildlife habitats that link the two badger setts and other species, and east-west wildlife corridors. Highway cross-over points shall be limited in number and width and include wildlife tunnels where necessary, in accordance with the Framework Plan

2.14 The provisions of this site-specific requirement are supported in principle. The outline illustrative masterplans for the three parts of the HA1 allocation under our client's control incorporate these measures as far as possible and have been agreed with the Council.

2.15 Figure 4.1 – Policy HA1 Indicative Framework Plan of the RPLP shows the location of 'indicative wildlife link tunnels'. This includes one running north-

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south on Land East of Brook Lane and North of Warsash Road which is accepted.

2.16 Figure 4.1 also shows two tunnels on Land South of Greenaway Lane (adjacent to 125 Greenaway Lane), both of which are shown running north-south. Whilst it is acknowledged that these tunnels are only shown indicatively on Figure 4.1, it is noted that the southernmost tunnel on Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) should in fact be shown running east-west, so that it crosses and runs perpendicular (not parallel to) the 'indicative secondary vehicular link road' in this location, and so that it reflects the line of the green corridor running along the southern boundary of the land parcel. Otherwise, the provision of two tunnels within this part of the allocation is accepted, as is the indicative location and orientation of the northernmost tunnel.

e) The provision of pedestrian and cycle connectivity between adjoining land parcels, as well as providing connectivity with Warsash Road and nearby facilities and services

2.17 This site-specific requirement is supported in principle and the outline illustrative masterplans for the three parts of the HA1 allocation under our client's control incorporate these measures as far as possible and have been agreed with the Council.

2.18 It is noted that it is not possible to provide direct connectivity between the land within the HA1 allocation and Warsash Road to the south, as the boundaries do not immediately adjoin the road. However, the outline illustrative masterplan and reserved matters plans provide pedestrian and cycle linkages to Brook Lane, which in turn leads to Warsash Road and nearby facilities and services.

2.19 In relation to the development proposals for Land East of Brook Lane and North of Warsash Road, it has previously been proposed to provide a pedestrian/cycle link from the southern boundary of the site into the rear car park of The Victory Hall which fronts on to Warsash Road. However, this proposal was not supported by the relevant stakeholders and so has not been carried forward

---

into the illustrative outline masterplan for the site.

f) Building heights should be limited to a maximum of 2.5 storeys, except for buildings which front onto Greenaway Lane and Brook Lane where building heights shall be limited to a maximum of 2 storeys

2.20 The first part of this site-specific requirement is not supported. It is considered that some elements of 3 storey development are appropriate on the allocation site, provided they are located sensitively in the central parts of the site and setback from the site boundaries, allowing them to be appropriately screened and for a buffer to be provided to existing adjoining land uses. This is consistent with the requirement for the efficient use of land as set out in the NPPF.

2.21 The second part of this site-specific requirement for buildings fronting Greenaway Lane and Brook Lane to be limited to a maximum of 2 storeys is accepted.

g) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals in a manner that does not impact on living conditions

2.22 This is not supported. The wording of this site-specific requirement suggests that any tree that is subject to a Tree Preservation Order (TPO) cannot be removed. This is not appropriate and is not justified, particularly in light of the vehicular link required through TPO woodland in the southern most portion of the allocation. It is possible that cases may arise where it is necessary to remove a tree even if it is subject to a TPO, for example if the tree is no longer in a good condition or if it poses a health and safety risk in the future.

2.23 The wording of this site-specific requirement should be amended to provide greater flexibility and should state:

**"Where possible, existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals in a manner that does not impact on living conditions, unless agreed in writing with the Local Authority."**

h) A Construction Environmental Management Plan to avoid adverse impacts of construction on the Solent designated sites shall be provided

2.24 This is supported and no changes are suggested to this site-specific requirement.

i) Provide future access to the existing underground water and wastewater infrastructure for maintenance and upsizing purposes (included at the request of Southern Water)

2.25 This is supported and no changes are suggested to this site-specific requirement. These measures can be incorporated into the detailed design for the three land parcels controlled by our client to ensure that future access is provided.

2.26 We welcome the deletion of former criterion j) which stated "The site is identified as a mineral safeguarded site (sand and gravel are likely to underlay site). A Minerals Assessment will be required prior to any development in accordance with the Hampshire Minerals and Waste Plan (2013)".

j) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3. In addition, the following site-specific infrastructure will be required:

i) Two junior football pitches on-site; and

ii) Off-site improvements to existing sports facilities

2.27 The wording of site-specific requirement j) implies that financial contributions will definitely be required. This wording should be amended to provide more flexibility, in the event that it is agreed between the relevant parties that contributions are not in fact required in relation to one or more of the matters referred to.

2.28 The provision of reasonable financial contributions towards education and transport are accepted in principle where a specific need is identified and at an appropriate level to be agreed between the relevant parties.

- 2.29 In terms of our client's three land interests, financial contributions towards education and transport have been secured through the relevant S106 Agreements.
- 2.30 The reference in site-specific requirement j) to providing contributions towards health is not supported. The Committee Report relating to Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) (Ref. No. P/19/0402/OA dated 16 December 2020) discusses this matter with regard to a request from the University Hospital Southampton NHS Foundation Trust for a financial contribution to provide services needed by the occupants of the proposed new dwellings. The Officer's comments at paragraphs 8.64-8.68 of the Committee Report are as follows:

*"In considering the requests it is noted that the construction of houses does not itself lead to population growth. Officers consider that the need for housing is a consequence of population growth. Furthermore, there is no account in the representations, it seems, for the potential for the residents of the new development to be moving locally around the Borough or adjoining boroughs such that their residence locally is already accounted for by the current services and funding commissioned by the hospital...*

*...The length of time between sites being identified, planning permission being granted, and the houses actually being constructed and subsequently occupied is many years. The amount of residential development coming forward in the Borough which has not been reasonably foreseeable for a period of year is therefore very limited.*

*In January 2019 the NHS launched its new 10-year plan. This plan sets out how the NHS thinks it can overcome the challenges that the NHS faces, such as staff shortages and growing demand for services. This is to be achieved essentially by doing things differently and at no point does it refer to the need for new developments to provide for healthcare services by means of financial contribution such as that requested by the Trust.*

*For the reasons set out above, Officers do not consider that the contribution*

*sought by the Trust is necessary to make the development acceptable in planning terms and thus the tests for planning obligations as set out above are not considered to have been met. Furthermore, given the adopted policy framework it is considered that in the absence of the contribution, the application does not fail as a consequence as this issue alone would not justify a reason for refusal, which it must do in order to make the contribution necessary to make the development acceptable in planning terms and meet the test for a planning obligation."*

- 2.31 There are no requirements for contributions towards health provision within the relevant S106 Agreements, and the same conclusions should be made in terms of site-specific requirement j) and the reference to health should therefore be deleted.
- 2.32 Finally, the requirement to provide two junior football pitches on-site is not supported. During the time that developers in the 'Warsash Cluster' have been in discussion with FBC in relation to their land interests, the Council has not been able to justify why on-site provision is needed and appears to have been an aspiration which has not been properly considered. There are no requirements for the provision of on-site sports pitches within the relevant S106 Agreements relating to our client's sites. The provision of sports pitches in this location is not appropriate, particularly having regard to the likely noise and traffic implications associated with this use, as well as the presumed need for a complementary pavilion. Site-specific requirement j)i should therefore be deleted.
- 2.33 In terms of the requirement to provide off-site improvements to existing sports facilities, this is inconsistent with the financial contributions that have been agreed as part of the S106 Agreements associated with the planning permissions for our client's land interests and this requirement has not been raised by FBC as part of this process. The wording of site-specific requirement j) should therefore be amended to provide more flexibility, so that it cannot be interpreted that an off-site financial contribution towards sports facilities is required in relation to all land parcels within the Policy HA1 allocation (such as our client's sites), but so that this can be sought in relation to the other parcels of land if justified and agreed between the relevant parties.

2.34 Taking into account all of the above, the wording of site-specific requirement j) should be amended to state:

**"Infrastructure provision or contributions including but not limited to education and transport may be necessary in line with Policy TIN4 and NE3. In addition, contributions towards off-site improvements to existing sports facilities may be required."**

Figure 4.1 – Policy HA1 Indicative Framework Plan

2.35 Figure 4.1 includes the identification of areas referred to as 'open space or development options. Development not on both', which are marked by a light green diagonal hatching. The only areas annotated as such on Figure 4.1 relate to our client's interest at Land South of Greenaway Lane (adjacent to 125 Greenaway Lane) – one is shown at the western end of the site frontage with Greenaway Lane and the other running north-south in the centre of the site.

2.36 These annotations are not necessary and should be deleted as their intended purpose is unclear. The agreed illustrative outline masterplan for this site shows that development will be set back from Greenaway Lane with a linear area of public open shown across the entire site frontage, which in turn connects with further public open space shown running north-south through the centre of the site.

---

### 3.0 Participation at the Examination Hearing Sessions

**B5 If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

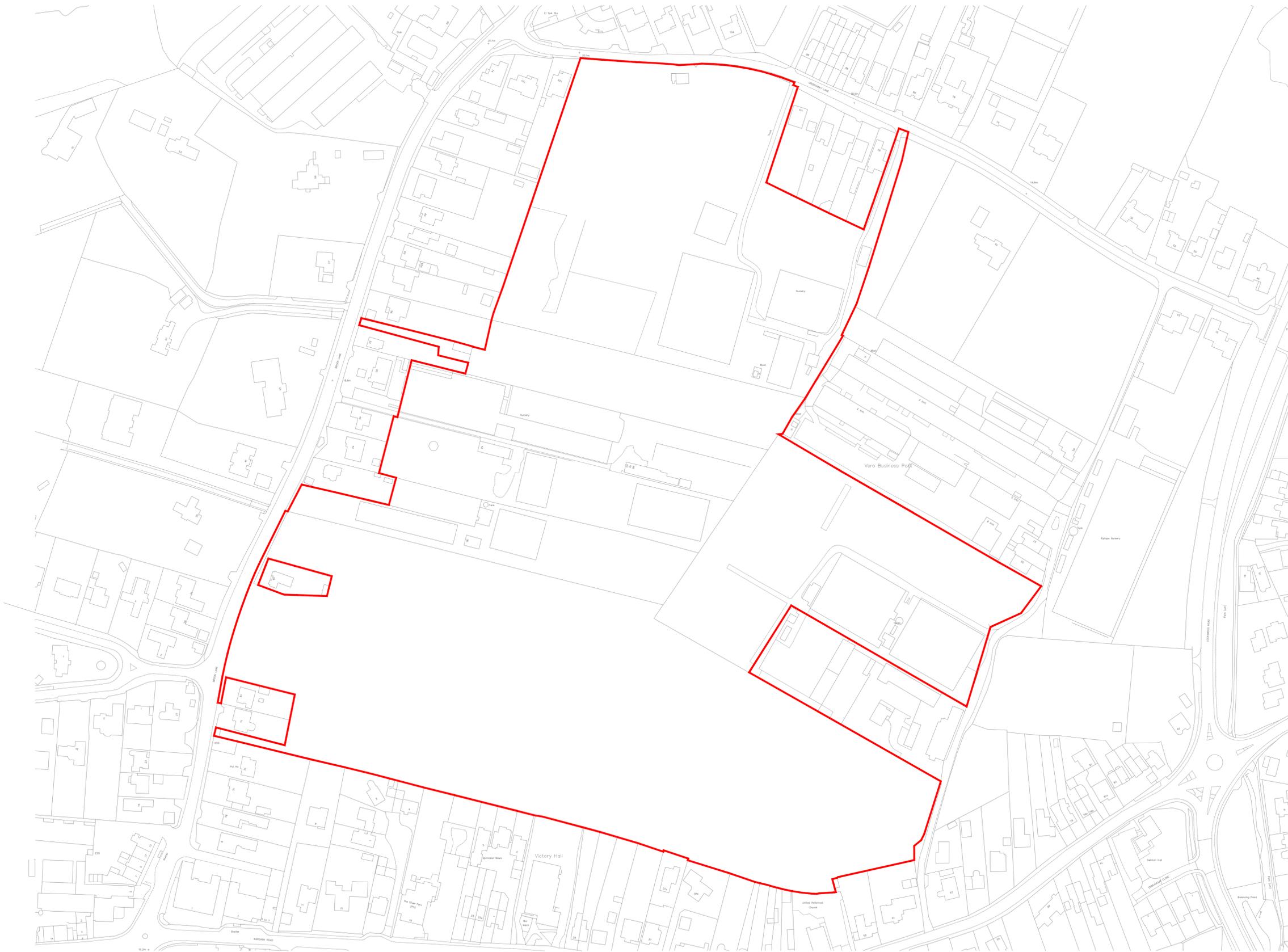
3.1 Yes, we want to take part in a hearing session.

**B5a Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

3.2 To contribute to discussions regarding draft Policy HA1.

---

**APPENDIX 1**  
**Site Location Plan (Drawing No. FLPR-LP.01 – Rev P1)**



Rev	Description	Date	Au	Ch
P1	Preliminary issue.	18.12.20	CMI	-
P2	Extent of boundary adjusted.	27.07.21	CMI	-

Project	Fareham Local Plan Representation		
Drawing	Location Plan		
Client	Bargate Homes	Date	Dec'20
Job no.	-	Rev.	P2
Dwg no.	FLPR-LP.01	Scale	1:1250 at A1
Author	CMI	Checked	-
Status	PRELIMINARY	Office	Romsey
Client ref.			

# **FAREHAM REVISED PUBLICATION LOCAL PLAN 2037 – REGULATION 19 CONSULTATION**

## **LAND ADJACENT TO 75 HOLLY HILL LANE, SARISBURY**

### **REPRESENTATIONS ON BEHALF OF BARGATE HOMES**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)  
PLANNING AND COMPULSORY PURCHASE ACT 2004**

**Prepared by: Jeremy Gardiner & Trevor Moody**



**Pegasus Group**

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

**DESIGN ENVIRONMENT PLANNING ECONOMICS HERITAGE**

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**CONTENTS:**

Page No:

**1.0 Introduction ..... 1**  
**2.0 Completed Representations Form ..... 2-20**

**APPENDICES:**

- 1.0 Landscape Response prepared by Terra Firma Consultancy including Opportunities and Constraints Plan**

## **1.0 Introduction**

- 1.1 The following representations are prepared by Pegasus Group on behalf of our client, Bargate Homes. Our client has interests in Land adjacent to 75 Holly Hill Lane in Sarisbury (SHELAA ID: 1005).
- 1.2 Our previous representations (dated December 2020) on the Publication Local Plan set out suggested amendments to draft Policy wording. However, these changes have largely not been made. As such, these representations reiterate our client's concerns in this regard as well as expressing strong concerns relating to the latest approach to housing delivery set out within the RPLP.
- 1.3 Our client is an important stakeholder within Fareham and is keen to work with the Council to produce a plan which is legally compliant and meets the tests of soundness set out within the revised National Planning Policy Framework (NPPF) published on 20th July, 2021. Currently the plan is neither legally compliant nor sound.
- 1.4 The following representations utilise the same format as the Council's response form. Each area of the RPLP which is deemed to be either not legally compliant or unsound is clearly outlined below. Proposed changes to the plan in relation to policies, supporting text and the proposals map are provided.

## 2.0 Representations Form

### PERSONAL DETAILS

#### A1 Is an Agent Appointed?

Yes

#### A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title:

Organisation: **Bargate Homes**

Address: c/o Agent

#### A3 Please provide the Agent's details:

Title: Mr.

First Name: Jeremy

Last Name: Gardiner

Job Title: Senior Director

Organisation: Pegasus Group



#### B1 Which part of the Revised Publication Local Plan is this representation about?

These representations relate to the overall Revised Publication Local Plan and to documents forming part of its evidence base.

#### B1a Which Paragraph?

---

**B1b Which Policy?**

DS1: Development in the Countryside

DS2: Development in Strategic Gaps

DS3: Landscape

H1: Housing Provision

HP1: New Residential Development

HP4: Five Year Housing Land Supply

**B1c Which part of the Policies Map?**

Land adjacent to 75 Holly Hill Lane, Sarisbury

ASLQ designation

**B1d Which new housing allocation site?**

HA54: Land East of Crofton Cemetery and West of Peak Lane

HA55: Land South of Longfield Avenue

BL1: Broad Location for Housing Growth

**B1e Which new or revised evidence base document?**

**B2 Do you think the Revised Publication Local Plan is:**

Legally compliant - **No**

Sound - **No**

Complies with the duty to co-operate - **No**

**B3 Please provide details you have to support your answers above**

**The RPLP Is Not Legally Compliant:**

The National Planning Policy Framework (NPPF) states (paragraph 16 a) that Plans should "be prepared with the objective of contributing to the achievement of sustainable development". Footnote 11 confirms that this is a legal requirement of local planning authorities in exercising their plan-making functions. Meeting the objectives of sustainable development includes "...meeting the needs of the present...". By preparing a Plan which does not allocate sufficient land to meet the housing needs of the borough or the housing needs of neighbouring local planning authorities, and by failing to allocate land in locations which best respond to those housing needs, the local planning authority is failing to plan to deliver sustainable development and therefore failing to meet its legal obligations in this regard.

Paragraph 4.3 of the Revised Publication Local Plan (RPLP) recognises that the Standard Method provides for the minimum housing need and that the local housing need can be greater due to affordable housing needs and due to the unmet needs of neighbouring areas. Pegasus Group has calculated that:

- There is a need for 3,711 affordable homes in Fareham Borough over the plan period 2020-2037;
- The unmet affordable housing needs of neighbouring areas will increase this figure;
- Even if every site in the Council's estimated sources of supply of affordable homes was able to viably deliver policy-compliant levels of affordable housing, the RPLP will facilitate the delivery of 2,455 affordable homes at most;
- In order to meet affordable housing needs in full, in accordance with the Council's stated commitments in its Vision and Strategic Priority 1 of the RPLP, then the supply of affordable home should be increased by a minimum of 1,038 units, requiring additional allocations of greenfield land to deliver 2,594 homes or of brownfield sites to deliver 2,965 homes;
- Therefore, it is necessary for the RPLP to deliver a total of at least **13,188** homes over the plan period if affordable housing needs are to be met. If the Council's proposed (but unevidenced) contribution to the unmet needs of neighbouring authorities – of 900 dwellings – is added, this generates a housing requirement of **14,088** dwellings for the plan period;
- The RPLP proposes to deliver 10,594 homes over the plan period. It will therefore significantly under-deliver against local housing needs, therefore fail to deliver sustainable development and fail to meet its legal obligations.

## **The RPLP Is Unsound**

Paragraphs 1.5 and 1.6 of the RPLP set out the Tests of Soundness and how they are achieved:

*"1.5 This is a formal, statutory stage in the production of the Local Plan, as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations specify that this stage of the plan is subject to a six-week period of consultation. The representations made to the consultation must focus on the 'Tests of Soundness' which require that the Local Plan has been **'positively prepared, justified, effective and consistent with national policy'***

*1.6 To be 'positively prepared' the Local Plan must:*

- Provide a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and*
- Be informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so; and*
- Be consistent with achieving sustainable development.*

*To be 'justified', the Local Plan must:*

- Provide an appropriate strategy, taking into account the reasonable alternatives; and*
- Be based on proportionate evidence.*

*To be 'effective', the Local Plan must:*

- Be deliverable over the plan period; and*
- Be based on effective joint working on cross-boundary strategic matters.*

*To be 'consistent with national policy', the Local Plan must:*

- Enable the delivery of sustainable development in accordance with the NPPF."*

**The RPLP has not been positively prepared** because it:

- Fails to meet the area's objectively assessed needs as described above;

- Is not informed by agreements with neighbouring authorities in accordance with the Duty to Cooperate so its housing provision proposals are not informed by a clear understanding of the unmet needs of neighbouring authorities;
- Is not consistent with achieving sustainable development – by definition it cannot be, because it is not planning to meet the area's objectively assessed needs.

**The RPLP is not justified** because it:

- Does not provide an appropriate strategy, taking into account the reasonable alternatives. Its strategy should properly plan to contribute towards meeting the unmet needs of neighbouring authorities including Gosport Borough, based on formal agreements with those authorities which should have been in place as part of the plan preparation process. The strategy for addressing Gosport's unmet housing needs should include housing allocations in Fareham Borough. This should include allocation of Land adjacent to 75 Holly Hill Lane for about 30 dwellings;
- Has not been prepared on the basis of a proportionate evidence base. Pegasus Group are of the opinion that the evidence base supporting the RPLP is lacking in numerous pieces of evidence required by national policy and guidance if it is to be regarded as having been soundly prepared. Missing evidence of fundamental importance includes:
  - (i) An assessment of the need for affordable housing over the plan period as required by paragraph 62 of the NPPF,
  - (ii) An assessment of the need for affordable housing which demonstrably adopts the methodology of national guidance or which provides the necessary outputs,
  - (iii) An assessment of the unmet need for affordable housing from neighbouring authorities as required by paragraphs 35a and 61 of the NPPF,
  - (iv) Statements of Common Ground with neighbouring authorities that reflect the current minimum need for housing as required to meet the Duty to Cooperate and as required by paragraph 27 of the NPPF,
  - (v) An assessment of how the out-of-date identified unmet needs are to be

distributed as required by the PPG (61-012) and thereby paragraph 27 of the NPPF,

(vi) A detailed housing trajectory as required by paragraph 74 of the NPPF,

(vii) Evidence required to demonstrate that a five-year land supply at the point of adoption is available as required by paragraph 74 of the NPPF, and

(viii) Clear evidence that completions will be achieved on sites with outline planning permission, and on sites which are allocated or proposed to be allocated, such that these can be considered to be deliverable according to the NPPF.

In the absence of this evidence, the RPLP cannot be regarded as justified or sound, and its preparation has not been in compliance with the Duty to Cooperate.

**The RPLP is not effective** because it:

- Is not deliverable, given the uncertainties which exist around the delivery and viability of Welborne; the uncertainties which exist around the delivery and viability of the Policy BL1 Broad Location for Housing Growth allocation; and the strong objections made to a number of the proposed allocations including HA54 Land East of Crofton Cemetery and West of Peak Lane on which there has already been two refusals of planning permission, and HA55 Land South of Longfield Avenue, both of which lie in a narrow and open part of the Fareham – Stubbington Strategic Gap of high landscape sensitivity.

**The RPLP is not consistent with national policy** because it:

- Will not enable the delivery of sustainable development by failing to meet the housing needs of the area;
- Has not been prepared on the basis of the evidence required by national policy and guidance, as described above.

**The RPLP does not meet the Duty to Cooperate**

The housing provision proposals of the RPLP have not been prepared on the basis of agreements with other planning authorities set out in Statements of Common Ground. This is contrary to Government PPG advice.

In relation to unmet need, it should also be remembered that Welborne (previously known as the North of Fareham SDA) was originally conceived by PUSH (now PfSH) as one of two SDAs which were promoted to meet the sub-regional needs of south Hampshire and brought forward in the "South East Plan". The Inspector's Report on the Examination into the Fareham LDF Core Strategy (dated 20th July, 2011) identified five Main Issues, Main Issue 1 being:

*"7. The North of Fareham SDA represents the most significant and controversial element of the Core Strategy. ....While the principle of the SDA's development is contained in the regional strategy – policy SH2 of the South East Plan (SEP) – the justification for the proposal derives from evidence prepared by South Hampshire local authorities (the Partnership for Urban South Hampshire [PUSH]) during the SEP's preparation....The advantages of SDAs are seen as threefold: safeguarding existing towns and villages by reducing coalescence; providing more opportunities for planning gain; and achieving a critical mass to deliver sustainability benefits. The development now proposed is one of two SDAs proposed by PUSH and brought forward into the SEP. Both are aimed at meeting sub-regional housing needs and, as such, their housing totals are separated from the housing requirement for the remainder of the Boroughs concerned in the sub-regional strategy and SEP." (our underlining)*

However, the Council is now treating Welborne as a source of housing supply for Fareham Borough only, disregarding its planned sub-regional role. This compounds the lack of positive preparation of the RPLP and starkly contrasts the Council's current approach to the delivery of housing to meet sub-regional needs with its approach of a decade ago.

**For these many reasons, the RPLP is unsound. It should be replaced by a further Regulation 19 plan which has been prepared on a legally compliant and sound basis.**

## **Representations about specific draft Policies of the RPLP:**

### **Section 3: Development Strategy**

This section of the RPLP is substantially focused on restricting development outside the existing settlement policy boundaries of urban areas. As part of the previous round of consultation on the Publication Local Plan, we submitted strong objections to the overly restrictive nature of the policies contained within this section of the Local Plan. No material changes have been made as part of the RPLP in response to those objections and so our key concerns are re-iterated below.

Paragraph 3.9 of the RPLP states:

*"Recent planning appeal decisions in the Borough have highlighted the need to consider the designation of valued landscapes as part of the Local Plan. Previous Local Plans have included the demarcation of 'Areas of Special Landscape Quality' in the Borough which were used to help shape planning strategy and decisions on planning applications. These areas were the Meon, Hamble and Hook valleys, Portsdown Hill and the Forest of Bere. Both the Landscape Assessment (2017), and the more recent 'Technical Review of Areas of Special Landscape Quality and the Strategic Gaps' (2020) still recognise the intrinsic character and distinctiveness of these relatively undeveloped areas of the Borough and so their locations have been used to shape the development strategy. There is a presumption against major development in these areas, unless it can be demonstrated through a landscape assessment that the quality and distinctiveness of the landscape character can be conserved. For these reasons there remain no development allocations in these areas." (our underlining)*

Our client objects to the identification of the Areas of Special Landscape Quality (ASLQ) in the borough, and particularly to the presumption against development in ASLQ and against the allocation of any sites for development within these areas. This is discussed in detail in the section relating to Policy DS3: Landscape below.

### **Policy DS1: Development in the Countryside**

For housing development which is brought forward in the absence of a 5-year housing land supply, Policy HP4 applies. This will necessarily introduce new built

form onto greenfield sites adjacent or well related to existing urban area boundaries. This will inevitably cause a change to the landscape character of the site and immediately adjacent land. Criteria ii) and iii) require proposals to "conserve and enhance landscapes" and "recognise the intrinsic character and beauty of the countryside". It is not clear which "landscapes" are being referred to – the spatial extent of 'landscapes' should be defined here to avoid ambiguity. While the landscape as a whole could be enhanced by carefully designed development proposals, the principle of landscape change within the site itself should be established. If this requirement to 'conserve and enhance landscapes' is applied to the landscape features and character of a potential development site, then this requirement is excessive and unachievable once the landscape 'change' from an undeveloped site to a developed site is taken into account. Either the spatial extent of 'landscapes' should be defined or the requirement to 'enhance landscapes' be removed from the policy.

Moreover, it is not clear how the extent to which a proposal has recognised "the intrinsic character of the beauty of the countryside" can be measured. After all, those attributes can be "recognised" but then disregarded. It is true that every area of countryside has a "character" but not that every area of countryside has "beauty".

Criterion v) should include an exception for development which is brought forward under Policy HP4, where the application of the "tilted balance" would allow the loss of BMVAL.

Paragraph 3.39 fails to explain how this policy works in relation to housing policies.

### **Policy DS3: Landscape**

This draft policy designates about a quarter of the land area of the Borough as "Areas of Special Landscape Quality" (as shown on Figure 3.3).

From the commentary provided in paragraph 3.49, it appears that the Council is equating its 'Areas of Special Landscape Quality' (ASLQ) with 'valued landscapes'. This is questionable. All landscapes are valued at some level by different people. NPPF paragraph 174 triggers a need to consider when landscape value is just a local consideration, or when landscapes are more 'out of the ordinary'.

Fundamentally, for a landscape to be a valued landscape, it does not have to be designated - so by designating the ASLQ (or by creating a valued landscape designation) the Council is at risk of creating a policy that is irrelevant, because guidance says that non-designated landscapes can be valued, so site-by-site assessments will be required in any event. Given that Policy DS3 is irrelevant, it is unnecessary and it should be deleted.

However, if it is held that Policy DS3 should not be deleted, the following comments apply.

Paragraph 3.55 states that "...all parts of the Borough have some landscape quality and may be sensitive to landscape change". This is ambiguous. All landscape will be of 'a quality' but quality (in GLVIA3 aligned with condition) is only one consideration of landscape sensitivity.

With regard to "How the policy works", paragraph 3.56 states that "The criteria within the policy (points a-g) are derived from the Guidelines for Landscape and Visual Impact Assessment (GLVIA 3) published by the Landscape Institute.". The GLVIA3 is an extensive and diverse document and, if it is to be used as basis for this policy then a specific reference or explanation should be provided as to how points a-g have been derived.

Paragraph 3.57 refers to the submission of "...a proportionate Landscape Assessment". In the event that Policy DS3 is not deleted, this should be amended to require the submission of a 'Landscape and Visual Impact Assessment'. There are many applications of Landscape Assessment and several forms of reporting. Reference to LVIA would be specific and clear as to what is required (and incidentally relates better to the approaches set out in GLVIA3).

Having specific regard to our client's land interest adjacent to 75 Holly Hill Lane in Sarisbury, the site has previously been promoted through FBC's SHELAA, the latest version of which is dated April 2021 (Site ID 1005) and was discounted solely because it is located within an ASLQ. Consequently, our client has appointed Terra Firma Consultancy to review this matter and a Landscape Response is attached to these representations at Appendix 1, together with an Opportunities and Constraints Plan for the site.

In summary, it is considered that if Policy DS3 is not deleted, it should better allow

for flexibility when it can be proven that parcels of land within the ASLQ, when taken in isolation and studied in depth, can accommodate sensitive small-scale development. It is considered that our client's site has capacity for development without detriment to the wider Landscape Character Area and would also create opportunities for landscape enhancement and protection.

### **HA55 Land South of Longfield Avenue / HA54 Land East of Crofton Cemetery and West of Peak Lane / DS2: Development in Strategic Gaps**

There is an inherent contradiction between Policy DS2 and proposed allocation HA55 in particular, and to a lesser extent, HA54. Policy DS2 states that:

***"Development proposals will not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characters."***

Housing Allocation Policy HA55 allocates Land South of Longfield Avenue for residential and mixed use development with an "indicative yield" of 1,250 dwellings. The number of dwellings is to be confirmed through a Council-led masterplanning exercise. Criterion b) states:

***"The built form, its location and arrangement will maximise the open nature of the existing landscape between the settlements of Fareham and Stubbington, limiting the effect on the integrity of the Strategic Gap in line with DS2...."***

This illustrates the fundamental problem with a proposed allocation of this scale – it is located in an open landscape between Fareham and Stubbington and its effect will be to potentially almost halve the width of the Strategic Gap at this point. A development of 1,250 homes and other built form will not ***"maximise the open nature of the existing landscape"*** – that can only be achieved by development being allocated elsewhere. This allocation will inevitably cause significant harm to the integrity of the Strategic Gap by physically and visually diminishing the remaining extent of open land, which also includes the route of the Stubbington Bypass, to such an extent that the function of this part of the Strategic Gap will be significantly undermined, contrary to Policy DS2.

The executive summary of the "Technical Review of Areas of Special Landscape Quality and Strategic Gaps" (undertaken by Hampshire County Council (HCC) on behalf of FBC and published in September 2020) makes two observations in respect of the Fareham to Stubbington Strategic Gap, stating that (Technical Review, pages 6 and 7):

*"The Fareham-Stubbington Strategic Gap is proposed for continued designation, also having strong sub-regional agreement for its designation, and a clear role in preventing settlement coalescence through continued and heavy pressure for Southern expansion of Fareham and Northern and Eastern expansion of Stubbington, but it is considered that there are some opportunities for development to be accommodated within the landscape, without compromising the Strategic Gaps function..."*

*Possible adjustments to the Fareham-Stubbington Strategic Gap could be considered in the following locations:*

- *An area to the South of Fareham, and west of HMS Collingwood, as some development in this area could be visually absorbed into the Gap without compromising the Gap function..."*

The Technical Review goes on to state that an area south of Fareham and west of HMS Collingwood be considered as a potential location for development. This Technical Review was prepared as part of the evidence base for the December 2020 Regulation 19 local plan, so it was written to support its proposals. The RPLP now proposes additional housing allocations including HA55 Land South of Longfield Avenue. Development in that location would place development in a open and exposed part of the landscape, at a point where the existing Strategic Gap (between HMS Collingwood / Newlands Farm and Stubbington) is only between ca. 325m and 550m wide. This contradicts some of the principles set out in the analysis and conclusions of the HCC Technical Review and calls into question the robustness of the technical assessment work which led to the HA55 allocation being proposed.

Housing Allocation Policy HA54 allocates Land East of Crofton Cemetery and West of Peak Lane for housing with an indicative yield of 180 dwellings. Whilst this development would not physically reduce the width of the Strategic Gap at this point, the development of this site will consolidate the extent of built form on the northern edge of Stubbington, and, when taken together with the potentially

significant physical and visual impacts of the proposed HA55 allocation, the two developments are likely to harmfully affect the integrity of the Strategic Gap. It is understood that the promoters of the HA54 site, Persimmon Homes, are pursuing an appeal against the Council's decision to refuse permission for 206 dwellings on the site (P/20/0522/FP, refused 17 February 2021). Two of the Council's ten reasons for refusal were:

- "ii) *The development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
  
- iii) *The introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces."*

It is not clear how a reduction in the yield of this site from 206 dwellings to 180 dwellings could overcome these reasons for refusal as the quantum of development is similar. "Adverse visual effects" are still likely to result, compounding the significant harm to the integrity of the Strategic Gap which will result from the development of the HA55 allocation.

### **BL1: Broad Location for Housing Growth**

This policy proposes the delivery of up to 620 dwellings in years 10 – 16 of the plan period from the redevelopment of a part of Fareham town centre which includes the Council's Civic Offices, Fareham Shopping Centre, surface and multi-storey car parks, Fareham Library, Fernham Hall, the Police Station and Bus Station offices. This is a highly complex site with multiple ownership and stakeholder interests, and significant existing built form, and its redevelopment is likely to be a challenging and protracted process which will foreseeably extend well beyond the plan period. This policy is high level and aspirational, and as such it should not form part of the housing supply for the plan period. The revised NPPF published on 20 July, 2021, states (para. 22) with regard to Strategic Policies:

***"...Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks***

***further ahead (at least 30 years), to take into account the likely timescale for delivery."***

Policy BL1 requires such a 30 year delivery timescale and the RPLP should be amended to this effect. It should be assumed that any housing completions from this site will come beyond the plan period.

### **Policy HP1 New Residential Development**

As worded, this policy does not list all of the circumstances in which housing will be permitted outside the urban area.

For clarity, amend to add:

***"c) It is for small-scale housing development that accords with Policy HP2.***

***d) It is in circumstances where the Council cannot demonstrate a Five Year Housing Land Supply and the proposal accords with Policy HP4."***

### **Policy H1 Housing Provision / Policy HP4 Five-Year Housing Land Supply**

Pegasus Group has reviewed the RPLP and its evidence base and concludes that the RPLP:

- Proposes a housing requirement that will not meet the affordable housing needs of Fareham Borough let alone contribute to the unmet affordable housing needs of neighbouring authorities. contrary to the Vision and Strategic Priority 1 of the RPLP and contrary to paragraph 20a of the NPPF;
- Proposes a contribution towards the unmet needs of neighbouring authorities that has not been demonstrated to be sufficient or to be in an appropriate location as required by paragraphs 11b and 61 of the NPPF;
- Has not been informed by effective and on-going joint working such that the duty to cooperate has not been met as required by paragraphs 26 and 27 of the NPPF;

- 
- Proposes a stepped housing requirement, beginning at 300 dwellings per annum (so well below the Standard Method requirement of a minimum of 541 dwellings per annum) without any consideration of the significant existing backlog of housing supply, such that the needs of the present will not be provided for as required by paragraph 7 of the NPPF;
  - Unjustifiably proposes a stepped housing requirement which requires less development in the early years of the plan period than the trajectory suggests can be achieved which will only serve to unnecessarily delay meeting development needs contrary to the PPG (68-021);
  - Unjustifiably proposes a stepped housing requirement to secure a five-year land supply but sets this significantly below the level at which the RPLP would demonstrate a five-year land supply and therefore serves to delay meeting development needs contrary to the PPG (68-021);
  - Seeks to replace paragraph 11d of the NPPF with Policy HP4 which is clearly inconsistent with the NPPF and actively undermines the operation of the NPPF;
  - Does not identify a sufficient developable supply to meet even the proposed housing requirement for 9,556 homes in the RPLP contrary to paragraph 68 of the NPPF, and
  - Does not provide any evidence that a five-year land supply will be able to be demonstrated at the point of adoption as required by paragraph 74 of the NPPF.

The Council has a history of persistent failure to deliver a Five Year Housing Land Supply since at least 2015. During this period, extant Local Plan Policy DSP40 has purported to operate as a "safety net" policy (as Policy HP4 is new proposed to operate) to facilitate the release of additional sites for housing to restore a five year supply of housing land. In June 2021, as part of an appeal by Bargate Homes against the Council's refusal of consent for 99 dwellings on Land East of Newgate Lane East (Appeal ref. APP/A1720/W/21/3269030) the Statement of Common Ground signed by the Council and the Appellant stated that it was agreed that the Council was unable to demonstrate a Five Year supply, and that the Council identified a 3.57 year supply while the Appellant identified a 0.95 year supply. Whilst the precise extent of the shortfall was not agreed, this confirms that the extant Policy DSP40 has not been operated in a manner which delivers a Five Year

supply. That policy is demonstrably not fit for purpose. Policy HP4 is similar, so is therefore likely to be similarly operated by the Council, perpetuating the persistent under-supply of housing in the Borough. This assertion is wholly supported by the decision letter from the Inspector, Mr. G.D. Jones dated 28 July, 2021, who determined appeals relating to Land East of Newgate Lane East, Fareham which comprises the southern part of the former HA2 allocation (Appeals Ref. APP/J1725/W/20/3265860 and APP/A1720/W/21/3269030). Here at paragraph 46 the Inspector commented:

*"LP2 Policy DSP40 criteria (ii) and (iii), however, carry greater weight, albeit that the evidence indicates that the balance they strike between other interests, including character / appearance and the Strategic Gap, and housing supply may be unduly restrictive given that the housing supply shortfall has persisted for a number of years in spite of this Policy."*

As currently drafted, Policy HP4 is even more restrictively worded than its predecessor DSP40. In particular:

- *DSP40 iii) The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the on the Countryside and, if relevant, the Strategic Gaps;* has been re-worded as below:
- *HP4 c) The proposal is sensitively designed to reflect the landscape character and setting of the settlement, is of a scale proportionate to its setting and recognises the intrinsic character and beauty of the countryside and, if relevant, does not significantly affect the integrity of a Strategic Gap;*

Policy DSP40 recognises that the operation of the policy necessarily involves permitting new housing on greenfield land which is currently designated as "countryside", and perhaps also as "strategic gap", and that such development will inevitably have some landscape impact – so it sets out an aspiration for such adverse impacts to be minimised. This has been regarded as a reasonable approach by appeal Inspectors.

Policy HP4 on the other hand removes the reference to minimising adverse impacts and replaces it with a nebulous requirement for developments to "*recognise the intrinsic character and beauty of the countryside*". It is unclear how this policy test

can be satisfied, and it is likely to mean that the Council will release even fewer sites for housing to meet its Five Year Housing Land Supply shortfall than it has done previously.

### **Representations about the RPLP Proposals Map: Allocation of Land adjacent to 75 Holly Hill Lane for residential development**

The 2020 Regulation 19 Plan was prepared on the basis of a lower housing target for Fareham Borough calculated from the Government's consultation draft changes to the Standard Method, which were published for consultation in August 2020. Of course, the Regulation 19 Plan was soon found to be based on erroneous assumptions, because the Government confirmed in December 2020 that Fareham's housing requirement calculated through the Standard Method would remain as previously.

The Council has decided to introduce Policy HA55 South of Longfield Avenue draft allocation for about 1,250 dwellings alongside other new draft allocations in order to help meet the higher housing requirement.

In our submission, HA55 should be deleted or its proposed housing yield should be significantly reduced, and other sites that have a lesser / no impact upon the Strategic Gap and countryside should be allocated including those promoted by Bargate Homes which include Land adjacent to 75 Holly Hill Lane.

As set out above, the sole reason for discounting the site as an allocation within the SHELAA is because of its location within the proposed ASLQ designation, and our client's objection to this is set out above.

Otherwise, the SHELAA confirms that the principle of highway access to the site is acceptable, subject to allowing for the turning of refuse vehicles within the design of the access road, which could be addressed. It is confirmed that there are no known conservation constraints or noise/air quality constraints, and that the site is not within an identified area of archaeological potential. The SHELAA suggests that there is the potential for moderate to high quality habitats and ecological interest within the woodland areas, but this could be assessed and appropriately mitigated.

In terms of its accessibility and sustainability, the SHELAA confirms that the site is located within 800m of accessible green space or play space, within 800m of a community/leisure facility, within 1,200m of a Primary School and within 1,600m of a Secondary School. It is also noted that the site is located 0.5 miles (by road) to the south of the A27 and its associated local facilities and services. There are also bus routes that run along Barnes Lane to the east, and the A27.

The SHELAA concludes that the site is both available and achievable but that it is not suitable due to its location within an ASLQ.

The Landscape Response prepared by Terra Firma Consultancy submitted previously, and enclosed at Appendix A, includes an Opportunities and Constraints Plan for the site which identifies an indicative developable area extending to approximately 0.93 hectares. On the basis of a development density of 30-35 dph, this would equate to the provision of between 28-33 dwellings on the site.

On the basis of the above, the Council is encouraged to allocate Land adjacent to 75 Holly Hill Lane in Sarisbury for about 30 dwellings and amend the RPLP Proposals Map accordingly. This site is controlled by a highly reputable local housing developer – Bargate Homes – who has a strong local track record of delivery and is keen to bring it forward for development immediately, such that the site can make an important contribution to the Council's five-year housing land supply.

**B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?**

- Plan to meet the area's housing needs including its affordable housing needs and the unmet needs of neighbouring authorities;
- Address the identified significant gaps in the evidence base supporting the RPLP which should have been in place ahead of the plan's preparation so that its spatial strategy and level of housing provision are prepared in accordance with legal requirements and national policy and guidance;
- Accordingly, increase the RPLP's proposed housing provision to a minimum of 14,088 dwellings;
- Amend Policy DS1 as set out above;
- Delete Policy DS3;

- Delete proposed housing allocation HA55 South of Longfield Avenue or significantly reduce (perhaps halve) the quantum of housing proposed in that location to preserve the integrity of that part of the Strategic Gap;
- Review and reduce the quantum of housing proposed through the HA54 East of Crofton cemetery etc allocation to ensure that this development includes sufficient land for green infrastructure to mitigate the visual harm to the local landscape which was alleged to flow from the previous planning application for 206 dwellings – perhaps reducing its yield to 150 dwellings;
- Delete Policy HP4;
- Amend Policy BL1 to confirm that it is a strategic policy with a delivery timescale of 30 years, such that it will not yield any housing during the plan period;
- Allocate Land adjacent to Holly Hill Lane for about 30 dwellings and amend the Proposals Map accordingly.

**B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?**

For the reasons stated above.

**B4c Your suggested revised wording of any policy or text:**

See above.

**B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes, I want to take part in the hearing session(s)

**B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

To contribute to testing the legal compliance and soundness of the RPLP for the reasons set out in these representations.

**APPENDIX 1**  
**Landscape Response prepared by Terra Firma Consultancy**  
**and associated Opportunities and Constrains Plan**

**Landscape Response to Representation to Fareham Local Plan 2037  
Land adjacent to 75 Holly Hill Lane, Sarisbury  
On behalf of Bargate Homes**

Areas of Special Landscape Quality

Section 3: Development Strategy and Policy DS3: Landscape

Bargate Homes does not support the inclusion of ASQL within the Fareham Local Plan 2037, for the reasons set out in the representations prepared by Pegasus Group. However, if such a policy is held to be necessary, this response has been prepared by Terra Firma Consultancy on behalf of Bargate Homes to assess the development potential of the site in landscape terms.

The Fareham Local Plan 2037 (Publication Local Plan) states at paragraph 3.9 that:

*"Previous Local Plans have included the demarcation of 'Areas of Special Landscape Quality' in the Borough which were used to help shape planning strategy and decisions on planning applications... Both the Landscape Assessment (2017), and the more recent 'Technical Review of Areas of Special Landscape Quality and the Strategic Gaps' (2020) still recognise the intrinsic character and distinctiveness of these relatively undeveloped areas of the Borough and so their locations have been used to shape the development strategy. There is a presumption against major development in these areas, unless it can be demonstrated through a landscape assessment that the quality and distinctiveness of the landscape character can be conserved. For these reasons there remain no development allocations in these areas."*

The land adjacent to 75 Holly Hill Lane lies at the eastern extent of the proposed Area of Special Landscape Quality (ASLQ) 2: Lower Hamble Valley whose boundary is based on Landscape Character Area (LCA) 2: Lower Hamble Valley as defined in The Fareham Landscape Assessment (2017). No clear explanation is given for why the boundaries of the ASLQ align with those of the LCA other than the LCA represent the land outside the settlement boundaries and it is a convenient sub-division.

Each LCA was subdivided into Local Landscape Character Areas (LLCA) to allow a more detailed analysis and these examined as part of the Assessment of Sensitivity and Development Potential which forms part 2 of the Fareham Landscape Assessment.

*"The sensitivity assessment... [provides] detailed information and judgements on the sensitivity of areas of landscape beyond the existing defined settlement boundaries, and the potential impacts that new development might have on their particular characteristics, qualities and valued attributes."*

LCA 2 was subdivided into 5 Local Landscape Character Area (some of which appear more than once) and these analysed:

*"The assessment of sensitivity is concerned with analysing the ability of the different local landscape character areas beyond the urban area boundary to accommodate development without unacceptable adverse effects upon four specific roles:*

- *As part of the Borough's landscape resource;*
- *As part of the visual environment enjoyed by people within the Borough (i.e. their visual amenity);*
- *As part of the setting and identity of urban areas within the Borough; and*
- *As part of the network of Green Infrastructure within the Borough and wider context."*

The land adjacent to 75 Holly Hill Lane, Sarisbury lies within LLCA 2.1b which is described as comprising:

*"...the main area of semi-rural landscape within this LLCA. The valley side sweeps westwards down to the foreshore of the River Hamble from a highpoint of c.43m at the northern end and is indented by a series of minor tributary valleys which produce quite complex topography, clothed in a diverse patchwork of woodland, farmland, parkland and the gardens/grounds of private houses. The northern part of the area contains Brooklands, a Georgian country house (Grade II\* Listed), surrounded by designed gardens and parklands which include extensive woodland and lawned terraces sweeping down to the River Hamble, and are of high landscape quality. Further south is an area of landscape characterised by a mosaic of small scale pastures and larger fields under grassland, mature hedgerows, copses and more extensive areas of woodland, occupying the slopes of a gentle, minor valley. Apart from a marina development on the foreshore, there is little built development on the lower slopes but the upper slopes are lined with large detached houses set within wooded or well-treed plots and accessed by narrow, enclosed lanes.*

*The abundance of tree cover means that this development is not conspicuous and the landscape retains a pastoral, semi-rural and relatively unspoilt character. Beyond this lies the thickly wooded landscape around Holly Hill Woodland Park, a mid and Late 19th century landscaped woodland park (owned and managed by the Borough Council as a public amenity), which occupies another minor tributary valley of the Hamble and includes lakes and woodland walks. As well as its value as a historic designed parkland, the woodland landscape is of considerable ecological and amenity value and connects into the woodlands and inter-tidal habitats of the Hamble Estuary which are covered by multiple designations."*

The site itself, which is categorised as Landscape Type 'Horticulture & Smallholdings: Small Scale, lies to the west of one of these 'minor tributary valleys' and comprises 'small scale pastures' albeit very neglected. To the west of the site on Holly Hill Lane are 'large detached houses set within wooded or well-treed plots' which include plots which have been infilled and redeveloped.

It is not clear why the site was not included within LLCA 2.2a as were the two other areas of former nursery sites within the LCA which lie to the south (See Figure 'Landscape Character Types', Sensitivity Assessment, pg. 45). Bargate would argue that the site in question shares some of the characteristics of LLCA 2.2a:

*"...the evidence of dereliction and lack of management of buildings and land has an adverse effect upon the quality and condition of the landscape. The character and quality of the landscape has already been affected by urban influences and landscape*

*value is relatively low and, therefore, tolerant of change. The presence of a good structure of woodland, hedgerows and trees provides opportunities for integration of new buildings within the existing field pattern, without significant adverse effects upon landscape resources."*

It is noted that LLCA 2.2a has been excluded from the ASLQ designation due to its 'suburban fringe character with some poor elements' (The Technical Review of Areas of Special Landscape Quality and Strategic Gaps), something that it shares with the site.

Despite the poor condition of the site and belonging to the same LCA as 2.2a the site has been placed within LLCA 2.1b and has been scored as a 'high match' against the GLVIA3 Box 5.1 criteria by the Technical Review of Areas of Special Landscape Quality and Strategic Gaps defined as:

*"The area has exceptional scenic quality and is in good condition. It has an unspoilt rural character that is coherent and intact, with topographical and visual unity. It has many features of note, including natural and cultural designations. It has a high value for recreation. It has clearly demonstrable physical attributes and is an integral part of a wider 'valued ;landscape'. There are no, or very few detracting influences."*

Bargate assert that the site, when studied individually does not match these criteria and therefore does not count as a 'high match' and does not belong within an ASLQ.



Figure 1: View south-east across site and stream valley showing poor landscape condition.



Figure 2: View west towards rear gardens of properties on Holly Hill Lane showing suburbanising influences

Bargate believe that despite the more detailed subdivision of the LCA into LLCA, and accepting the somewhat incongruous inclusion of the site within LLCA2.1b, there is still a need for further refinement before being used as the basis of the ASLQ designation. The Planning Context diagram (Sensitivity Assessment, pg. 43) clearly illustrates that LLCA 2.1b is, in effect, a landscape of two very different types. The north and south include landscapes with multiple designations (SINC, Historic Parks and Gardens, Conservation Areas, Country Parks, Ancient Woodlands, Local Nature Reserves, SSSI, SPA, RAMSAR) whereas the central section is free of such designations.

The Technical Review of Areas of Special Landscape Quality and Strategic Gaps (2020) states that:

*"Inspectors' reports suggest that for a landscape to be considered 'valued', it should show some demonstrable physical attribute, form an integral part of a wider 'valued' landscape and have something 'special' or out of the ordinary that can be defined."*

Bargate agree with the Sensitivity Assessment's assertion that:

*"The presence of national or local landscape designations will signify recognition of high landscape quality, but they are not the sole indicator of value and the absence of a designation does not mean the landscape resource is not of high quality or valued in a local context."*

Nevertheless, it is clear that these multiple designations contribute to this LLCA being of 'high' sensitivity and are also the most sensitive areas within this LLCA.

Bargate would assert that a more detailed, independent study of the site such as the Landscape and Visual Evidence Appraisal (LVEA) they commissioned, reveals that the site itself is of much lower sensitivity than the wider LLCA due to the impact of neighbouring properties, its former use, low level of connectivity and poor condition and that as the Sensitivity Study states:

*"Further development of a similar kind (i.e. individual properties set within well-treed plots) could potentially be accommodated without altering this character, but more extensive development within the more open parts of the area, or which would result in loss of woodland/tree cover is likely to have unacceptable landscape impacts.*

*In area 2.1b the most sensitive areas from a visual perspective are the parklands surrounding Brooklands (where intrusion of development could have a major impact on the setting of the Listed Building and views across the River Hamble), the woodland landscape of Holly Hill Park (where there is extensive public access, highly sensitive viewers and high quality views, albeit restricted within wooded areas) and the more open, visually exposed slopes of the central valley area, where development may be visible from the river, PRow network and surrounding properties, intruding on high quality views. The potential for development in these areas is highly restricted. However, there may be some potential for development within the well-treed parts of the valley tops where it could be absorbed without substantial adverse influence on views or visual amenity, for example within and around existing residential areas along Holly Hill Lane and Barnes Lane.*

*The importance of the area in respect of settings lies with its heavily wooded, semi-rural and essentially unbuilt character as a high quality setting for the River Hamble and the western edge of the Borough. Any major loss of tree cover or extension of urban form that would intrude visually and weaken this role would be damaging, but there may be some potential for small scale development to be integrated without compromising the area's overall character or integrity."*

Bargate would put the case that the land to adjacent to 75 Holly Hill Lane falls into the category of developable area and could therefore accommodate small scale development without detriment to the wider area. The LVEA highlighted the most sensitive features of the site as the topography, hydrology and the vegetation associated with the stream and the proximity of Holly Hill Park to the east. Sensitively design proposals which safeguard and enhance these, through careful design and siting and enhancing existing green infrastructure could also mitigate the negative impact of the rear garden boundaries of the existing properties, the poor condition of the site and bring benefits to the biodiversity of the stream corridor through enhanced planting and management.

Strategic Policy DS3: Landscape Areas of Special Landscape Quality states that:

*"Development proposals shall only be permitted in these areas where the landscape will be protected and enhanced."*

Bargate consider that the phrase '*protected and enhanced*' lacks clarity and flexibility and might be used as a barrier to the kind of sensitive small-scale development considered acceptable by the Fareham Landscape Assessment and discussed above. The phrase '*protected and enhanced*', without further qualification, appears contradictory when applied to sites which are degraded and of poor quality.

If the identification of ASQL within the Fareham Local Plan 2037 is held to be necessary, it is considered that the land adjacent to 75 Holly Hill Lane shares some characteristics with the lower sensitivity LLCA 2.2a, which is excluded from the ASLQ, and that Strategic Policy DS3 should better allow for flexibility when it can be proven that parcels of land within the ASLQ, when taken in isolation and studied in depth, can accommodate the kind of development referred to above. It is considered that the site in question has capacity for development without detriment to the wider LCA and would also create opportunities for landscape enhancement and protection.

A copy of the Indicative Opportunities and Constraints Plan that informed the Landscape and Visual Evidence Appraisal is provided at the end of this appendix and indicates the approximate developable area of the site.

Figure 21 - Opportunities and constraints plan



# **FAREHAM REVISED PUBLICATION LOCAL PLAN 2037 – REGULATION 19 CONSULTATION**

## **LAND WEST OF OLD STREET, STUBBINGTON**

### **REPRESENTATIONS ON BEHALF OF BARGATE HOMES**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)  
PLANNING AND COMPULSORY PURCHASE ACT 2004**

**Prepared by: Jeremy Gardiner & Trevor Moody**



## **Pegasus Group**

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

**DESIGN ENVIRONMENT PLANNING ECONOMICS HERITAGE**

Pegasus Group is a trading name of Pegasus Planning Group Limited (07277000) registered in England and Wales  
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**CONTENTS:**

Page No:

**1.0 Introduction ..... Error! Bookmark not defined.**  
**2.0 Completed Representations Form ..... 2-25**

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## **1.0 Introduction**

- 1.1 The following representations are prepared by Pegasus Group on behalf of our client, Bargate Homes. Our client has a interests in land to the west of Old Street, Stubbington (SHELAA ID: 31).
- 1.2 The site was previously the subject of development proposals for up to 160 (reduced to 150) new homes (planning application P/17/1451/OA refused on 23 March 2018, and appeal ref. APP/A1720/W/18/3200409 dismissed on 22 January 2019 refer). Since this appeal decision, and in the light of the Inspector's reasoning, extensive belts of strategic woodland planting have been undertaken at the site which will have the effect of visually detaching part of the site from the Meon Valley and creating a more modest sustainably located site for about 75 new homes on the edge of the urban area of Stubbington.
- 1.3 For the reasons set out in these representations, our client is strongly of the view that this site should be allocated for residential development in the Fareham Local Plan 2037 (hereafter referred to as the Revised Publication Local Plan (RPLP)).
- 1.4 Our previous representations (dated December 2020) on the Publication Local Plan set out suggested amendments to draft Policy wording. However, these changes have largely not been made. As such, these representations reiterate our client's concerns in this regard as well as expressing strong concerns relating to the latest approach to housing delivery set out within the RPLP.
- 1.5 Our client is an important stakeholder within Fareham and is keen to work with the Council to produce a plan which is legally compliant and meets the tests of soundness set out within the revised National Planning Policy Framework (NPPF) published on 20th July, 2021. Currently the plan is neither legally compliant nor sound.
- 1.6 The following representations utilise the same format as the Council's response form. Each area of the RPLP which is deemed to be either not legally compliant or unsound is clearly outlined below. Proposed changes to the plan in relation to policies, supporting text and the proposals map are provided.

## 2.0 Representations Form

### PERSONAL DETAILS

#### A1 Is an Agent Appointed?

Yes

#### A2 Please provide your details below:

Title:

First Name:

Last Name:

Job Title:

Organisation: **Bargate Homes**

Address: c/o Agent

#### A3 Please provide the Agent's details:

Title: Mr.

First Name: Jeremy

Last Name: Gardiner

Job Title: Senior Director

Organisation: Pegasus Group



#### B1 Which part of the Revised Publication Local Plan is this representation about?

These representations relate to the overall Revised Publication Local Plan and to documents forming part of its evidence base.

#### B1a Which Paragraph?

---

**B1b Which Policy?**

DS1: Development in the Countryside

DS2: Development in Strategic Gaps

DS3: Landscape

H1: Housing Provision

HP1: New Residential Development

HP4: Five Year Housing Land Supply

HP5: Provision of Affordable Housing

**B1c Which part of the Policies Map?**

Land west of Old Street, Stubbington

Strategic Gap at above site

ASLQ designation

**B1d Which new housing allocation site?**

HA54: Land East of Crofton Cemetery and West of Peak Lane

HA55: Land South of Longfield Avenue

BL1: Broad Location for Housing Growth

**B1e Which new or revised evidence base document?**

**B2 Do you think the Revised Publication Local Plan is:**

Legally compliant - **No**

Sound - **No**

Complies with the duty to co-operate - **No**

**B3 Please provide details you have to support your answers above**

---

## The RPLP Is Not Legally Compliant:

The National Planning Policy Framework (NPPF) states (paragraph 16 a) that Plans should "be prepared with the objective of contributing to the achievement of sustainable development". Footnote 11 confirms that this is a legal requirement of local planning authorities in exercising their plan-making functions. Meeting the objectives of sustainable development includes "...meeting the needs of the present...". By preparing a Plan which does not allocate sufficient land to meet the housing needs of the borough or the housing needs of neighbouring local planning authorities, and by failing to allocate land in locations which best respond to those housing needs, the local planning authority is failing to plan to deliver sustainable development and therefore failing to meet its legal obligations in this regard.

Paragraph 4.3 of the Revised Publication Local Plan (RPLP) recognises that the Standard Method provides for the minimum housing need and that the local housing need can be greater due to affordable housing needs and due to the unmet needs of neighbouring areas. Pegasus Group has calculated that:

- There is a need for 3,711 affordable homes in Fareham Borough over the plan period 2020-2037;
- The unmet affordable housing needs of neighbouring areas will increase this figure;
- Even if every site in the Council's estimated sources of supply of affordable homes was able to viably deliver policy-compliant levels of affordable housing, the RPLP will facilitate the delivery of 2,455 affordable homes at most;
- In order to meet affordable housing needs in full, in accordance with the Council's stated commitments in its Vision and Strategic Priority 1 of the RPLP, then the supply of affordable home should be increased by a minimum of 1,038 units, requiring additional allocations of greenfield land to deliver 2,594 homes or of brownfield sites to deliver 2,965 homes;
- Therefore, it is necessary for the RPLP to deliver a total of at least **13,188** homes over the plan period if affordable housing needs are to be met. If the Council's proposed (but unevidenced) contribution to the unmet needs of neighbouring authorities – of 900 dwellings – is added, this generates a housing requirement of **14,088** dwellings for the plan period;
- The RPLP proposes to deliver 10,594 homes over the plan period. It will

therefore significantly under-deliver against local housing needs, therefore fail to deliver sustainable development and fail to meet its legal obligations.

### **The RPLP Is Unsound**

Paragraphs 1.5 and 1.6 of the RPLP set out the Tests of Soundness and how they are achieved:

*"1.5 This is a formal, statutory stage in the production of the Local Plan, as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations specify that this stage of the plan is subject to a six-week period of consultation. The representations made to the consultation must focus on the 'Tests of Soundness' which require that the Local Plan has been **'positively prepared, justified, effective and consistent with national policy'***

*1.6 To be 'positively prepared' the Local Plan must:*

- Provide a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and*
- Be informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so; and*
- Be consistent with achieving sustainable development.*

*To be 'justified', the Local Plan must:*

- Provide an appropriate strategy, taking into account the reasonable alternatives; and*
- Be based on proportionate evidence.*

*To be 'effective', the Local Plan must:*

- Be deliverable over the plan period; and*
- Be based on effective joint working on cross-boundary strategic matters.*

*To be 'consistent with national policy', the Local Plan must:*

- *Enable the delivery of sustainable development in accordance with the NPPF."*

**The RPLP has not been positively prepared** because it:

- Fails to meet the area's objectively assessed needs as described above;
- Is not informed by agreements with neighbouring authorities in accordance with the Duty to Cooperate so its housing provision proposals are not informed by a clear understanding of the unmet needs of neighbouring authorities;
- Is not consistent with achieving sustainable development – by definition it cannot be, because it is not planning to meet the area's objectively assessed needs.

**The RPLP is not justified** because it:

- Does not provide an appropriate strategy, taking into account the reasonable alternatives. Its strategy should properly plan to contribute towards meeting the unmet needs of neighbouring authorities including Gosport Borough, based on formal agreements with those authorities which should have been in place as part of the plan preparation process. The strategy for addressing Gosport's unmet housing needs should include housing allocations in Fareham Borough. This should include the allocation of Land west of Old Street, Stubbington for about 75 dwellings;
- Has not been prepared on the basis of a proportionate evidence base. Pegasus Group are of the opinion that the evidence base supporting the RPLP is lacking in numerous pieces of evidence required by national policy and guidance if it is to be regarded as having been soundly prepared. Missing evidence of fundamental importance includes:
  - (i) An assessment of the need for affordable housing over the plan period as required by paragraph 62 of the NPPF,
  - (ii) An assessment of the need for affordable housing which demonstrably adopts the methodology of national guidance or which provides the necessary outputs,
  - (iii) An assessment of the unmet need for affordable housing from neighbouring authorities as required by paragraphs 35a and 61 of the NPPF,

(iv) Statements of Common Ground with neighbouring authorities that reflect the current minimum need for housing as required to meet the Duty to Cooperate and as required by paragraph 27 of the NPPF,

(v) An assessment of how the out-of-date identified unmet needs are to be distributed as required by the PPG (61-012) and thereby paragraph 27 of the NPPF,

(vi) A detailed housing trajectory as required by paragraph 74 of the NPPF,

(vii) Evidence required to demonstrate that a five-year land supply at the point of adoption is available as required by paragraph 74 of the NPPF, and

(viii) Clear evidence that completions will be achieved on sites with outline planning permission, and on sites which are allocated or proposed to be allocated, such that these can be considered to be deliverable according to the NPPF.

In the absence of this evidence, the RPLP cannot be regarded as justified or sound, and its preparation has not been in compliance with the Duty to Cooperate.

**The RPLP is not effective** because it:

- Is not deliverable, given the uncertainties which exist around the delivery and viability of Welborne; the uncertainties which exist around the delivery and viability of the Policy BL1 Broad Location for Housing Growth allocation; and the strong objections made to a number of the proposed allocations including HA54 Land East of Crofton Cemetery and West of Peak Lane on which there has already been two refusals of planning permission, and HA55 Land South of Longfield Avenue, both of which lie in a narrow and open part of the Fareham – Stubbington Strategic Gap of high landscape sensitivity.

**The RPLP is not consistent with national policy** because it:

- Will not enable the delivery of sustainable development by failing to meet the housing needs of the area;
- Has not been prepared on the basis of the evidence required by national policy and guidance, as described above.

### **The RPLP does not meet the Duty to Cooperate**

The housing provision proposals of the RPLP have not been prepared on the basis of agreements with other planning authorities set out in Statements of Common Ground. This is contrary to Government PPG advice.

In relation to unmet need, it should also be remembered that Welborne (previously known as the North of Fareham SDA) was originally conceived by PUSH (now PfSH) as one of two SDAs which were promoted to meet the sub-regional needs of south Hampshire and brought forward in the "South East Plan". The Inspector's Report on the Examination into the Fareham LDF Core Strategy (dated 20th July, 2011) identified five Main Issues, Main Issue 1 being:

*"7. The North of Fareham SDA represents the most significant and controversial element of the Core Strategy. ....While the principle of the SDA's development is contained in the regional strategy – policy SH2 of the South East Plan (SEP) – the justification for the proposal derives from evidence prepared by South Hampshire local authorities (the Partnership for Urban South Hampshire [PUSH]) during the SEP's preparation....The advantages of SDAs are seen as threefold: safeguarding existing towns and villages by reducing coalescence; providing more opportunities for planning gain; and achieving a critical mass to deliver sustainability benefits. The development now proposed is one of two SDAs proposed by PUSH and brought forward into the SEP. Both are aimed at meeting sub-regional housing needs and, as such, their housing totals are separated from the housing requirement for the remainder of the Boroughs concerned in the sub-regional strategy and SEP." (our underlining)*

However, the Council is now treating Welborne as a source of housing supply for Fareham Borough only, disregarding its planned sub-regional role. This compounds the lack of positive preparation of the RPLP and starkly contrasts the Council's current approach to the delivery of housing to meet sub-regional needs with its approach of a decade ago.

**For these many reasons, the RPLP is unsound. It should be replaced by a further Regulation 19 plan which has been prepared on a legally compliant and sound basis.**

## **Representations about specific draft Policies of the RPLP:**

### **Section 3: Development Strategy**

This section of the RPLP is substantially focused on restricting development outside the existing settlement policy boundaries of urban areas. As part of the previous round of consultation on the Publication Local Plan, we submitted strong objections to the overly restrictive nature of the policies contained within this section of the Local Plan. No material changes have been made as part of the RPLP in response to those objections and so our key concerns are re-iterated below.

Paragraph 3.9 of the RPLP states:

*"Recent planning appeal decisions in the Borough have highlighted the need to consider the designation of valued landscapes as part of the Local Plan. Previous Local Plans have included the demarcation of 'Areas of Special Landscape Quality' in the Borough which were used to help shape planning strategy and decisions on planning applications. These areas were the Meon, Hamble and Hook valleys, Portsdown Hill and the Forest of Bere. Both the Landscape Assessment (2017), and the more recent 'Technical Review of Areas of Special Landscape Quality and the Strategic Gaps' (2020) still recognise the intrinsic character and distinctiveness of these relatively undeveloped areas of the Borough and so their locations have been used to shape the development strategy. There is a presumption against major development in these areas, unless it can be demonstrated through a landscape assessment that the quality and distinctiveness of the landscape character can be conserved. For these reasons there remain no development allocations in these areas." (our underlining)*

Our client objects to the identification of the Areas of Special Landscape Quality (ASLQ) in the borough, and particularly to the presumption against development in ASLQ and against the allocation of any sites for development within these areas. This is discussed in detail in the section relating to Policy DS3: Landscape below.

### **Policy DS1: Development in the Countryside**

For housing development which is brought forward in the absence of a 5-year housing land supply, Policy HP4 applies. This will necessarily introduce new built

form onto greenfield sites adjacent or well related to existing urban area boundaries. This will inevitably cause a change to the landscape character of the site and immediately adjacent land. Criteria ii) and iii) require proposals to "conserve and enhance landscapes" and "recognise the intrinsic character and beauty of the countryside". It is not clear which "landscapes" are being referred to – the spatial extent of 'landscapes' should be defined here to avoid ambiguity. While the landscape as a whole could be enhanced by carefully designed development proposals, the principle of landscape change within the site itself should be established. If this requirement to 'conserve and enhance landscapes' is applied to the landscape features and character of a potential development site, then this requirement is excessive and unachievable once the landscape 'change' from an undeveloped site to a developed site is taken into account. Either the spatial extent of 'landscapes' should be defined or the requirement to 'enhance landscapes' be removed from the policy.

Moreover, it is not clear how the extent to which a proposal has recognised "the intrinsic character of the beauty of the countryside" can be measured. After all, those attributes can be "recognised" but then disregarded. It is true that every area of countryside has a "character" but not that every area of countryside has "beauty".

Criterion v) should include an exception for development which is brought forward under Policy HP4, where the application of the "tilted balance" would allow the loss of BMVAL.

Paragraph 3.39 fails to explain how this policy works in relation to housing policies.

### **Policy DS2: Development in Strategic Gaps**

Under the heading 'Why we need this policy', Paragraph 3.43 of the RPLP states that "Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, defining settlement character and providing green infrastructure opportunities". The introduction of 'settlement character' into the policy wording is not consistent with the evidence base which confirms at paragraph 2 in Chapter 4 of the Technical Review of Areas of Special Landscape Quality and Strategic Gaps that the "primary purpose of identifying

Strategic Gaps is to prevent the coalescence of separate settlements and help maintain distinct community identities. Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, protecting settlement identity and providing green infrastructure opportunities”.

Policy DS2 should only apply to land which provides a spatial function to maintain separation of settlements and define settlement pattern rather than defining settlement character. Land west of Old Street, Stubbington does not contribute to the spatial separation of settlements, therefore Policy DS2 should not be applied to this land.

This view is supported by the Inspector for the appeal relating to Land west of Old Street, Stubbington APP/A1720/W/18/3200409 who stated that:

*"The Meon Gap lies between Fareham/ Stubbington and the Western Wards/Whiteley. Policy CS22 requires the integrity of the gap to be maintained and the physical and visual separation of settlements to be respected. In terms of separation of settlements there is no dispute that there would be no diminution either in physical or visual terms if the development were to go ahead. The policy indicates that the gap boundaries will be reviewed to ensure that no more land than necessary is included in order to maintain gap function".*  
(our underlining)

The Inspector goes on to state:

*"It should be remembered that gap policy is a spatial tool. The Council referred to the role of the gap in maintaining the character or setting of Stubbington. This is considered in the 2017 LCA where the strategic gap designation is reviewed. However, the document makes clear that its purpose is to consider what role the landscape plays within the strategic gaps. It is not intended to examine the designation criteria, or the broad areas identified. This is important to note because it is landscape rather than spatial considerations that are key to settlement character and setting. The character and setting of Stubbington is not pertinent to gap designation or function in policy CS22".*

The Inspector concluded:

*"I appreciate that a review of gap boundaries was undertaken in 2012 and that no changes were recommended in relation to the land immediately adjacent to Stubbington. However, for the reasons I have given I do not consider that the proposed development of the appeal site would adversely affect the integrity of the Meon Gap". (our underlining)*

For this reason, Policy DS2 should not apply to Land west of Old Street, Stubbington, because it has been confirmed that this land does not contribute to the function of the Strategic Gap. The Meon Valley is protected by many environmental designations which prevent development into this area from the Fareham side of the valley. The designated valley floor of the Meon Valley maintains separation of settlements to an extent that an adequate gap is maintained without the inclusion of Land west of Old Street, Stubbington within the Strategic Gap. Fareham Policy CS: 22: Strategic Gaps, states that "In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation." It is therefore unnecessary for Policy DS2 to apply Land west of Old Street, Stubbington.

At paragraph 7 of Chapter 4 of the Technical Review of Areas of Special Landscape Quality and Strategic Gaps states that "Where it is considered that there is capacity to absorb more development within the Fareham-Stubbington Strategic Gap, GI mitigation will be required, to a greater or lesser extent depending on the scale and nature of any development". Again, at paragraph 11 of the chapter 4 summary the Technical Review states "The ability to absorb development into the landscape exists, without compromising the integrity of the Gap function, again on the understanding that the settlement edges must include appropriate Green Infrastructure".

We submit that there is similar potential within the Meon Gap where the Gap is significantly wider than is the case for the Fareham-Stubbington Strategic Gap. This is particularly the case for Land west of Old Street, Stubbington where advance planting and green infrastructure has already been implemented during 2019 and is establishing well. This will continue to develop and establish a wooded edge to the Meon Valley, providing separation between the Meon Valley and Land west of Old Street, Stubbington. This would reinforce the wooded edge characteristics of settlements which are a feature throughout Fareham Borough, as referred to within

the Fareham Borough Gap Review 2012, which states "The edges of new housing are often more visible than older housing stock as a result of garden tree planting, which has helped to screen the older properties adjoining the gap. Properties which back onto woodland have the most robust edge to the gap". In the case of Land west of Old Street, Stubbington the advance planting will create a wooded edge, providing a strong boundary between the site and the Meon Valley (stronger than is the case for the older housing at Hill Head where rear garden boundaries are visible from the Meon Valley) and in so doing it would be more consistent with the character of the settlement edges of the Borough. These green infrastructure enhancements already implemented will bring benefits to the biodiversity of the Meon Valley through enhanced planting and management of the existing farmland.

### **Policy DS3: Landscape**

This draft policy designates about a quarter of the land area of the Borough as "Areas of Special Landscape Quality" (as shown on Figure 3.3).

From the commentary provided in paragraph 3.49, it appears that the Council is equating its 'Areas of Special Landscape Quality' (ASLQ) with 'valued landscapes'. This is questionable. All landscapes are valued at some level by different people. NPPF paragraph 174 triggers a need to consider when landscape value is just a local consideration, or when landscapes are more 'out of the ordinary'. Fundamentally, for a landscape to be a valued landscape, it does not have to be designated - so by designating the ASLQ (or by creating a valued landscape designation) the Council is at risk of creating a policy that is irrelevant, because guidance says that non-designated landscapes can be valued, so site-by-site assessments will be required in any event. Given that Policy DS3 is irrelevant, it is unnecessary and it should be deleted.

However, if it is held that Policy DS3 should not be deleted, the following comments apply.

Paragraph 3.55 states that "...all parts of the Borough have some landscape quality and may be sensitive to landscape change". This is ambiguous. All landscape will be of 'a quality' but quality (in GLVIA3 aligned with condition) is only one consideration of landscape sensitivity.

With regard to "How the policy works", paragraph 3.56 states that "The criteria within the policy (points a-g) are derived from the Guidelines for Landscape and Visual Impact Assessment (GLVIA 3) published by the Landscape Institute.". The GLVIA3 is an extensive and diverse document and, if it is to be used as basis for this policy then a specific reference or explanation should be provided as to how points a-g have been derived.

Paragraph 3.57 refers to the submission of "...a proportionate Landscape Assessment". In the event that Policy DS3 is not deleted, this should be amended to require the submission of a 'Landscape and Visual Impact Assessment'. There are many applications of Landscape Assessment and several forms of reporting. Reference to LVIA would be specific and clear as to what is required (and incidentally relates better to the approaches set out in GLVIA3).

The local plan evidence at page 50 of the Technical Review of Areas of Special Landscape Quality and Strategic Gaps does not include the requirement for the landscape to be "protected and enhanced". The requirement to "protect and enhance" the landscape is ambiguous because it is not clear whether it is intended to refer to the landscape of the ASLQ as a whole or if it would apply to a potential development site, within which the requirement to enhance is excessive and unachievable once the landscape 'change' from an undeveloped site to a developed site is taken into account. As an example, a development could provide enhancement to the ASLQ landscape through restoration of landscape features or new green infrastructure, but at a site scale the landscape 'change' from an undeveloped site to a developed site is unlikely to result in 'enhancement'.

Each of the Candidate Areas of Special Landscape Quality have been assessed against the GLVIA3 Box 5.1 criteria, which is an accepted tool to assess landscape value. Land west of Old Street, Stubbington is located within ASLQ 4: Meon Valley and in LLCA 6.1c which is described as within the Landscape Assessment (2017) as:

"On the eastern side of the valley floor, area 6.1c is occupied by similar land uses but with greater variation in field pattern and enclosure. The area comprises a mosaic of smaller-scale pastures bounded by strong hedgerows and trees (particularly within the northern and southern ends of the area), two small-scale enclosed tributary valleys and some larger fields with a more open, denuded

character within the central section around the Crofton Manor Equestrian Centre. Together with the adjacent horticultural glasshouses and other commercial operations, this lends a localised fringe character to the landscape but does not detract significantly from the essentially rural characteristics of the overall area”.

At Figure 3.3 each of the LCA within Fareham is assessed against the GLVIA3 ‘valued landscape’ criteria. Figure 1.3 explains the criteria in more detail, defining a ‘High match’, ‘Good match’, ‘Fair match’ and ‘Partial match’.

Land west of Old Street, Stubbington is located within LLCA 6.1c which is assessed as a ‘good match’ for all criteria, except ‘Associations’ which is a ‘partial match’. Figure 3.2 defines a ‘Good match’ as “The area’s scenic quality and condition are both relatively high. It has a generally unspoilt, intact and coherent character with a good level of topographic and visual unity. It has several features of note, including natural and cultural designations, and is valued for its recreational opportunities. There are some detracting influences, but these do not generally intrude”.

We submit that the assessment of LLCA 6.1c has attributed a higher value for the ‘Recreational value’ criteria than can be justified. The southern half of LLCA 6.1c does not have any means of public access so can not be described as being ‘valued for its recreational opportunities’. In the northern half there are infrequent public footpaths and the Crofton Manor Equestrian Centre, neither of which justify the area being defined as ‘valued for its recreational opportunities’. Instead, the term ‘Recreational value is relatively limited’ is a fair reflection of the recreation provision within LLCA 6.1c as a whole, which is the definition applicable to a ‘Partial Match’.

Landscape quality (condition) is also assessed as a ‘Good Match’, despite the Landscape Assessment (2017) acknowledging its ‘denuded character’ and ‘fringe character’. This character is a feature of LLCA 6.1c, and for this reason the ‘Good Match’ definition as ‘generally unspoilt, intact and coherent character’ is not justifiable. A ‘Fair Match’ is most applicable to LLCA 6.1c, defined as “condition is moderate to good. It is generally intact and coherent with some unspoilt characteristics”.

The criteria of ‘Conservation interests’ is also assessed as a ‘Good Match’, defined as “It has a number of features of note, including natural and cultural designations”. We submit that ‘Fair Match’ is a more balanced description of LLCA 6.1c, defined

as "some features of note which may include natural or cultural designations".

In summary, it is considered that if Policy DS3 is not deleted, it should better allow for flexibility when it can be proven that parcels of land within the ASLQ, when taken in isolation and studied in depth, can accommodate sensitive development. It is considered that our client's site has capacity for development without detriment to the wider Landscape Character Area and would also create opportunities for landscape enhancement and protection.

### **HA55 Land South of Longfield Avenue / HA54 Land East of Crofton Cemetery and West of Peak Lane / DS2: Development in Strategic Gaps**

There is an inherent contradiction between Policy DS2 and proposed allocation HA55 in particular, and to a lesser extent, HA54. Policy DS2 states that:

***"Development proposals will not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characters."***

Housing Allocation Policy HA55 allocates Land South of Longfield Avenue for residential and mixed use development with an "indicative yield" of 1,250 dwellings. The number of dwellings is to be confirmed through a Council-led masterplanning exercise. Criterion b) states:

***"The built form, its location and arrangement will maximise the open nature of the existing landscape between the settlements of Fareham and Stubbington, limiting the effect on the integrity of the Strategic Gap in line with DS2...."***

This illustrates the fundamental problem with a proposed allocation of this scale – it is located in an open landscape between Fareham and Stubbington and its effect will be to potentially almost halve the width of the Strategic Gap at this point. A development of 1,250 homes and other built form will not ***"maximise the open nature of the existing landscape"*** – that can only be achieved by development being allocated elsewhere. This allocation will inevitably cause significant harm to the integrity of the Strategic Gap by physically and visually diminishing the

remaining extent of open land, which also includes the route of the Stubbington Bypass, to such an extent that the function of this part of the Strategic Gap will be significantly undermined, contrary to Policy DS2.

The executive summary of the "Technical Review of Areas of Special Landscape Quality and Strategic Gaps" (undertaken by Hampshire County Council (HCC) on behalf of FBC and published in September 2020) makes two observations in respect of the Fareham to Stubbington Strategic Gap, stating that (Technical Review, pages 6 and 7):

*"The Fareham-Stubbington Strategic Gap is proposed for continued designation, also having strong sub-regional agreement for its designation, and a clear role in preventing settlement coalescence through continued and heavy pressure for Southern expansion of Fareham and Northern and Eastern expansion of Stubbington, but it is considered that there are some opportunities for development to be accommodated within the landscape, without compromising the Strategic Gaps function..."*

*Possible adjustments to the Fareham-Stubbington Strategic Gap could be considered in the following locations:*

- *An area to the South of Fareham, and west of HMS Collingwood, as some development in this area could be visually absorbed into the Gap without compromising the Gap function..."*

The Technical Review goes on to state that an area south of Fareham and west of HMS Collingwood be considered as a potential location for development. This Technical Review was prepared as part of the evidence base for the December 2020 Regulation 19 local plan, so it was written to support its proposals. The RPLP now proposes additional housing allocations including HA55 Land South of Longfield Avenue. Development in that location would place development in a open and exposed part of the landscape, at a point where the existing Strategic Gap (between HMS Collingwood / Newlands Farm and Stubbington) is only between ca. 325m and 550m wide. This contradicts some of the principles set out in the analysis and conclusions of the HCC Technical Review and calls into question the robustness of the technical assessment work which led to the HA55 allocation being proposed.

Housing Allocation Policy HA54 allocates Land East of Crofton Cemetery and West of Peak Lane for housing with an indicative yield of 180 dwellings. Whilst this development would not physically reduce the width of the Strategic Gap at this point, the development of this site will consolidate the extent of built form on the northern edge of Stubbington, and, when taken together with the potentially significant physical and visual impacts of the proposed HA55 allocation, the two developments are likely to harmfully affect the integrity of the Strategic Gap. It is understood that the promoters of the HA54 site, Persimmon Homes, are pursuing an appeal against the Council's decision to refuse permission for 206 dwellings on the site (P/20/0522/FP, refused 17 February 2021). Two of the Council's ten reasons for refusal were:

- "ii) The development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) The introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces."*

It is not clear how a reduction in the yield of this site from 206 dwellings to 180 dwellings could overcome these reasons for refusal as the quantum of development is similar. "Adverse visual effects" are still likely to result, compounding the significant harm to the integrity of the Strategic Gap which will result from the development of the HA55 allocation.

### **BL1: Broad Location for Housing Growth**

This policy proposes the delivery of up to 620 dwellings in years 10 – 16 of the plan period from the redevelopment of a part of Fareham town centre which includes the Council's Civic Offices, Fareham Shopping Centre, surface and multi-storey car parks, Fareham Library, Fernham Hall, the Police Station and Bus Station offices. This is a highly complex site with multiple ownership and stakeholder interests, and significant existing built form, and its redevelopment is likely to be a challenging and protracted process which will foreseeably extend well beyond the plan period. This policy is high level and aspirational, and as such it should not form part of the housing supply for the plan period. The revised NPPF published on 20 July, 2021, states (para. 22) with regard to Strategic Policies:

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***"...Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery."***

Policy BL1 requires such a 30 year delivery timescale and the RPLP should be amended to this effect. It should be assumed that any housing completions from this site will come beyond the plan period.

### **Policy HP1 New Residential Development**

As worded, this policy does not list all of the circumstances in which housing will be permitted outside the urban area.

For clarity, amend to add:

***"c) It is for small-scale housing development that accords with Policy HP2.***

***d) It is in circumstances where the Council cannot demonstrate a Five Year Housing Land Supply and the proposal accords with Policy HP4."***

### **Policy H1 Housing Provision / Policy HP4 Five-Year Housing Land Supply**

Pegasus Group has reviewed the RPLP and its evidence base and concludes that the RPLP:

- Proposes a housing requirement that will not meet the affordable housing needs of Fareham Borough let alone contribute to the unmet affordable housing needs of neighbouring authorities. contrary to the Vision and Strategic Priority 1 of the RPLP and contrary to paragraph 20a of the NPPF;
- Proposes a contribution towards the unmet needs of neighbouring authorities that has not been demonstrated to be sufficient or to be in an appropriate location as required by paragraphs 11b and 61 of the NPPF;

- Has not been informed by effective and on-going joint working such that the duty to cooperate has not been met as required by paragraphs 26 and 27 of the NPPF;
- Proposes a stepped housing requirement, beginning at 300 dwellings per annum (so well below the Standard Method requirement of a minimum of 541 dwellings per annum) without any consideration of the significant existing backlog of housing supply, such that the needs of the present will not be provided for as required by paragraph 7 of the NPPF;
- Unjustifiably proposes a stepped housing requirement which requires less development in the early years of the plan period than the trajectory suggests can be achieved which will only serve to unnecessarily delay meeting development needs contrary to the PPG (68-021);
- Unjustifiably proposes a stepped housing requirement to secure a five-year land supply but sets this significantly below the level at which the RPLP would demonstrate a five-year land supply and therefore serves to delay meeting development needs contrary to the PPG (68-021);
- Seeks to replace paragraph 11d of the NPPF with Policy HP4 which is clearly inconsistent with the NPPF and actively undermines the operation of the NPPF;
- Does not identify a sufficient developable supply to meet even the proposed housing requirement for 9,556 homes in the RPLP contrary to paragraph 68 of the NPPF, and
- Does not provide any evidence that a five-year land supply will be able to be demonstrated at the point of adoption as required by paragraph 74 of the NPPF.

The Council has a history of persistent failure to deliver a Five Year Housing Land Supply since at least 2015. During this period, extant Local Plan Policy DSP40 has purported to operate as a "safety net" policy (as Policy HP4 is new proposed to operate) to facilitate the release of additional sites for housing to restore a five year supply of housing land. In June 2021, as part of an appeal by Bargate Homes against the Council's refusal of consent for 99 dwellings on Land East of Newgate Lane East (Appeal ref. APP/A1720/W/21/3269030) the Statement of Common Ground signed by the Council and the Appellant stated that it was agreed that the Council was unable to demonstrate a Five Year supply, and that the Council

identified a 3.57 year supply while the Appellant identified a 0.95 year supply. Whilst the precise extent of the shortfall was not agreed, this confirms that the extant Policy DSP40 has not been operated in a manner which delivers a Five Year supply. That policy is demonstrably not fit for purpose. Policy HP4 is similar, so is therefore likely to be similarly operated by the Council, perpetuating the persistent under-supply of housing in the Borough. This assertion is wholly supported by the decision letter from the Inspector, Mr. G.D. Jones dated 28 July, 2021, who determined appeals relating to Land East of Newgate Lane East, Fareham which comprises the southern part of the former HA2 allocation (Appeals Ref. APP/J1725/W/20/3265860 and APP/A1720/W/21/3269030). Here at paragraph 46 the Inspector commented:

*"LP2 Policy DSP40 criteria (ii) and (iii), however, carry greater weight, albeit that the evidence indicates that the balance they strike between other interests, including character / appearance and the Strategic Gap, and housing supply may be unduly restrictive given that the housing supply shortfall has persisted for a number of years in spite of this Policy."*

As currently drafted, Policy HP4 is more restrictively worded than its predecessor DSP40. In particular:

- *DSP40 iii) The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the on the Countryside and, if relevant, the Strategic Gaps; has been re-worded as below:*
- *HP4 c) The proposal is sensitively designed to reflect the landscape character and setting of the settlement, is of a scale proportionate to its setting and recognises the intrinsic character and beauty of the countryside and, if relevant, does not significantly affect the integrity of a Strategic Gap;*

Policy DSP40 recognises that the operation of the policy necessarily involves permitting new housing on greenfield land which is currently designated as "countryside", and perhaps also as "strategic gap", and that such development will inevitably have some landscape impact – so it sets out an aspiration for such adverse impacts to be minimised. This has been regarded as a reasonable approach by appeal Inspectors.

Policy HP4 on the other hand removes the reference to minimising adverse impacts and replaces it with a nebulous requirement for developments to "*recognise the intrinsic character and beauty of the countryside*". It is unclear how this policy test can be satisfied, and it is likely to mean that the Council will release even fewer sites for housing to meet its Five Year Housing Land Supply shortfall than it has done previously.

### **Representations about the RPLP Proposals Map: Allocation of Land west of Old Street for residential development & removal of Strategic Gap and ASLQ designations**

The 2020 Regulation 19 Plan was prepared on the basis of a lower housing target for Fareham Borough calculated from the Government's consultation draft changes to the Standard Method, which were published for consultation in August 2020. Of course, the Regulation 19 Plan was soon found to be based on erroneous assumptions, because the Government confirmed in December 2020 that Fareham's housing requirement calculated through the Standard Method would remain as previously.

The Council has decided to introduce Policy HA55 South of Longfield Avenue draft allocation for about 1,250 dwellings alongside other new draft allocations in order to help meet the higher housing requirement.

In our submission, HA55 should be deleted or its proposed housing yield should be significantly reduced, and other sites that have a lesser / no impact upon the Strategic Gap and countryside should be allocated including those promoted by Bargate Homes which includes Land west of Old Street.

In 2019 the appeal Inspector concluded that the development of the site would not adversely affect the integrity of the Meon Valley Strategic Gap. Clearly, therefore, the site should be excluded from the Strategic Gap boundary. The boundaries of the strategic gap were defined in relation to Core Strategy Policy CS22 and they were drawn in the context of the understanding of development needs at that time – an understanding which no longer reflects current reality, that being a very substantial shortfall in housing land supply and the preparation of the RPLP by the Council which plans to under-provide housing against the Council's annual housing

requirement of 514 homes per annum. Strategic Gap boundaries must be reviewed as part of the process of allocating additional sites for housing in this local plan, and our client's site west of Old Street should be removed from the Strategic Gap.

For the reasons set out above, Policy DS3 should be deleted and the associated ASLQ designation removed from the Proposals Map.

The 2019 appeal Inspector found that Land west of Old Street site lay in an area of valued landscape. In this context, the value of the site's landscape has been re-assessed as part of our commentary on Policy DS3 above, against the GLVIA3 'valued landscape' criteria. As described, the site performs no better than as a Fair or Partial match against these criteria. When account is taken of the effect of the structural woodland planting undertaken over time, it is clear that development of the eastern part of the site will only have a minor impact on the wider landscape at most. Lying adjacent to the existing settlement of Stubbington, the introduction of development will appear entirely characteristic within the receiving landscape, while providing a strong, vegetated edge to the countryside in perpetuity. There is no doubt that the character of the developed part of the site would change, but that is no different for any greenfield development. There is no reason to assume that the site's development will be anything other than an attractive extension to Stubbington and one which is entirely congruous with its surroundings. The site's landscape containment has been enhanced through woodland planting which will both screen it from the Meon Valley and enhance its biodiversity.

Moreover, the western part of the site, beyond the woodland planting belt, is being used to provide mitigation habitat for Solent Waders and Brent Geese, off-setting development impact on low use SWBG sites elsewhere in borough. The segregation of this part of the site acknowledges this function and avoids its disturbance.

The west of Old Street site is also sustainably located for access to services and facilities and to sustainable transport modes (walking, cycling and public transport).

For all of these reasons, the Council is encouraged to allocate Land West of Old Street, Stubbington for about 75 dwellings. The site is controlled by a highly reputable local housing developer – Bargate Homes – which has a strong local track record of delivery and is keen to bring it forward for development immediately, such that the site can make an important contribution to the Council's five year housing land supply.

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**B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?**

- Plan to meet the area's housing needs including its affordable housing needs and the unmet needs of neighbouring authorities;
- Address the identified significant gaps in the evidence base supporting the RPLP which should have been in place ahead of the plan's preparation so that its spatial strategy and level of housing provision are prepared in accordance with legal requirements and national policy and guidance;
- Accordingly, increase the RPLP's proposed housing provision to a minimum of 14,088 dwellings;
- Amend Policy DS1 as set out above;
- Amend the Proposals Map to remove Land west of Old Street from the Strategic Gap;
- Delete Policy DS3 and the ASLQ designation from the Proposals Map;
- Delete proposed housing allocation HA55 South of Longfield Avenue or significantly reduce (perhaps halve) the quantum of housing proposed in that location to preserve the integrity of that part of the Strategic Gap;
- Review and reduce the quantum of housing proposed through the HA54 East of Crofton cemetery etc allocation to ensure that this development includes sufficient land for green infrastructure to mitigate the visual harm to the local landscape which was alleged to flow from the previous planning application for 206 dwellings – perhaps reducing its yield to 150 dwellings;
- Delete Policy HP4;
- Amend Policy BL1 to confirm that it is a strategic policy with a delivery timescale of 30 years, such that it will not yield any housing during the plan period;
- Allocate Land west of Old Street for about 75 dwellings and amend the Proposals Map accordingly.

**B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?**

For the reasons stated above.

**B4c Your suggested revised wording of any policy or text:**

See above.

**B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes, I want to take part in the hearing session(s)

**B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

To contribute to testing the legal compliance and soundness of the RPLP for the reasons set out in these representations.

## **FAREHAM LOCAL PLAN 2037 REPRESENTATIONS**

### **LAND AT NEWGATE LANE (NORTH AND SOUTH), FAREHAM**

**ON BEHALF OF BARGATE HOMES LTD AND SUSTAINABLE LAND**

**Prepared by:** Daniel Millward

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## **CONTENTS:**

Page No:

1.	INTRODUCTION	1
2.	PLAN OVERALL	4
3.	STRATEGIC POLICY DS2: DEVELOPMENT IN STRATEGIC GAPS	6
4.	POLICY H1: HOUSING PROVISION (INCLUDING ALL SUPPORTING TEXT)	9
5.	POLICY HP4: FIVE-YEAR HOUSING LAND SUPPLY	15
6.	PARTICIPATION AT THE EXAMINATION HEARING SESSIONS	17
7.	LAND AT NEWGATE LANE (NORTH AND SOUTH)	18

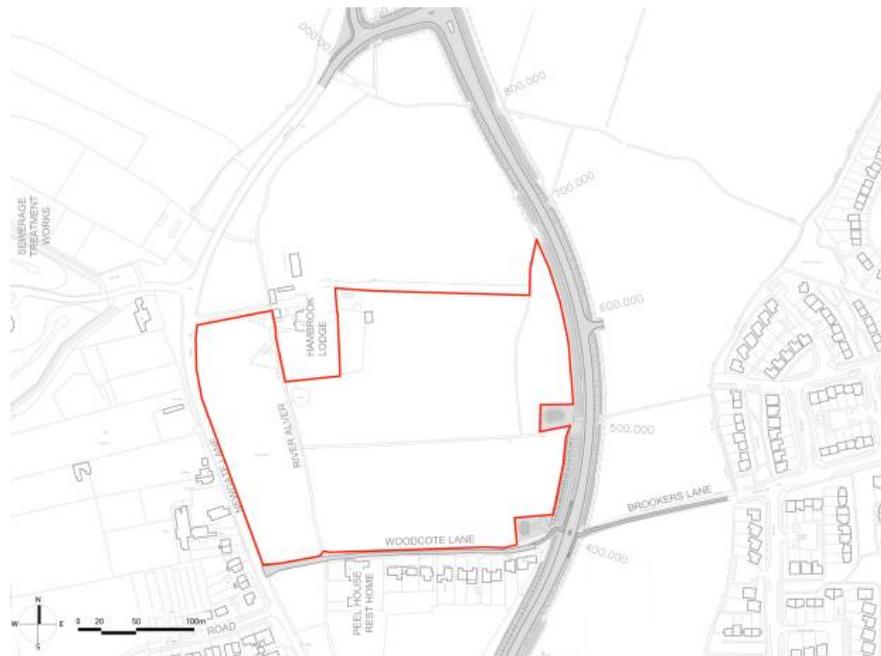
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## **1. INTRODUCTION**

- 1.1 The following representations are made by Pegasus Group on behalf of our clients Bargate Homes Ltd and Sustainable Land. Our clients have interests in an area of land between Newgate Lane and Newgate Lane East (the new relief road) in Peel Common. Applications for outline planning permission (refs. P/18/1118/OA and P/19/0460/OA) have previously been made at 'Land at Newgate Lane' which together will provide for the development of up to 190 homes. Both applications were dismissed at appeal in June 2021. We address how the reasons for refusal given by the inspector can be overcome through a revised approach later in these representations.
- 1.2 Representations have previously been made in respect of the sites in response to the Regulation 18 consultation on the original version of the draft Local Plan in December 2017, and again in July 2019, in February 2020 and December 2020 on subsequent consultations for the new Local Plan. The site continues to be promoted through the Local Plan process as it represents a sustainable and deliverable option to deliver much needed housing in this authority.
- 1.3 Our clients are important stakeholders within Fareham and are keen to work with the Council to produce a plan which is legally compliant and meets the tests of soundness set out within the National Planning Policy Framework (NPPF).
- 1.4 The following representations utilise the same format as the Council's response form. Each area of the Revised Local Plan (RLP) which is deemed to be either not legally compliant or unsound is clearly outlined below. The exceptions are questions A (1,2 & 3) and B5 (parts a & b) where a single response at the beginning and end of the representations is provided, respectively. This is because these responses are common to all questions and our representations.



**FIGURE 1 – NEWGATE LANE NORTH**



**FIGURE 2 – NEWGATE LANE SOUTH**

Questions A1, A2, A3 Agent / Client details

	<b>Agent</b>	<b>Client</b>
Title	Mr	Bargate Homes and Sustainable Land c/o Agent
First Name	Chris	
Last Name	Marsh	
Job Title	Principal Planner	
Organisation	Pegasus Group	
Address		
Postcode		
Telephone		
Email		

## 2. PLAN OVERALL

### **B1 Which part of the Local Plan is this representation about?**

2.1 The following comments relate to the overall Local Plan.

### **B2 Do you think the Publication Local Plan is:**

**Legally compliant - No**

**Sound - No**

**Complies with the duty to co-operate - No**

2.2 The Fareham Local Plan is not legally compliant and is unsound as it is not consistent with national policy, effective or justified.

### **B3 Please provide details you have to support your answers above.**

#### **Review of the Welborne Plan**

2.3 Paragraph 1.18 of the draft plan indicates that there is no intention to review the Welborne Plan. Our previous comments on this aspect of the plan remain relevant (see December 2020 representations). We have repeated these below for reference.

2.4 The NPPF (paragraph 33) states that plans should be reviewed every 5 years and updated as necessary. Previously the local planning authority indicated that this local plan review would amalgamate the adopted Local Plan Parts 1, 2 and 3 into a single new plan. Part 3 is the Welborne Plan which was adopted in 2015. The total quantum of housing to be delivered at Welborne has reduced over the years, and the date for its commencement has repeatedly slipped back. Recently, serious doubts have been expressed over whether it is deliverable at all given the funding gap of tens of millions of pounds that exists in relation to the required upgrade of M27 junction 10. Certainly, the development is not currently "deliverable" in NPPF terms.

2.5 Taking all of this into account, the Welborne Plan should be reviewed, which it has not (RLP paragraph 4.9). It is also clear that at this stage the Council suggests that it is not intending to review the Welbourne Plan (Local Development Scheme (LDS),

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paragraph 1.5). Given the importance of the Welborne Plan to housing delivery this is considered an issue of both soundness and legal non-compliance.

**B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?**

- 2.6 Include a review of the Welborne Plan in this Local Plan review.

**B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?**

- 2.7 Compliance with the NPPF requirement to review plans and provide an up to date framework to ensure housing delivery.

**B4c Your suggested revised wording of any policy or text**

- 2.8 Not applicable.

### **3. STRATEGIC POLICY DS2: DEVELOPMENT IN STRATEGIC GAPS**

#### **B1 Which part of the Local Plan is this representation about?**

- 3.1 The following comments relate to the Policy DS2, the supporting text and the inclusion of our clients' land between Newgate Lane and Newgate Lane East (the new relief road) in Peel Common within this designation.

#### **B2 Do you think the Publication Local Plan is:**

**Legally compliant – N/A**

**Sound - No**

**Complies with the duty to co-operate – N/A**

- 3.2 The Fareham Local Plan is unsound as it is not consistent with national policy, effective or justified.

#### **B3 Please provide details you have to support your answers above.**

- 3.3 The RLP, paragraph 3.43, identifies that the:

“...primary purpose of identifying Strategic Gaps is to prevent the coalescence of separate settlements and help maintain distinct community identities. Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, defining settlement character and providing green infrastructure opportunities.”

- 3.4 The proposed policy seeks to strengthen the current Core Strategy policy position, contained within Policy CS22 with regards to preventing settlement coalescence. It is stated in the RLP this has been undertaken in response to the NPPF and recent planning decisions (paragraph 3.44). The Council's evidence in relation to this policy is contained within the September 2020 'Technical Review of Areas of Special Landscape Quality and Strategic Gaps' document. Chapter 2, section 4.2, seeks to apply the NPPF to this policy.

3.6 The interpretation of the NPPF in this section is selective and as such misleading. For example, in referencing paragraph 20 of the NPPF it states:

“Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for... conservation and enhancement of the natural, built and historic environment, including landscapes.”

3.7 This fails to recognise that strategic policies should also set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for housing (including affordable housing), employment, retail, leisure and other commercial development. The Council’s evidence also refers to paragraph 170 of the NPPF noting:

“planning policies and decisions should contribute to and enhance the natural and local environment by... protecting and enhancing valued landscapes... (in a manner commensurate with their statutory status or identified quality in the development plan)”.

3.8 It must, however, be recognised that the strategic gaps do not have any statutory status and, therefore, shouldn’t be unduly restrictive. A tightening of restrictions would be contrary to the NPPF. The policy does identify that development can be accommodated within the Strategic Gap. Indeed, the previous iteration of the plan identified site HA2 and Strategic Growth Areas within the Fareham – Stubbington Strategic Gap. Thus, suggesting that development in the gap is not prohibitive per se.

3.9 Furthermore, the recent appeal decisions for land east of Newgate Lane East (i.e. land previously allocated under HA2)<sup>1</sup> have recently been allowed on the basis that the benefits of delivering housing in a sustainable location outweighed the harm to the strategic gap. This acuteness of the housing requirement can be used at the plan making stage to justify further development in the strategic gap, with specific criteria to ensure that the gap still performs an important role.

3.10 Furthermore, we would also repeat the comments in our previous representations with regard to the soundness of the evidence base and that this land should be excluded from the strategic gap. It remains our view that there is no need for land between Bridgemarky and Peel Common to remain open. The key purpose of a

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<sup>1</sup> APP/J1725/W/20/3265860 & APP/A1720/W/21/3269030

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strategic gap in this location is to provide a clear break between Stubbington and Bridgemary. Development on our clients' site would have no adverse impact in this regard. We have elaborated on this point within our previous representations.

**B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?**

- 3.11 The policy and proposals map should be amended to either exclude our client's site from the strategic gap or it should be identified as a location which could accommodate sensitive development.

**B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?**

- 3.12 It would be justified by the evidence and would assist the Council in achieving an appropriate housing requirement.

**B4c Your suggested revised wording of any policy or text**

- 3.13 See response to B4a above.

#### 4. POLICY H1: HOUSING PROVISION (INCLUDING ALL SUPPORTING TEXT)

##### **B1 Which part of the Local Plan is this representation about?**

4.1 Policy H1: Housing Provision and all supporting text.

##### **B2 Do you think the Publication Local Plan is:**

**Legally compliant - No**

**Sound - No**

**Complies with the duty to co-operate - No**

4.2 The Fareham Local Plan is not legally compliant and is unsound as it is not consistent with national policy, effective, positively prepared or justified.

##### **B3 Please provide details you have to support your answers above.**

4.3 The PPG (ID 2a-003-20190220) is clear that the current standard method should be used, and any other method should only be used in exceptional circumstances. We therefore welcome the Council's decision to amend the minimum housing requirement and we consider this now accurately reflects the figure derived from the Standard Method (541 dwellings per annum).

##### **Unmet Need from Other Authorities**

4.4 It is also unclear whether the RLP has planned to adequately accommodate unmet need from other authorities. The PPG (ID 2a-010-20190220) identifies that meeting unmet needs from neighbouring authorities, as set out in a statement of common ground, is one reason why local housing need calculated using the current standard should be exceeded.

4.5 Paragraph 4.4 of the RLP still states that unmet need in the sub-region over the plan period could be "circa 10,750 dwellings". At paragraph 4.5, Fareham's "immediate neighbours" are considered, and it is confirmed that Portsmouth City Council has requested that Fareham contributes 1,000 dwellings towards its unmet need, and that Gosport is "likely to have an unmet need issue, currently estimated to be in the region of 2,500 dwellings...".

- 4.6 In response, the RLP (Table 4.1) proposes to increase their contribution to meeting unmet needs to 900 dwellings.
- 4.7 We note that the Council's latest 'Duty to Co-operate Statement of Compliance' (DtCSoc) indicates that the 1,000 dwellings request from Portsmouth is out of date and the Council is instead proposing to: *"...take the approach that the issue of unmet need is not dealt with as specific to any authority, but as a general contribution."*
- 4.8 We also note that the RLP suggests that the actual need from PCC has reduced to 669 dwellings, based on figures released in September 2020. It is not, however, clear where this new figure has come from as it does not appear in any of the housing/cross-boundary background evidence published in 2020.
- 4.9 The issue is that the 900 unmet need figure appears to have arbitrarily been determined with no clear rationale behind it. Given the explicit request from Portsmouth City Council and the scale of Gosport's unmet need, even the boosted 900 dwellings figure appears to be low and not justified.
- 4.10 Contrary to the advice within the PPG (ID 2a-010-20190220) there are currently no statements of common ground identifying if the figure of 900 dwellings is adequate or accepted by other authorities. Rather, the Council continues to speculate that this contribution would be "ratified" by a subsequent Partnership for South Hampshire Statement of Common Ground (Duty to Co-operate Statement of Compliance, paragraph 4.5).
- 4.11 The SoCG published in January 2021 does not comment on this issue in any detail or provide an indication that the 900 dwelling figure that has been identified is acceptable. It would appear that the process of identifying the distribution of unmet need among the PFSH authorities has been deferred to a new Spatial Position Statement which is currently being prepared.
- 4.12 Whilst we acknowledge that Fareham is at least planning to meet its local objectively assessed housing need, the plan still fails to plan to contribute appropriately to meet the unmet housing need of the sub-region. This indicates a failure to work effectively with its neighbouring authorities on cross-boundary strategic planning for housing delivery and a failure "to support the Government's objective of significantly boosting the supply of homes" (NPPF, paragraph 59). Rather, the RLP

proposes to restrict the supply of homes in the plan period in a way which will exacerbate the local housing crisis.

4.13 The RLP is not consistent with the NPPF because:

- It is not planning to adequately meet the unmet housing needs of neighbouring authorities in the sub-region; and
- Its strategy lacks a robust evidential justification.

### **Phased Provision**

4.14 In addition to the issues with the overall requirement, we note that Policy H1 still seeks to identify a 'phased' requirement. Whilst we note that the requirement now correctly identifies the minimum housing requirement, the need to provide for unmet needs from neighbouring authorities has not been robustly justified and, for the reasons set out above, should likely be higher than 900 dwellings. Further allocations may be required.

4.15 Policy H1 seeks to 'phase' this supply identifying the following:

- Approximately 900 dwellings (averaging 300 dwellings per annum) between 2021/22 and 2023/2024,
- Approximately 2,180 dwellings (averaging 545 dwellings per annum) between 2024/25 and 2027/28,
- Approximately 6,480 dwellings (averaging 720 dwellings per annum) between 2028/29 and 2036/2037.

4.16 We note that this phasing arrangement has been adjusted since the previous RLP consultation in December 2020; however, it is still clear that this phasing clearly will not meet the overall plan requirement.

4.17 The continued rationale for this phasing is due to an anticipation that many of the housing allocations will begin to deliver later in the plan period. This is simply a factor of the sites chosen rather than an evidence-based approach to need. The net effect is that in the early part of the plan period the full need will not be met. This will mean households will either be unable to form or will be forced to move elsewhere to find appropriate accommodation. This not only has an impact upon

affordability through increased demand but also has implications for social mobility and health for young and old alike.

- 4.18 We also note that the proposed phased approach has a much more significant 'ramping up' toward the later years of the plan than was previously proposed, with almost 100 dwellings anticipated to be delivered per year in the latter years (720 vs 625). Given the historic rates of supply in the have fluctuated between 290-374 over the past few years,<sup>2</sup> it is not obvious that the 720 dwellings figure is even sustainable or possible. The Viability Assessment Addendum does not comment on whether the proposed phasing could be sustained by the local housing market over the longer-term.
- 4.19 The lack of housing to meet needs in the short-term is exacerbated by recent under-delivery of both market and affordable housing. The Council recognises it has under-delivered in recent years due to the reference to the need for a 20% buffer in accordance with NPPF, paragraph 73 (paragraph 4.16, RLP).
- 4.20 The proposed trajectory is a cynical attempt to try and suppress the Council's housing requirement for the purposes of maintaining a sufficient five-year housing land supply position in the early years of the plan period. The housing requirement in the RLP should not be phased to manufacture a five-year housing land supply in the short-term. The plan should seek to address housing need now and to do otherwise is not justified or effective, especially in the context of the Government's directive to significantly boost the supply of housing.

### **Housing Supply**

- 4.21 The second part of Policy H1 identifies the sources of supply. Whilst our clients do not wish to comment upon individual sites, we do have significant concerns that the sources of supply will not deliver the plan period housing requirement in full. The RLP, paragraph 4.16, acknowledges that many of the chosen sites will not deliver until later in the plan period. Therefore any slippage in timescale could well push delivery beyond the plan period. Furthermore, the Council is heavily reliant upon delivery at Welborne. Within our comments upon the Plan overall we identify the need for delivery from this site to be reviewed and indeed question whether it

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<sup>2</sup> As set out in the most recent Annual Monitoring Reports.

is deliverable at all given the funding gap of tens of millions of pounds that exists in relation to the required upgrade of M27 junction 10.

- 4.22 Furthermore, the Council cannot currently demonstrate a five-year housing land supply. The Council's most recent assessment of its five-year housing land supply suggests a 3.57-year supply. This position was stated in the recently allowed appeals at Newgate Lane East (APP/J1725/W/20/3265860 & APP/A1720/W/21/3269030) as an agreed position for the purposes of the appeals, while the Inspector agreed that it was certainly lower than 3.57 (albeit they did not conclude on the exact figure). However, in the earlier dismissed appeals (ref.) the Inspector indicated upon examination that the supply position was likely much closer to the appellants' stated position in all appeals of 0.95 years. Given these shortcomings it is essential that the RLP seeks to address this under-supply in the short-term.
- 4.23 Our client's sites, SHLAA references 3129 and 3161, should be considered for allocation. Both sites are sustainable being well located in terms of accessibility to services, facilities and employment. They also have good access to public transport opportunities. Furthermore, whilst the sites are located within the Fareham – Stubbington Gap, there are no unsurmountable specific statutory or non-statutory landscape related planning designations.
- 4.24 The SHLAA identifies that both sites are discounted because:
- "Development in this location would not be in keeping with the settlement pattern and would change the settlement character of Peel Common. The site is therefore considered unsuitable for residential development."*
- 4.25 Our clients fundamentally disagree with these points. This is discussed in greater detail within our response to Policy DS2 above. However, in summary the sites are well located in relation to the settlement of Bridgemary, especially following the allowing of appeals APP/J1725/W/20/3265860 & APP/A1720/W/21/3269030, which will bring development up to the edge of Newgate Lane East and our clients' site.
- 4.26 Our evidence, with which the Council is no doubt familiar, also identifies that development in this location would have a limited impact due to the recent completion of the Newgate Lane East site. The proposals could also enhance the strategic gap through the provision of appropriate Green Infrastructure.

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**B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?**

4.27 The following amendments are necessary to ensure that the plan is legally compliant and sound.

- Provide Statements of Common Ground in relation to unmet need from neighbouring and PfSH authorities. Any agreements will need to be included as additional housing to the minimum 541hpa.
- In any event, plan for a level of housing which contributes to the achievement of sustainable development.
- Undertake SA of all reasonable alternative housing requirements.
- Provide a housing requirement which is not phased and meets needs now.
- Provide additional allocations, including our clients' site, which can deliver in the short-term.

**B4b How would the modification(s) you propose make the Local Plan legally compliant or sound?**

4.28 Compliance with the NPPF and PPG requirements to significantly boost the supply of housing and the guidance around establishing unmet needs from neighbouring authorities. To comply with relevant legal and procedural requirements.

**B4c Your suggested revised wording of any policy or text**

4.29 Not applicable, as this will be dependent upon the outcome of the work identified in response to question B3.

## 5. POLICY HP4: FIVE-YEAR HOUSING LAND SUPPLY

### **B1 Which part of the Local Plan is this representation about?**

5.1 The following comments relate to Policy HP4 and all supporting text.

### **B2 Do you think the Publication Local Plan is:**

**Legally compliant – N/A**

**Sound - No**

**Complies with the duty to co-operate – N/A**

5.2 The Fareham Local Plan is unsound as it is not effective or justified.

### **B3 Please provide details you have to support your answers above.**

5.3 Aside from the positive wording change from 'may be permitted' to 'will be permitted', we still consider the current wording to be contrary to its stated purpose. The supporting text identifies that this policy is required to provide flexibility if a five-year housing land supply cannot be demonstrated. However, in accordance with the NPPF, paragraph 11d, in such cases the most relevant policies in the plan would be out of date and the presumption in favour of sustainable development would apply.

5.4 It is therefore not justified to seek to apply additional requirements upon developments should a five-year supply not be demonstrable. For example, the requirement for the scale of the site to be relative to the shortfall is not only unclear but could be prohibitive of sustainable sites being brought forward. Furthermore, many of the criteria are replicated from other policies and as such are superfluous.

### **B4a What modification(s) is necessary to make the Local Plan legally compliant or sound?**

5.5 A more positive policy is justified. Parts a, c, d and e should be deleted to avoid repetition and conflict with the NPPF.

**B4b How would the modification(s) you propose make the Local Plan  
legally compliant or sound?**

5.7 See above.

**B4c Your suggested revised wording of any policy or text**

5.8 See above.

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**6. Participation at the examination hearing sessions**

**B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

6.1 Yes, I want to take part in the hearing sessions.

**B5b Please outline why you consider it necessary to take part in the hearing session(s):**

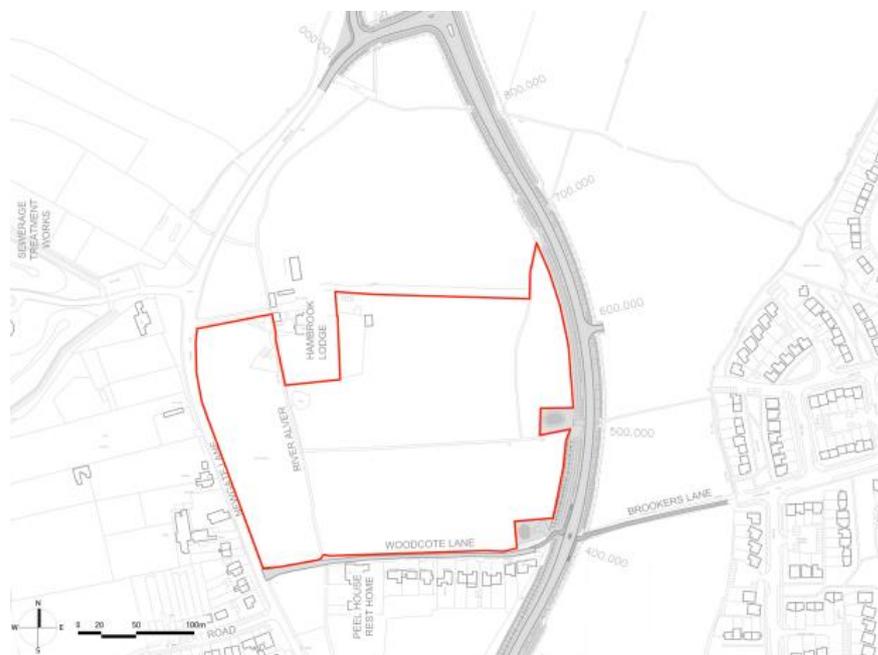
6.2 There are several detailed and complex points made within our representations which would benefit from further debate and consideration. It is also important that our clients can respond orally to hearing statements made by the Council and other participants to ensure that the Inspector has a full understanding of our case.

## **7. LAND AT NEWGATE LANE (NORTH AND SOUTH)**

7.1 As mentioned above, the clients control two parcels of land at Newgate Lane. The location of these parcels is provided below.



**FIGURE 1 – NEWGATE LANE NORTH**



**FIGURE 2 – NEWGATE LANE SOUTH**

7.2 Officers are likely aware of the recently dismissed appeals on the site. The issues identified in the appeal were as follows:

- Effect on character and appearance of the area;
- Effect on highway safety
- Sustainability of the location
- Effect on the spatial development strategy for the area
- Impact on Housing Land Supply.

7.3 The first three bullet points formed the substantive reasons for refusal with the conflict to the spatial strategy being outweighed by the Council's deficient housing land supply position.

7.4 The first three substantive reasons for refusal are considered below.

#### **1. Impact on the character and appearance of the area**

7.5 This criticism essentially had two:

- The proposed development would be an island of development, divorced from Bridgemary
- There would be an adverse impact on the character and appearance of Peel Common.

7.6 Taking each point in turn, the 'island' nature of the development was a function of the site coming forward ahead of land to the east, known as Newgate Lane East. This site was a draft allocation in the emerging Local Plan (HA2) but removed inexplicably in a subsequent iteration. An appeal for 99 dwellings was recently allowed on the site (APP/J1725/W/20/3265860 & APP/A1720/W/21/3269030) and this post-dated the appeal decision on our clients' site.

7.7 We would now expect Newgate Lane East to be reinstated as an allocation and, as it comes forward, it will change the context in which our clients' site would be assessed. The development would no longer read as an 'island' of development, rather an extension to the existing urban area, thus overcoming this particular criticism.

- 7.8 Turning to the second criticism, there would certainly be scope to address this issue. This be achieved by viewing development as an extension and enhancement of Peel Common, which we would stress is an unexceptional cluster of mostly post-war bungalows and semi-detached properties with no real identity or core.
- 7.9 Alternatively, a reduced scale could come forward and an appropriate buffer between Peel Common and the westward expansion of Bridgemary could be provided to minimise the potential impacts on the former. Paragraph 23 certainly implies that the impact on the character and appearance of the area could potentially be mitigated through a reduction in the scale of the proposed development.
- 7.10 Either way, there is certainly a landscape/design response to these two criticisms and the significant harm identified to the character and appearance of the area could, therefore, be overcome.

## **2. Effect on Highway Safety**

- 7.11 Whilst the findings of the inspector are strongly disputed by us, solutions which would improve the safety of the proposed access are currently being explored. The potential utilisation of 3rd party land is being explored to deliver a roundabout rather than signalised junction. Assuming that a satisfactory access can be delivered, then this issue can be overcome.

## **3. Sustainability**

- 7.12 The inspector's conclusion on this matter were partly influenced by the site's detached location from the urban area of Bridgemary. This has, to some, degree, been addressed through the granting of permission at Newgate Lane East. This site was ultimately considered to be a sustainable location for development and convenient pedestrian routes can be established through to the existing services and facilities in Bridgemary. This would dramatically improve pedestrian accessibility to/from services in the surrounding area.
- 7.13 Otherwise, the inspector acknowledged that there are a range of employment, education, retail, health, sport, and leisure uses well within the average distances and durations set out in the National Travel Survey, 2019 (NTS).

- 7.14 It also accepted that the site has a range of services within convenient cycle distances and, whilst public transport options were not considered to be particularly good by the inspector, we maintain that there is an opportunity for them to be utilised by future residents.
- 7.15 They ultimately concluded that the proposals complied with Policy CS15 of the Core Strategy.
- 7.16 On the whole we consider the site to be a sustainable location for housing and an excellent candidate for allocation in the RLP.

# **FAREHAM REVISED PUBLICATION LOCAL PLAN 2037 – REGULATION 19 CONSULTATION**

## **REPRESENTATIONS INCLUDING REGARDING THE OMISSION OF FORMER POLICY HA2 HOUSING ALLOCATION - LAND AT NEWGATE LANE SOUTH, FAREHAM**

### **REPRESENTATIONS ON BEHALF OF THE HAMMOND FAMILY, MILLER HOMES AND BARGATE HOMES**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)  
PLANNING AND COMPULSORY PURCHASE ACT 2004**

**Prepared by: Jeremy Gardiner & Trevor Moody**



**Pegasus Group**

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | Dublin | East Midlands | Edinburgh | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough | Solent

**DESIGN ENVIRONMENT PLANNING ECONOMICS HERITAGE**

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## **CONTENTS:**

Page No:

<b>1.0 Introduction.....</b>	<b>1</b>
<b>2.0 Completed Representations Form.....</b>	<b>1-24</b>

**Appendix:** - Masterplan of former HA2 allocation overlaid with outline layout for 99 dwellings with planning permission on southern part of the site (allowed on appeal on 28 July, 2021).

Accompanying Supporting Specialist Representations (referred to in these representations):

Pegasus Group – Housing Provision and Affordable Housing Provision

Pegasus Group – Landscape and Visual Matters

i-Transport – Transport Technical Note: Former HA2 Housing Allocation

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## **1.0 Introduction**

- 1.1 The following representations are by Pegasus Group on behalf of our clients The Hammond Family, Miller Homes and Bargate Homes. Our clients have interests in land at Newgate Lane South, Fareham which was previously proposed to be allocated for about 475 dwellings in the Regulation 18 version of this plan. For the reasons set out in these representations, our clients are strongly of the view that this allocation should be reinstated in the local plan.
- 1.2 Our clients are important stakeholders within Fareham and are keen to work with the Council to produce a plan which is legally compliant and meets the tests of soundness set out within the National Planning Policy Framework (NPPF). Currently the plan is neither legally compliant nor sound.
- 1.3 The following representations utilise the same format as the Council's response form. Each area of the Publication Local Plan (PLP) which is deemed to be either not legally compliant or unsound is clearly outlined below. Proposed changes to the plan in relation to policies, supporting text and the proposals map are provided.

## **2.0 Representations Form**

### **PERSONAL DETAILS**

#### **A1 Is an Agent Appointed?**

Yes

#### **A2 Please provide your details below:**

Title:

First Name:

Last Name:

Job Title:

Organisation: **The Hammond Family, Miller Homes and Bargate Homes**

Address: c/o Agent

**A3 Please provide the Agent's details:**

Title: Mr.

First Name: Jeremy

Last Name: Gardiner

Job Title: Senior Director

Organisation: Pegasus Group



**B1 Which part of the Revised Publication Local Plan is this representation about?**

These representations relate to the overall Revised Publication Local Plan and to documents forming part of its evidence base.

**B1a Which Paragraph?**

**B1b Which Policy?**

DS2: Development in Strategic Gaps

H1: Housing Provision

HP1: New Residential Development

HP4: Five Year Housing Land Supply

**B1c Which part of the Policies Map?**

Former Policy HA2 site: Newgate Lane South

**B1d Which new housing allocation site?**

HA54: Land East of Crofton Cemetery and West of Peak Lane

HA55: Land South of Longfield Avenue

BL1: Broad Location for Housing Growth

**B1e Which new or revised evidence base document?**

Sustainability Appraisal

SHELAA

**B2 Do you think the Revised Publication Local Plan is:**

Legally compliant - **No**

Sound - **No**

Complies with the duty to co-operate - **No**

**B3 Please provide details you have to support your answers above**

**The RPLP Is Not Legally Compliant:**

- 2.1 The National Planning Policy Framework (NPPF) states (paragraph 16 a) that Plans should "be prepared with the objective of contributing to the achievement of sustainable development". Footnote 10 confirms that this is a legal requirement of local planning authorities in exercising their plan-making functions. Meeting the objectives of sustainable development includes "...meeting the needs of the present...". By preparing a Plan which does not allocate sufficient land to meet the housing needs of the borough or the housing needs of neighbouring local planning authorities, and by failing to allocate land in locations which best respond to those housing needs, the local planning authority is failing to plan to deliver sustainable development and therefore failing to meet its legal obligations in this regard.
- 2.2 Paragraph 4.3 of the Revised Publication Local Plan (RPLP) recognises that the Standard Method provides for the minimum housing need and that the local housing need can be greater due to affordable housing needs and due to the unmet needs of neighbouring areas. These matters are considered in the appended specialist representations on Housing Provision and Affordable Housing Provision (Neil Tiley, Pegasus Group, July 2021). Here, it is calculated that:
- There is a need for 3,711 affordable homes in Fareham Borough over the plan period 2020-2037;
  - The unmet affordable housing needs of neighbouring areas will increase this figure;
  - Even if every site in the Council's estimated sources of supply of affordable homes was able to viably deliver policy-compliant levels of affordable housing, the RPLP will facilitate the delivery of 2,455 affordable homes at most;
  - In order to meet affordable housing needs in full, in accordance with the Council's stated commitments in its Vision and Strategic Priority 1 of the RPLP,

then the supply of affordable homes should be increased by a minimum of 1,038 units, requiring additional allocations of greenfield land to deliver 2,594 homes or of brownfield sites to deliver 2,965 homes;

- Therefore, it is necessary for the RPLP to deliver a total of **at least 13,188** homes over the plan period if affordable housing needs are to be met. If the Council's proposed (but unevidenced) contribution to the unmet needs of neighbouring authorities – of 900 dwellings – is added, this generates a housing requirement of **14,088** dwellings for the plan period;
- The RPLP proposes to deliver 10,594 homes over the plan period. It will therefore significantly under-deliver against local housing needs, therefore fail to deliver sustainable development and fail to meet its legal obligations.

## The RPLP Is Unsound

- 2.3 Paragraphs 1.5 and 1.6 of the RPLP set out the Tests of Soundness and how they are achieved:

*"1.5 This is a formal, statutory stage in the production of the Local Plan, as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations specify that this stage of the plan is subject to a six-week period of consultation. The representations made to the consultation must focus on the 'Tests of Soundness' which require that the Local Plan has been **'positively prepared, justified, effective and consistent with national policy'***

- 2.4 1.6 To be 'positively prepared' the Local Plan must:

- *Provide a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and*
- *Be informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so; and*
- *Be consistent with achieving sustainable development.*

- 2.5 To be 'justified', the Local Plan must:

- *Provide an appropriate strategy, taking into account the reasonable alternatives; and*

- *Be based on proportionate evidence.*

2.6 To be 'effective', the Local Plan must:

- *Be deliverable over the plan period; and*
- *Be based on effective joint working on cross-boundary strategic matters.*

2.7 To be 'consistent with national policy', the Local Plan must:

- *Enable the delivery of sustainable development in accordance with the NPPF."*

2.8 **The RPLP has not been positively prepared** because it:

- Fails to meet the area's objectively assessed needs as described above;
- Is not informed by agreements with neighbouring authorities in accordance with the Duty to Cooperate so its housing provision proposals are not informed by a clear understanding of the unmet needs of neighbouring authorities;
- Is not consistent with achieving sustainable development – by definition it cannot be, because it is not planning to meet the area's objectively assessed needs.

2.9 **The RPLP is not justified** because it:

- Does not provide an appropriate strategy, taking into account the reasonable alternatives. Its strategy should properly plan to contribute towards meeting the unmet needs of neighbouring authorities including Gosport Borough, based on formal agreements with those authorities which should have been in place as part of the plan preparation process. The strategy for addressing Gosport's unmet housing needs should include housing allocations in Fareham Borough against or in close proximity to the urban edge of Gosport. This should include the re-instatement of the former Newgate Lane South allocation (former Policy HA2) to deliver up to 475 dwellings;
- Has not been prepared on the basis of a proportionate evidence base. As set out in the specialist representations on Housing Provision and Affordable Housing Provision (Neil Tiley, Pegasus Group, July 2021) appended to these representations, the evidence base supporting the RPLP is lacking in numerous pieces of evidence required by national policy and guidance if it is to be regarded as having been soundly prepared. Missing evidence of fundamental importance

includes:

(i) An assessment of the need for affordable housing over the plan period as required by paragraph 61 of the NPPF,

(ii) An assessment of the need for affordable housing which demonstrably adopts the methodology of national guidance or which provides the necessary outputs,

(iii) An assessment of the unmet need for affordable housing from neighbouring authorities as required by paragraphs 35a and 60 of the NPPF,

(iv) Statements of Common Ground with neighbouring authorities that reflect the current minimum need for housing as required to meet the Duty to Cooperate and as required by paragraph 27 of the NPPF,

(v) An assessment of how the out-of-date identified unmet needs are to be distributed as required by the PPG (61-012) and thereby paragraph 27 of the NPPF,

(vi) A detailed housing trajectory as required by paragraph 73 of the NPPF,

(vii) Evidence required to demonstrate that a five-year land supply at the point of adoption is available as required by paragraph 73 of the NPPF, and

(viii) Clear evidence that completions will be achieved on sites with outline planning permission, and on sites which are allocated or proposed to be allocated, such that these can be considered to be deliverable according to the NPPF.

In the absence of this evidence, the RPLP cannot be regarded as justified or sound, and its preparation has not been in compliance with the Duty to Cooperate.

#### 2.10 **The RPLP is not effective** because it:

- Is not deliverable, given the uncertainties which exist around the delivery and viability of Welbourne; the uncertainties which exist around the delivery and viability of the Policy BL1 Broad Location for Housing Growth allocation; and the strong objections made to a number of the proposed allocations including HA54

Land East of Crofton Cemetery and West of Peak Lane on which there has already been two refusals of planning permission, and HA55 Land South of Longfield Avenue which lies in a narrow and open part of the Fareham – Stubbington Strategic Gap of high landscape sensitivity.

2.11 **The RPLP is not consistent with national policy** because it:

- Will not enable the delivery of sustainable development by failing to meet the housing needs of the area;
- Has not been prepared on the basis of the evidence required by national policy and guidance, as described above.

### **The RPLP does not meet the Duty to Cooperate**

2.12 The housing provision proposals of the RPLP have not been prepared on the basis of agreements with other planning authorities set out in Statements of Common Ground. This is contrary to Government PPG advice.

2.13 In relation to unmet need, it should also be remembered that Welborne (previously known as the North of Fareham SDA) was originally conceived by PUSH (now PfSH) as one of two SDAs which were promoted to meet the sub-regional needs of south Hampshire and brought forward in the "South East Plan". The Inspector's Report on the Examination into the Fareham LDF Core Strategy (dated 20th July, 2011) identified five Main Issues, Main Issue 1 being:

*"7. The North of Fareham SDA represents the most significant and controversial element of the Core Strategy. ....While the principle of the SDA's development is contained in the regional strategy – policy SH2 of the South East Plan (SEP) – the justification for the proposal derives from evidence prepared by South Hampshire local authorities (the Partnership for Urban South Hampshire [PUSH]) during the SEP's preparation....The advantages of SDAs are seen as threefold: safeguarding existing towns and villages by reducing coalescence; providing more opportunities for planning gain; and achieving a critical mass to deliver sustainability benefits. The development now proposed is one of two SDAs proposed by PUSH and brought forward into the SEP. Both are aimed at meeting sub-regional housing needs and, as such, their housing totals are separated from the housing requirement for the remainder of the Boroughs concerned in the sub-regional strategy and SEP." (our underlining)*

- 2.14 However, the Council is now treating Welborne as a source of housing supply for Fareham Borough only, disregarding its planned sub-regional role. This compounds the lack of positive preparation of the RPLP and starkly contrasts the Council's current approach to the delivery of housing to meet sub-regional needs with its approach of a decade ago.
- 2.15 **For these many reasons, the RPLP is unsound. It should be replaced by a further Regulation 19 plan which has been prepared on a legally compliant and sound basis.**

### **Representations about specific draft Policies of the RPLP:**

2.16 **DS2: Development in Strategic Gaps / HA55 Land South of Longfield Avenue / HA54 Land East of Crofton Cemetery and West of Peak Lane**

- 2.17 There is an inherent contradiction between Policy DS2 and proposed allocation HA55 in particular, and to a lesser extent, HA54. Policy DS2 states that:

***"Development proposals will not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characters."***

- 2.18 Housing Allocation Policy HA55 allocates Land South of Longfield Avenue for residential and mixed use development with an "indicative yield" of 1,250 dwellings. The number of dwellings is to be confirmed through a Council-led masterplanning exercise. Criterion b) states:

***"The built form, its location and arrangement will maximise the open nature of the existing landscape between the settlements of Fareham and Stubbington, limiting the effect on the integrity of the Strategic Gap in line with DS2...."***

- 2.19 This illustrates the fundamental problem with a proposed allocation of this scale – it is located in an open landscape between Fareham and Stubbington and its effect will be to potentially almost halve the width of the Strategic Gap at this point. A development of 1,250 homes and other built form will not ***"maximise the open nature of the existing landscape"*** – that can only be achieved by development being allocated elsewhere. This allocation will inevitably cause significant harm to

the integrity of the Strategic Gap by physically and visually diminishing the remaining extent of open land, which also includes the route of the Stubbington Bypass, to such an extent that the function of this part of the Strategic Gap will be significantly undermined, contrary to Policy DS2.

2.20 Appended to these representations is a specialist representation on Landscape and Visual Matters (James Atkin, Pegasus Group, July 2021). Section 3 provides an analysis of the "Technical Review of Areas of Special Landscape Quality and Strategic Gaps" undertaken by Hampshire County Council (HCC) on behalf of FBC and published in September 2020. The executive summary of the Technical Review makes two observations in respect of the Fareham to Stubbington Strategic Gap, stating that (Technical Review, pages 6 and 7):

*"The Fareham-Stubbington Strategic Gap is proposed for continued designation, also having strong sub-regional agreement for its designation, and a clear role in preventing settlement coalescence through continued and heavy pressure for Southern expansion of Fareham and Northern and Eastern expansion of Stubbington, but it is considered that there are some opportunities for development to be accommodated within the landscape, without compromising the Strategic Gaps function..."*

*Possible adjustments to the Fareham-Stubbington Strategic Gap could be considered in the following locations:*

- *An area to the South of Fareham, and west of HMS Collingwood, as some development in this area could be visually absorbed into the Gap without compromising the Gap function...*

*It is also noted that the Newgate Lane Area (Newgate Lane West and East from Fareham to Peel Common Roundabout) has undergone a significant amount of change in the recent past."*

2.21 The Technical Review goes on to state that an area south of Fareham and west of HMS Collingwood be considered as a potential location for development, while land east of Newgate Lane (ie. the previous HA2 Newgate Lane South allocation) is not suggested for development. This Technical Review was prepared as part of the evidence base for the December 2020 Regulation 19 local plan, so it was written to support its proposals. The December 2020 Regulation 19 local plan deleted the

former HA2 allocation following previous objections to it from Gosport Borough Council. The Revised Regulation 19 plan or RPLP now proposes additional housing allocations including HA55 Land South of Longfield Avenue. In comparison to the former HA2 allocation, development in that location would place development in a more open and exposed part of the landscape, at a point where the existing Strategic Gap (between HMS Collingwood / Newlands Farm and Stubbington) is only between ca. 325m and 550m wide. This contradicts some of the principles set out in the analysis and conclusions of the HCC Technical Review and calls into question the robustness of the technical assessment work which led to the HA55 allocation being proposed.

2.22 Housing Allocation Policy HA54 allocates Land East of Crofton Cemetery and West of Peak Lane for housing with an indicative yield of 180 dwellings. Whilst this development would not physically reduce the width of the Strategic Gap at this point, the development of this site will consolidate the extent of built form on the northern edge of Stubbington, and, when taken together with the potentially significant physical and visual impacts of the proposed HA55 allocation, the two developments are likely to harmfully affect the integrity of the Strategic Gap. It is understood that the promoters of the HA54 site, Persimmon Homes, are pursuing an appeal against the Council's decision to refuse permission for 206 dwellings on the site (P/20/0522/FP, refused 17 February 2021). Two of the Council's ten reasons for refusal were:

- "ii) The development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) The introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces."*

2.23 It is not clear how a reduction in the yield of this site from 206 dwellings to 180 dwellings could overcome these reasons for refusal as the quantum of development is similar. "Adverse visual effects" are still likely to result, compounding the significant harm to the integrity of the Strategic Gap which will result from the development of the HA55 allocation.

## **BL1: Broad Location for Housing Growth**

- 2.24 This policy proposes the delivery of up to 620 dwellings in years 10 – 16 of the plan period from the redevelopment of a part of Fareham town centre which includes the Council's Civic Offices, Fareham Shopping Centre, surface and multi-storey car parks, Fareham Library, Fernham Hall, the Police Station and Bus Station offices. This is a highly complex site with multiple ownership and stakeholder interests, and significant existing built form, and its redevelopment is likely to be a challenging and protracted process which will foreseeably extend well beyond the plan period. This policy is high level and aspirational, and as such it should not form part of the housing supply for the plan period. The revised NPPF published on 20 July, 2021, states (para. 22) with regard to Strategic Policies:

***"...Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery."***

- 2.25 Policy BL1 requires such a 30 year delivery timescale and the RPLP should be amended to this effect. It should be assumed that any housing completions from this site will come beyond the plan period.

## **Policy HP1 New Residential Development**

- 2.26 As worded, this policy does not list all of the circumstances in which housing will be permitted outside the urban area.
- 2.27 For clarity, amend to add:

***"c) It is for small-scale housing development that accords with Policy HP2."***

***d) It is in circumstances where the Council cannot demonstrate a Five Year Housing Land Supply and the proposal accords with Policy HP4."***

**Policy H1 Housing Provision / Policy HP4 Five-Year Housing Land Supply**

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2.28 As set out fully in the specialist representations on Housing Provision and Affordable Housing Provision (Neil Tiley, Pegasus Group, July 2021) appended to these representations, the RPLP:

- Proposes a housing requirement that will not meet the affordable housing needs of Fareham Borough let alone contribute to the unmet affordable housing needs of neighbouring authorities, contrary to the Vision and Strategic Priority 1 of the RPLP and contrary to paragraph 20a of the NPPF;
- Proposes a contribution towards the unmet needs of neighbouring authorities that has not been demonstrated to be sufficient or to be in an appropriate location as required by paragraphs 11b and 60 of the NPPF;
- Has not been informed by effective and on-going joint working such that the duty to cooperate has not been met as required by paragraphs 26 and 27 of the NPPF;
- Proposes a stepped housing requirement, beginning at 300 dwellings per annum (so well below the Standard Method requirement of a minimum of 541 dwellings per annum) without any consideration of the significant existing backlog of housing supply, such that the needs of the present will not be provided for as required by paragraph 7 of the NPPF;
- Unjustifiably proposes a stepped housing requirement which requires less development in the early years of the plan period than the trajectory suggests can be achieved which will only serve to unnecessarily delay meeting development needs contrary to the PPG (68-021);
- Unjustifiably proposes a stepped housing requirement to secure a five-year land supply but sets this significantly below the level at which the RPLP would demonstrate a five-year land supply and therefore serves to delay meeting development needs contrary to the PPG (68-021);
- Seeks to replace paragraph 11d of the NPPF with Policy HP4 which is clearly inconsistent with the NPPF and actively undermines the operation of the NPPF;
- Does not identify a sufficient developable supply to meet even the proposed housing requirement for 9,556 homes in the RPLP contrary to paragraph 67 of the NPPF, and

- Does not provide any evidence that a five-year land supply will be able to be demonstrated at the point of adoption as required by paragraph 73 of the NPPF.

2.29 The Council has a history of persistent failure to deliver a Five Year Housing Land Supply since at least 2015. During this period, extant Local Plan Policy DSP40 has purported to operate as a "safety net" policy (as Policy HP4 is now proposed to operate) to facilitate the release of additional sites for housing to restore a five year supply of housing land. In June 2021, as part of an appeal by Bargate Homes against the Council's refusal of consent for 99 dwellings on Land East of Newgate Lane East (Appeal ref. APP/A1720/W/21/3269030) the Statement of Common Ground signed by the Council and the Appellant stated that it was agreed that the Council was unable to demonstrate a Five Year supply, and that the Council identified a 3.57 year supply while the Appellant identified a 0.95 year supply. Whilst the precise extent of the shortfall was not agreed, this confirms that the extant Policy DSP40 has not been operated in a manner which delivers a Five Year supply. That policy is demonstrably not fit for purpose. Policy HP4 is similar, so is therefore likely to be similarly operated by the Council, perpetuating the persistent under-supply of housing in the Borough. This assertion is wholly supported by the decision letter from the Inspector, Mr. G.D. Jones dated 28 July, 2021, who determined appeals relating to Land East of Newgate Lane East, Fareham which comprises the southern part of the former HA2 allocation (Appeals Ref. APP/J1725/W/20/3265860 and APP/A1720/W/21/3269030). Here at paragraph 46 the Inspector commented:

*"LP2 Policy DSP40 criteria (ii) and (iii), however, carry greater weight, albeit that the evidence indicates that the balance they strike between other interests, including character / appearance and the Strategic Gap, and housing supply may be unduly restrictive given that the housing supply shortfall has persisted for a number of years in spite of this Policy."*

2.30 Indeed, as currently drafted, Policy HP4 is even more restrictively worded than its predecessor DSP40. In particular:

- *DSP40 iii) The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps;* has been re-worded as below:

- *HP4 c) The proposal is sensitively designed to reflect the landscape character and setting of the settlement, is of a scale proportionate to its setting and recognises the intrinsic character and beauty of the countryside and, if relevant, does not significantly affect the integrity of a Strategic Gap;*

2.31 Policy DSP40 recognises that the operation of the policy necessarily involves permitting new housing on greenfield land which is currently designated as "countryside", and perhaps also as "strategic gap", and that such development will inevitably have some landscape impact – so it sets out an aspiration for such adverse impacts to be minimised. This has been regarded as a reasonable approach by appeal Inspectors. For example, in his decision letter determining appeals relating to land at Newgate Lane (North) and Newgate Lane (South), Fareham (App/A1720/W/203252180 and 3252185) dated 8 June, 2021, the Inspector, Mr. I. Jenkins, reasoned at paragraph 21:

*"In relation to the requirement of Policy DSP40(iii) that any adverse impact on the countryside be minimised, the Council argues that 'minimise' should be interpreted as requiring any adverse impact to be small or insignificant. I do not agree. The aim of the Policy is to facilitate development in the countryside relative in scale to the demonstrated five-year housing land supply shortfall. To my mind, any new housing development in the countryside would be likely to register some adverse landscape and visual effect, and development of a scale to address a substantial shortfall would be unlikely to register a small or insignificant impact. The Council's approach would make the Policy self-defeating. Given the aim of the Policy with respect to housing land supply, I consider that it would be reasonable to take 'minimise' to mean limiting any adverse impact, having regard to factors such as careful location, scale, disposition and landscape treatment."*

2.32 Policy HP4 on the other hand removes the reference to minimising adverse impacts and replaces it with a nebulous requirement for developments to "*recognise the intrinsic character and beauty of the countryside*". It is unclear how this policy test can be satisfied, and if this policy is retained it is likely that the Council will release even fewer sites for housing to meet its substantial Five Year Housing Land Supply shortfall than it has done previously. **Policy HP4 is not fit for purpose, or necessary, and should be deleted.**

## Representations about the RPLP Proposals Map:

### Re-instatement of Housing Allocation HA2

- 2.33 Proposed housing allocation HA2 Newgate Lane South was included in the Regulation 18 draft Local Plan in 2017, and it remained a proposed allocation in subsequent iterations of the emerging Local Plan for approaching 3 years until it was deleted as a proposed allocation in the Regulation 19 Publication Local Plan in November 2020. The draft HA2 allocation was supported by a Development Framework prepared by the Council which included a conceptual masterplan which showed a green buffer along the western edge of the proposed housing '*to enhance the strategic gap setting of the road and the new neighbourhood*'. The 2020 Regulation 19 Plan was prepared on the basis of a lower housing target for Fareham Borough calculated from the Government's consultation draft changes to the Standard Method, which were published for consultation in August 2020. The Council deleted the HA2 allocation from the Regulation 19 Plan because it needed to make fewer allocations to meet its perceived lower housing target. Of course, the Regulation 19 Plan was soon found to be based on erroneous assumptions, because the Government confirmed in December 2020 that Fareham's housing requirement calculated through the Standard method would remain as previously.
- 2.34 In these circumstances it would be reasonable to expect the Council to reinstate the HA2 allocation in its Revised Regulation 19 Plan. Instead, HA2 has still been omitted and the Policy HA55 South of Longfield Avenue draft allocation for about 1,250 dwellings has been proposed alongside other new draft allocations. This has been justified through alterations to the assessment of the component parcels of site HA2 in the Council's SA/SEA between the 2017 and 2020/21 versions, although the assessment methodology does not appear to have changed.
- 2.35 We have reviewed the SA/SEA report ("Sustainability Appraisal and Strategic Environmental Assessment for the Fareham Borough Local Plan 2037 – Sustainability Report for the Revised Publication Local Plan, May 2021" prepared by Urban Edge Environmental Consulting / Natural Progression) and the commentary that it provides on the Council's site selection process through the iterations of the emerging Local Plan to date. From our review we note the following:

- Table 4.3 "Strategic Alternatives for Residential Development for the 2017 Draft Plan" details the packages of residential development options considered and confirms that the Preferred Option was **Option 2F** which comprised:
  - Welborne – 4,000 units by 2036
  - Regeneration sites in Fareham town centre
  - Warsash Maritime Academy
  - Cranleigh Road, Portchester
  - Romsey Avenue, Portchester
  - Three greenfield clusters:
    - Warsash Greenaway Lane
    - Segensworth
    - Newgate Lane South
  - Reduced scheme at Portchester Downend
  - Spread of urban fringe sites
- At Regulation 19 stage in 2020 (prepared in the context of the Government's consultation on a draft revised Standard Method calculation which reduced Fareham's housing requirement) the Council continued with a development strategy based on Option 2F above, although it removed the allocations of Newgate Lane South and Romsey Avenue, Portchester, and did not allocate the Strategic Growth Areas at Fareham South or the western portion of Downend, Portchester.

2.36 The "Rationale for Site Selection / Rejection" is provided at Appendix G of the SA/SEA report. The Newgate Lane South site is comprised of three parts – sites 3002, 3028 and 3057. All three sites are rejected. For all three the rationale for this was *"Development would have a detrimental impact on the Strategic Gap."* In addition, for sites 3028 and 3057, the further rationale was added – *"Site designated as a Brent Geese and Solent Waders low use site and there is no evidence of a strategy-compliant solution."* The rationale for Land South of

Longfield Avenue (site 3008) states:

*"Rejected - Development would have a detrimental impact on the Strategic Gap. Site contains Brent Geese and Solent Waders designations. If appropriately masterplanned, areas of the site are likely to be developable where there is a strategy compliant solution for Brent Geese and Wader designations. Any development would need to be sensitively designed and accompanied by significant GI to ensure that it would not undermine the integrity of the Strategic Gap."*

2.37 In relation to the mitigation of impacts on Brent Geese and Solent Waders low use habitat, the Council has not been consistent in its assessments of the Newgate Lane South site and the South of Longfield Avenue site. The promoters of Newgate Lane South can provide suitable mitigation in this regard.

- Proposed residential allocations in the Revised Regulation 19 Publication Local Plan are set out in Table 4.6 of the SA/SEA Report. Here a number of new allocations are proposed, including:
  - South of Longfield Avenue - allocated because it *"falls within a sustainable urban fringe location, in alignment with preferred development strategy 2F"*; - even though at Appendix G, "Rationale for Site Selection / Rejection" it is stated that this site was rejected because *"Development would have a detrimental impact on the Strategic Gap."*

2.38 Perversely, Newgate Lane South is again not allocated. This site formed part of Preferred Development Strategy 2F (compared to being "in alignment" with 2F) and it lies in a sustainable urban fringe location (actually in a more sustainable location than the Longfield Avenue site). Moreover, as noted above, an appeal Inspector has concluded that development east of Newgate Lane East is potentially acceptable in terms of it's impact on the Strategic Gap.

2.39 In our submission, HA55 should be deleted or its proposed housing yield should be significantly reduced, and the HA2 allocation (which comprised part of Preferred Option 2F) should be reinstated for about 475 dwellings. Any objectively based comparative assessment of the HA2 and HA55 sites should conclude that HA2 is preferable because:

- The HA55 allocation will have a significantly more harmful impact on the integrity of the Strategic Gap, given the different (much more open) landscape character area that it lies within and the much greater scale of development proposed. The HA2 site lies between Newgate Lane East to the west, the playing fields to HMS Collingwood and Speedfields Park to the north, the urban edge of Bridgemary to the east, and Brookers Field recreation ground to the south – as such it is much more enclosed and discrete, and its development will complete the extent of built form in this location. In his **appeal decision letter on appeals relating the land West of Newgate Lane East dated 8 June, 2021** (Appeal Decisions APP/A1720/W/20/3252180 and 3252185), the Inspector, Mr. I.Jenkins, commented on those appeal proposals in relation to the Spatial Development Strategy of the extant development plan at paras. 78-86. At para. 84, he commented:

*"Furthermore, in my judgement, the impact on the integrity of the Strategic Gap would be greater than would be likely to be the case if the same scale of development were to be located to the east of Newgate Lane East, next to an existing urban settlement boundary and Peel Common were to remain a small, isolated ribbon of development within the gap."*

2.40 This adds significant weight to the case in support of the reinstatement of the HA2 housing allocation, given that a Planning Inspector has concluded that housing development to the east of Newgate Lane East would be potentially acceptable in terms of its impact on the Strategic Gap.

- Greater weight to the case in support of the reinstatement of the HA2 housing allocation is provided by **the appeal decision letter from the Inspector, Mr. G.D. Jones dated 28 July, 2021, who has allowed appeals relating to Land East of Newgate Lane East, Fareham which comprises the southern part of the former HA2 allocation** (Appeals Ref. APP/J1725/W/20/3265860 and APP/A1720/W/21/3269030). The Inspector allowed both appeals, granting outline planning permission for 99 dwellings on the site. This represents a very significant change in circumstances which the Council must now take into account. In reaching his decision, we note that the following conclusions were drawn:

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- Paragraph 31 – *"Given the relatively modest scale of development proposed relative to the overall scale of the Strategic Gap along with the site's location on the outer edge of the Gap adjacent to the settlement boundary, **there would not be a significant effect on the integrity of the Gap, be it individually or cumulatively.** Nor would the built form extend fully to the settlement to the west, maintaining a degree of separation such that coalescence would not occur. Consequently, Peel Common would continue to be understood as mostly comprising a small, isolated ribbon of development."* (our emphasis)
  - Paragraph 41 – the Inspector listed a wide range of issues raised in relation to the appeals which did not alter his decision to allow the appeals, including:
    - Setting a precedent for other development including in the Strategic Gap;
    - The cumulative effect of development with other development, and;
    - Whether his decision was prejudicial to, and premature in terms of, the development plan-making process.
  - Paragraph 52 – the Inspector concluded the ***"the development would be sustainable development in terms of the Framework....such that the site is a suitable location for housing."*** (our emphasis)
  - We note above that the "Rationale for Site Selection / Rejection" for the RPLP is provided at Appendix G of the SA/SEA report; and that the rationale for the rejection of former allocation HA2 in principle was *"Development would have a detrimental impact on the Strategic Gap"*. This rationale is now superseded and discredited by the Inspector's conclusion at Paragraph 31 of the Newgate Lane East appeal decision where he concluded that a development of 99 dwellings on the southern part of the HA2 site ***"would not be a significant effect on the integrity of the Gap, be it individually or cumulatively."*** (our underlining). By commenting on its cumulative effect, the Inspector must be referring to its development as part of the wider development of the HA2 site because that is the only area of land that can be developed together with the

East of Newgate Lane East application site. **A Planning Inspector has therefore concluded that the development of the HA2 site would not have a significant effect on the integrity of the Strategic Gap. He has also concluded that land east of Newgate Lane East on the urban edge of Bridgemary is both a "suitable location for housing development" and is "sustainable development in terms of the Framework". As a result of this significant change in circumstances, there are sound and overriding planning reasons for site HA2 to be re-allocated for housing development.**

- Appended to these representations is a **Pegasus Group masterplan** which overlays the approved outline concept masterplan for the East of Newgate Lane East appeal site onto Fareham Borough Council's Development Framework Plan for the HA2 site – confirming the interrelationship of the appeal site with the balance of the HA2 site. Now that development of the southern part of HA2 has been granted planning permission and is to proceed, and that it has been confirmed by an Inspector that development of the whole HA2 site will not significantly harm the integrity of the Strategic Gap, it would be entirely justifiable for the Council to take these significant changes in circumstances into account and to work with the promoters of the HA2 site to masterplan its comprehensive development to deliver a scheme which both makes a significant contribution to Fareham's housing needs and is designed to create a new landscaped edge to the Strategic Gap at this point.
- Unlike any other proposed strategic allocation in Fareham borough, the HA2 site offers its future residents the opportunity to travel on the Bus Rapid Transit (BRT) and cycleway route which currently operates between Fareham railway station and Gosport Ferry, with funding in place for its further extension as part of the sub-regional transport network. The BRT runs through Bridgemary and is within easy walking distance of the HA2 site. Despite SA/SEA Strategic Objective 4: "To promote accessibility and encourage travel by sustainable means", the accessibility of this strategic sustainable transport route was discounted in the SA/SEA assessment because the BRT appears to have been treated like all other bus routes and because it is more than 400m from the HA2 site it doesn't create a positive score. That disregards its attractiveness as a high speed route, to which users are likely to be prepared to walk a greater

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distance than 400m, so the BRT should be treated differently in the SA/SEA scoring matrix. This is a significant flaw in the SA/SEA methodology;

- The HA2 site lies on the edge of the urban area of Gosport. It exhibits a higher degree of accessibility to local services and facilities than the HA55 site;
- Given that the RPLP is planning (albeit in an unsound manner at present) to contribute to meeting the unmet housing needs of Gosport Borough, the HA2 site lies on the edge of Bridgemarky so is ideally located to assist in addressing Gosport's housing needs. In the absence of a Statement of Common Ground between Fareham and Gosport Borough Councils, we note that Gosport's most recent Housing Delivery Test Action Plan (July 2020 – March 2021) identified an under-delivery of 329 homes over the plan period to date. The borough is significantly constrained in terms of its ability to deliver housing because:
  - Gosport Borough is surrounded by international habitat designations and therefore the entire Borough is subject to Habitats Regulations. This results in the Borough falling within the zone of influence where housing development is likely to have a significant effect on the integrity of the designations. As such, it is not possible to automatically apply the presumption in favour of sustainable development as a likely significant effect cannot be ruled out without the completion of an Appropriate Assessment (AA). This is in line with the NPPF (2019) Paragraph 177:
  - Due to the significantly built-up nature of the Borough, the availability of sites for residential development will continue to be an issue. Most land outside of the existing built-up area has limited potential for development for a variety of reasons including:
    - it is of strategic importance for open space such as the Alver Valley Country Park and Stokes Bay;
    - it is used for defence operations such as the Defence Munitions site;
    - it has significant environmental constraints (nature conservation designation/flood risk) such as the Browndown Site of Special Scientific Interest.

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- 2.41 All of these factors combine to confirm that Gosport Borough Council is under-delivering against its current housing requirement and that it faces considerable challenges in meeting its housing needs in its emerging Local Plan Review. The allocation of site HA2, on the edge of Bridgemary, will assist in this regard.
- 2.42 Development of the HA2 site will not cause adverse transport or highway impacts. Accompanying these representations is a Transport Technical Note prepared by i-Transport. This assesses the technical acceptability of the proposed means of vehicular access to the Newgate Lane South site - the principal access being proposed via a new four-arm roundabout on Newgate Lane East, with a secondary access into the southern part of the site from Brookers Lane, both of which are found to be acceptable. The Technical Note also considers the site's very good accessibility to local services and facilities, and its sustainability in transport terms given its proximity to the BRT route through Bridgemary and other non-car options. The site's strong transport sustainability credentials are not accurately reflected in the Council's SA/SEA which should be updated in this regard.
- 2.43 i-Transport's Technical Note also confirms that the proposed access from Newgate Lane East will not have a significant impact on traffic flows on Newgate Lane East. At paragraph 2.3.4, they advise:
- "All arms of the proposed junction operate within design capacity (<0.85 RFC) and with a Level of Service rating of 'A – Free Flow'. Maximum delay on any one arm is 8 seconds which is inconsequential and will have no material impact on the operation of Newgate Lane East."*
- 2.44 There is therefore no basis for rejecting the allocation of Newgate Lane South on transport grounds.
- 2.45 **B4a What modification(s) is necessary to make the Revised Publication Local Plan legally compliant or sound?**
- Plan to meet the area's housing needs including its affordable housing needs and the unmet needs of neighbouring authorities, so plan to deliver sustainable development;

- Address the identified significant gaps in the evidence base supporting the RPLP which should have been in place ahead of the plan's preparation so that its spatial strategy and level of housing provision are prepared in accordance with legal requirements and national policy and guidance;
- Accordingly, increase the RPLP's proposed housing provision to a minimum of 14,088 dwellings;
- Delete proposed housing allocation HA55 South of Longfield Avenue or significantly reduce (perhaps halve) the quantum of housing proposed in that location to the part of the site closer to the western boundary of HMS Collingwood, to preserve the integrity of that part of the Strategic Gap;
- Review and reduce the quantum of housing proposed through the HA54 East of Crofton cemetery etc allocation to ensure that this development includes sufficient land for green infrastructure to mitigate the visual harm to the local landscape which was alleged to flow from the previous planning application for 206 dwellings – perhaps reducing its yield to 150 dwellings;
- Delete Policy HP4, given that the operation of its predecessor Policy DSP40 by the Council has been ineffectual as evidenced by the persistent housing land supply shortfall in the Borough, and HP4 as drafted is more difficult to comply with. Instead, the Council should simply determine planning applications against NPPF paragraph 11d in relevant circumstances;
- Amend Policy BL1 to confirm that it is a strategic policy with a delivery timescale of 30 years, such that it will not yield any housing during the plan period;
- Reinstate proposed housing allocation HA2 Newgate Lane South to deliver at least 475 dwellings.
- Prepare an updated Development Framework Plan for housing allocation HA2, jointly with the site's promoters, to guide its detailed masterplanning, given that part of the site now benefits from planning permission.

2.46 **B4b How would the modification(s) you propose make the Revised Publication Local Plan legally compliant or sound?**

For the reasons stated above.

2.47 **B4c Your suggested revised wording of any policy or text:**

See above.

**2.48 B5a If your representation is seeking a modification to the plan, do you consider it necessary to participate in the examination hearing session(s)?**

Yes, I want to take part in the hearing session(s)

**2.49 B5b Please outline in the box below why you consider it necessary to take part in the hearing session(s):**

To explore the robustness of the Council's proposed revised housing provision and spatial development strategy, given the significant changes to both which have occurred during this plan preparation process which have included the proposed allocation and then deletion of the HA2 Newgate Lane South housing allocation site.

**Appendix:**

Masterplan of former HA2 allocation overlaid with outline layout for 99 dwellings with planning permission on southern part of the site (allowed on appeal on 28 July, 2021).



## Technical Note

Project No: ITB10353  
Project Title: Former HA2 Housing Allocation – Newgate Lane South, Fareham  
Title: FBC Local Plan Reg 19 Consultation – Transport Reps  
Ref: ITB10353-007  
Date: 23 July 2021

### SECTION 1 Introduction and Context

- 1.1 Fareham Borough Council (FBC) is consulting on its Revised Regulation 19 Fareham Local Plan 2037.
- 1.2 Land at Newgate Lane South is being promoted for residential development, with the potential to deliver at least 475 dwellings. The site was formerly identified for residential development under draft Regulation 19 Local Plan Policy HA2, but the site has since been omitted from the current draft Plan.
- 1.3 To respond to the December 2020 consultation on the earlier draft Local Plan Review, a Transport Delivery Note (**Appendix A**) was prepared which demonstrated that development of the site would:
- Provide safe and suitable access for all users;
  - Represent sustainable development, and promote sustainable travel opportunities; and
  - Not result in any significant traffic impact, let alone severe impacts.
- 1.4 A separate Site Access Technical Note (**Appendix B**) was prepared to demonstrate how the site can be suitably accessed, and particularly to demonstrate that a new roundabout from the site to Newgate Lane East can be delivered without causing any material impact to users of the wider network. The southern part of the Site could be accessed acceptably from Brookers Lane, as agreed with HCC.
- 1.5 This note is provided to demonstrate that the Site remains deliverable in transport terms and in a manner that would comply with relevant transport planning policies, particularly the NPPF (2021) and those proposed policies presented in the Local Plan Review 2037.
- 1.6 The note also considers:
- i The updated FBC Local Plan, and its associated Evidence Base; and
  - ii Relevant changes to the consideration of transport issues in the area, including the impact of the recent Appeal Decisions on Land west of Newgate Lane.

## SECTION 2 Transport Delivery of Land at Newgate Lane South

2.1.1 A Transport Delivery Note (**Appendix A**) was prepared in December 2020 which demonstrated how the HA2 site can be delivered in line with prevailing transport policy considerations, particularly to meet the (then) three key NPPF tests which require development proposals to ensure:

*a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*

*b) safe and suitable access to the site can be achieved for all users; and*

*c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*

2.1.2 The Transport Delivery Note remains relevant and valid to understand the development of the site.

### 2.2 Opportunities to Promote Sustainable Transport

2.2.1 The Transport Delivery Note demonstrates that:

- The site is located in a highly sustainable location relative to services and facilities, adjoining the existing urban area. A wide range of facilities fall in reasonable walking distance;
- The site offers good connectivity for pedestrians and cyclists to the established networks; and
- The site is well located to public transport opportunities, including to the BRT.

2.2.2 The site promotes a Sustainable Transport Strategy to promote opportunities for non-car based travel. This demonstrates a comprehensive and cohesive range of measures to ensure the viable and genuine opportunities that exist for sustainable movement will be taken up.

### 2.3 Delivering Safe and Suitable Access

2.3.1 Safe and Suitable access to the site can be achieved to Newgate Lane East and to Brookers Lane.

#### Access to Newgate Lane South

2.3.2 Access to the main part of the HA2 site would be achieved to the existing junction of Newgate Lane East with Old Newgate Lane, by the construction of a new 45m ICD four-arm normal roundabout junction. The roundabout can be constructed in full compliance with relevant design standards and would materially improve the operation and safety of the existing junction.

2.3.3 The proposed roundabout junction is demonstrated to operate fully within capacity, even assuming a higher level of development on the site at 525 dwellings, rather than the 475 now proposed.

- 2.3.4 All arms of the proposed junction operate within design capacity (<0.85 RFC) and with a Level of Service rating of '**A – Free Flow**'. Maximum delay on any one arm is 8 seconds which is inconsequential and will have no material impact on the operation of Newgate Lane East (**Appendix B**).

#### Access to Brookers Lane

- 2.3.5 A secondary access to the site onto Brookers Lane to the south-east of the site would serve circa 99 dwellings. A planning application for the southern part of the HA2 site was submitted to FBC (planning application ref: P/19/1260/OA) and Gosport Borough Council (GBC) (planning application ref: 19/00516/OUT) and is subject to a current Appeal. The form and design of the access was agreed with HCC and was not contested at the Appeal.

## 2.4 **Addressing Significant Transport Impacts**

- 2.4.1 The traffic impacts arising from the delivery of the HA2 site have been assessed by FBC through their Local Plan Evidence Base, which included the delivery of the HA2 site, summarised at **Appendix A**.
- 2.4.2 This demonstrates that the impacts of the then wider (and larger) Development Strategy are small, resulting in increased delay at key junctions of around 10-20 seconds. Measures to reduce impacts at key junctions have been investigated by FBC and HCC and are presented in their Evidence Base, confirming that the significant impacts of development can be addressed.
- 2.4.3 Delivery of the site will assist in delivering the improvements needed to accommodate the development strategy for the borough.

## SECTION 3 Updated Transport Considerations

3.1.1 The Revised Fareham Local Plan presents various transport policies that are relevant to the consideration of HA2 for development. Alongside considering changes to the NPPF (July 2021) this section considers how the development of HA2 can be delivered in compliance with these policies.

3.1.2 Additionally, to support its Local Plan, FBC has updated part of its transport Evidence Base. The updated assessments are considered in this section, concluding that that each supports development of HA2.

3.1.3 Finally, two recent Appeal decisions have been released close to the HA2 site, each of which was dismissed. The reasons for the dismissal of these Appeals are not relevant to the development of HA2, as explained in the following sections.

### 3.2 Revised NPPF (2021)

3.2.1 The NPPF (Revised 2021) identifies four key tests for new development sites at Para 110, of which Parts a), b) and d) are consistent with the earlier NPPF, comprising:

***a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;***

***b) safe and suitable access to the site can be achieved for all users; and***

***c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46***

***d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.***

3.2.2 Paragraph 111 of the NPPF retains the same determinative tests for development proposals that formed paragraph 109 of the earlier NPPF:

***“111. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”***

3.2.3 The modifications to the NPPF in relation to transport do not alter the substantive tests against which development should be considered, and which the assessments at Section 2 and **Appendix A** already demonstrate that the development of HA2 can be achieved in compliance with.

3.2.4 The additional (part c) test relates to on site design and layout matters which can be addressed through a future planning application.

### 3.3 Fareham Local Plan 2017 (Revised)

3.3.1 FBC has published its revised Local Plan setting out its proposed spatial strategy to 2037. The revised Local Plan does not propose to allocate the Newgate Lane South site (HA2) for development.

3.3.2 Transport Policies of the Local Plan are presented in draft Policies TIN1-TIN4.

#### **Draft Policy TIN 1 – Sustainable Transport**

***New development should reduce the need to travel by motorised vehicle through the promotion of sustainable and active travel modes, offering a genuine choice of mode of travel.***

***Development will be permitted where it:***

***a) Contributes to the delivery of identified cycle, pedestrian and other non-road user routes and connects with existing and future public transport networks (including Rapid Transit), giving priority non-motorised user movement; and***

***b) Facilitates access to public transport services, through the provision of connections to the existing infrastructure, or provision of new infrastructure through physical works or funding contributions; and***

***c) Provides an internal layout which is compatible for all users, including those with disabilities and reduced mobility, with acceptable parking and servicing provision, ensuring access to the development and highway network is safe, attractive in character, functional and accessible***

3.3.3 Section 2 (and **Appendix A**) has demonstrated that development of HA2 would contribute to delivering non-motorised travel options and satisfying TIN1 (a) by providing:

- i Access to Newgate Lane East** – two connections across Newgate Lane East are proposed, at Brookers Lane and at the Primary Site access, to connect to the Old Newgate Lane;
- ii Access to Bridgemary** – Connections for pedestrians and cyclists are proposed at Brookers Lane and at various locations to Tukes Avenue for onward movement to Bridgemary;
- iii Access to Rights of Way** – Connections to Public Footpath 76 routing to the north of the site and to Brookers Lane / Woodcote Lane to the south of the site are to be provided. This connects with the existing crossing facilities of Newgate Lane East; and
- iv A Sustainable Transport Strategy** – to deliver a package of measures designed to promote non-motorised and sustainable travel modes and behaviours.

3.3.4 Access to public transport would be readily achievable for HA2, as demonstrated in Section 2, with connections to frequent bus based public transport options available on Newgate Lane East and in wider Bridgemary, where easy access to the BRT system and services is available.

3.3.5 Part C of draft Policy TIN1 relates to the internal layout of the site. The development of a Masterplan for HA2 will ensure that each of these requirements can be delivered (concept scheme presented at **Appendix A**). Indeed, the scheme offers the opportunity to enhance non-motorised movement by better connecting Newgate Lane East and Bridgemary, providing wider public benefit.

**Draft Policy TIN 2 – Highway Safety and Road Network**

***Development will be permitted where:***

***a) There is no unacceptable impact on highway safety, and the residual cumulative impact on the road networks is not severe; and***

***b) The impacts on the local and strategic highway network arising from the development itself or the cumulative effects of development on the network are mitigated through a sequential approach consisting of measures that would avoid/reduce the need to travel, active travel, public transport, and provision of improvements and enhancements to the local network or contributions towards necessary or relevant off-site transport improvement schemes.***

3.3.6 **Appendix B** presents a robust access strategy note which demonstrates that the scheme can be delivered with no material impact to highway users on Newgate Lane East (the roundabout introduces delay of less than 10 seconds to road users in peak times). The access can be achieved in line with design standards. Therefore, limb a) of draft Policy TIN2 would be met.

3.3.7 **Appendix A** demonstrates that, based on the FBC Local Plan assessments of traffic impacts, which included development at HA2, the impact of development would not be significant and that any impacts can be addressed through the mitigation approaches envisaged in draft Policy TIN2.

3.3.8 Draft Policy TIN3 relates to land safeguarding for transport schemes and is not relevant to HA2.

3.3.9 Draft Policy TIN4 relates to Infrastructure delivery and requires development to provide or contribute to new or improved infrastructure. The delivery of HA2 would through CIL / S106 make appropriate contributions to necessary infrastructure improvements identified in the Local Plan, whilst the Transport Assessment would identify any site-specific measures needed for the HA2 site.

## 3.4 Updated Local Plan Evidence Base

3.4.1 The earlier assessments (**Appendix A** and **Appendix B**) already considered the FBC Evidence Base available at that time, including:

- i Infrastructure Delivery Plan (September 2020)
- ii Local Plan Strategic Transport Assessment (September 2020)
- iii Fareham Local Plan - SRTM Modelling Report (August 2020)
- iv Strategic Transport Assessment 'Do Something' Local Junction Modelling Report (Sept 2020)

- 3.4.2 To support its revised Local Plan, FBC has presented two further relevant parts of evidence, comprising:
- a Revised Publication Plan Technical Transport Note (June 2021)
  - b Sustainability Appraisal and Strategic Environmental Assessment Sustainability Report for the Revised Publication Plan (May 2021)

#### **Technical Transport Note in support of Fareham Local Plan (2037)**

3.4.3 HCC was commissioned to provide a technical note to consider the impacts of the revised Fareham Local Plan, as an addendum to the earlier Evidence Base (including Strategic Transport Assessment (STA) that was considered as part of the December 2020 consultation.

3.4.4 The 2020 STA included the development of the HA2 site and concluded that:

***“14.16. In conclusion, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective”***

3.4.5 The 2021 Technical Note identifies that since the production of the 2020 STA there had been changes to the local plan growth scenario. The Technical Note identifies that:

- the revised local plan scenario is lower in quantum than that assessed in the STA (Table 1); and
- there has been a change in the distribution of allocations across the Borough (Figure 1-3).

3.4.6 On the basis, the 2021 Transport Technical Note concludes that:

***“4.1.2 Given that the quantum of allocated development proposed is now lower than previously tested, it is anticipated that the overall transport impacts of the proposed allocations are likely to be capable of mitigation. There may be additional mitigation requirements, particularly in localities where development has increased, and further work will be undertaken to assess this. The Revised Publication Local Plan requires site specific Transport Assessments to be undertaken for sites. These assessments must include considerations of potential impacts for other allocated sites and must meet the criteria of the Highways Authority and, where relevant, the Highways Agency. Given the overall reduction in traffic generated, the Plan is still anticipated to be deliverable and sound overall from a transport perspective, albeit potentially with some additional localised mitigation measures.”***

3.4.7 The 2020 STA considered the highway impacts of a higher development scenario, including development of the HA2 site, and concluded that this would be acceptable, subject to the delivery of identified mitigation measures. The latest Technical Note presents no further analysis to change that conclusion.

3.4.8 Therefore, FBC’s Evidence Base continues to demonstrate that the HA2 site can be delivered without resulting in unacceptable highway impacts.

### Updated Sustainability Appraisal (SA)

- 3.4.9 In explaining the removal of the Newgate Lane South (HA2) site from the Reg 19 plan, at 4.7.4 the SA states that these sites (including HA2) performed '**more adversely in sustainability terms compared to those retained for allocation**'. In terms of transport accessibility, this assessment is incorrect.
- 3.4.10 The FBC Sustainability Appraisal (Nov 2020) identified that the site (comprising SA sites 3002, 3028, 3057, 3133) falls within 7 accessibility zones relative to local facilities. It presents a 'neutral' rating for the site. The updated Sustainability Appraisal retained the same assessment of the site's accessibility.
- 3.4.11 In the Transport Delivery Note (December 2020 – **Appendix A**) it was demonstrated that the SA Assessment of the accessibility of the site was incorrect:

*"This assessment omits the proximity of the site to major employment areas (both Fareham Business Park and Newgate Lane Industrial Estate fall within the accessibility criteria, as would part of the Solent EZ), and the clear potential / expectation through the scale of the development to deliver on site equipped play areas. Additionally, there are café uses in both Asda and McDonalds a short distance north of the site, all within the accessibility criteria.*

*Therefore, the sites should instead be assessed as meeting 10 of the 12 accessibility criteria, which should be assessed as a positive impact rather than neutral when considered against SA Objective 4. The site represents a sustainable location for development."*

- 3.4.12 These errors have not been addressed in the updated SA.
- 3.4.13 Appendix B of the Updated SA provides a response to consultation comments. In response to representations on the SA assessment of the accessibility of the site (Comment 57) FBC comment that:

*"The High Level Assessment of sites 3002, 3028, 3057 and site 3133 (cluster of all 3 sites) identifies that they fall within 7 of the 12 accessibility zones taken from FBC's Accessibility Study 2018. They fall outside of the accessibility zones for the following facilities:*

- Cafes (>1000m)
- Play equipment (>800m)
- Local centres (>1600m)
- Train stations (>1600m)
- Major employment areas (>1600m)

*They fall within the accessibility zones for the following facilities:*

- Accessible green and play space (<800m)
- Community and Leisure centres (<800m)
- Local shops (<800m)
- Primary schools (<1200m)
- GPs (<1200m)
- Secondary schools (<1600m)
- Bus stops (<400m)

*The site falling outside of the major employment area accessibility zone appears to be the only discrepancy with the iTransport note. However, the site falling within one additional accessibility zone would not alter the SA scoring from +/- for objective SA4."*

- 3.4.14 Whilst acknowledging that the SA assessment was incorrect to conclude the HA2 site did not meet the accessibility criteria in relation to Major Employment Areas (a very significant trip attractor), the reappraisal has not corrected other errors to take account of the delivery of play equipment and open spaces on the site itself (Appendix A – Image 2.2), proximity to cafes located on Speedfields Park (well within the accessibility criteria), and proximity to bus stops on Newgate Lane East adjacent to the site.
- 3.4.15 When properly assessed, against the criteria that the Council outlines, the scheme would meet 10 of the accessibility criteria and should be regarded as a **positive** in relation to accessibility.
- 3.4.16 Moreover, the location of the HA2 site provides a valuable and rare opportunity to deliver sustainable growth near to the Eclipse BRT corridor, which is a 6-7 minute walk from the site and offers high frequency ‘turn up and go’ bus services between Fareham and Gosport. The HA2 site represents one of a small number of opportunities to develop along the BRT corridor in this part of Fareham, which should weigh strongly in favour of developing the site.

### 3.5 Relevant Appeal Decisions

- 3.5.1 In June 2021, two Appeals (APP/A1720/W/20/3252180, APP/A1720/W/20/3252185) were determined for residential development sites located west of Newgate Lane East, following a Planning Inquiry in February 2021. The Appeals were dismissed (among other reasons) due to transport issues including matters of accessibility and highway safety.

- 3.5.2 In relation to accessibility, the inspector found that the sites:

*“77. I conclude that the appeal sites would be in a location with some, albeit limited, sustainable transport options and in this respect would accord with LP1 Policy CS15. However, the limitations are such that they would not be in an accessible area, with particular reference to public transport and walking facilities, and I do not regard the sites as being sustainably located adjacent to an existing urban settlement boundary. Insofar as they seek to ensure that development is sustainably located with reference to accessibility, I consider overall that the proposals would conflict with LP1 Policy CS5, LP2 Policy DSP40 and the Framework.”*

- 3.5.3 The HA2 site is located adjacent to the existing urban settlement boundary. Furthermore, as demonstrated in **Appendix B** (and through a corrected assessment of the SA), the site would deliver sustainable development, with good walking and cycling access to local services and facilities and good access to public transport services, of significantly higher frequency and utility to the Appeal sites.

- 3.5.4 In relation to highway safety, the Appeals were dismissed due to safety concerns with a proposed traffic signal junction between Newgate Lane East and the old Newgate Lane, which required gap seeking across two lanes of traffic. This improvement was specific to the Appeal sites and is not a scheme that would be promoted or relied upon by the development of HA2. Instead, as presented in **Appendix B**, the HA2 scheme would deliver a fundamental improvement to the operation of the junction, would be delivered in full accordance with design standards, and in a manner that will maintain the free flow of traffic along Newgate Lane East.
- 3.5.5 On this basis, the findings of the Appeal schemes do not weigh against the allocation of HA2.

**APPENDIX A.** TRANSPORT DELIVERY NOTE –  
DECEMBER 2020



## Technical Note

Project No: ITB10353  
Project Title: Land East of Newgate Lane, Fareham  
Title: Transport Delivery - Draft Local Plan 2037  
Ref: TW/ITB10535-005A  
Date: 17 December 2020

### SECTION 1 INTRODUCTION AND CONTEXT

- 1.1 Miller Homes, Bargate Homes and the Hammond Family are jointly promoting Land East of Newgate Lane for development. The site has potential to deliver some 515 dwellings.
- 1.2 The site was previously identified for allocation under emerging Housing Allocation Policy HA2 of the draft Local Plan 2036 for around 475 dwellings. Despite FBC previously considering the site suitable for development, FBC has more recently published its draft Regulation 19 Local Plan which omits the site and Policy HA2, primarily as a result of FBC now proposing a lower housing number.
- 1.3 This Technical Note (TN) has been prepared to demonstrate how the site can be delivered in transport terms, with particular reference to the NPPF transport tests outlined at Paragraphs 108 and 109, which together requires that development proposals ensure that:
- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
  - b) safe and suitable access to the site can be achieved for all users; and*
  - c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*
- 1.4 The earlier draft Policy HA2 for the site (**Appendix A**) identified various site specific requirements in relation to transport that were needed to ensure satisfactory development of the site:
- c) Primary highway access shall be focused on Newgate Lane South in the first instance, with Brookers Lane having the potential to provide secondary access for a limited number of dwellings*
  - e) The provision of pedestrian and cycle connectivity between adjoining parcels as identified by the Development Framework, as well as safe pedestrian/ cycle crossing points of Newgate Lane South, safe and accessible walking/ cycling routes to local schools, open spaces and nearby facilities in Woodcot/Bridgemary*
  - f) The provision of vehicular highway access between individual development parcels, as identified by the Development Framework, without prejudice to adjacent land in accordance with Policy D4*

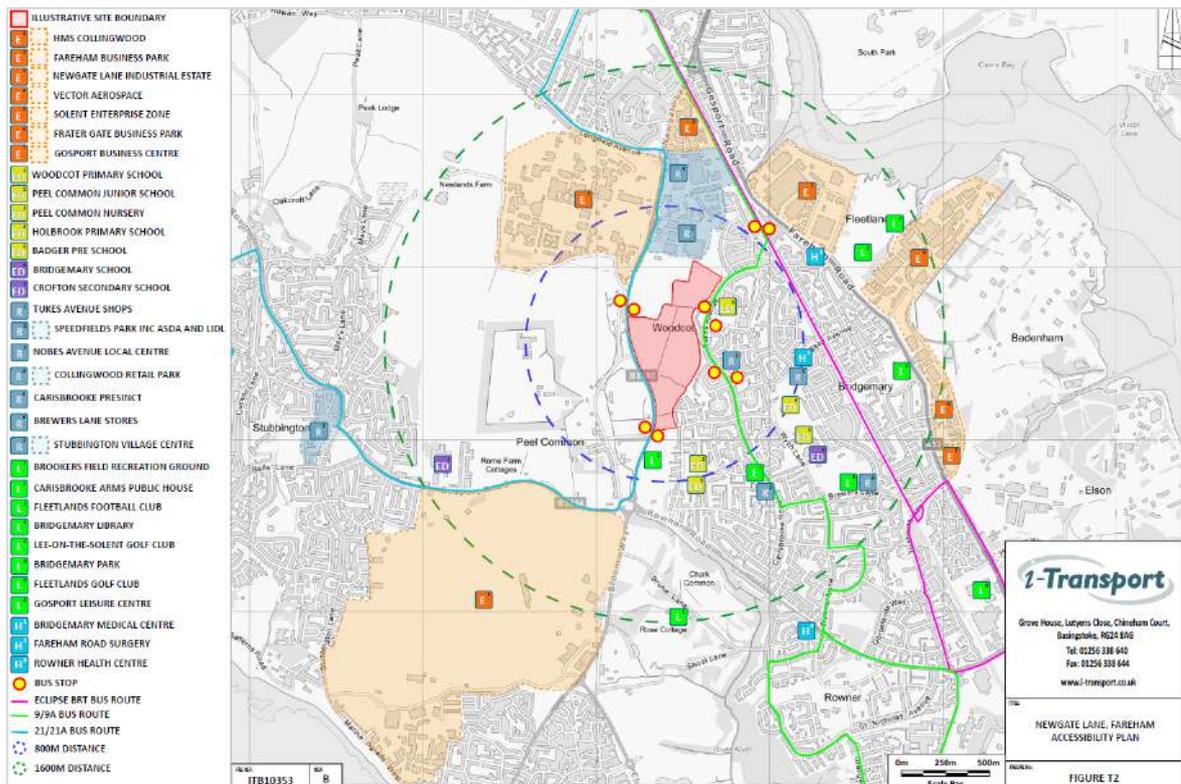
- 1.5 As part of its consultation on the Draft Local Plan 2037, FBC has produced various evidence base documents on transport matters. The following documents are considered in this document:
- i Infrastructure Delivery Plan (September 2020)
  - ii Local Plan Strategic Transport Assessment (September 2020)
  - iii Fareham Local Plan - SRTM Modelling Report (August 2020)
  - iv Strategic Transport Assessment 'Do Something' Local Junction Modelling Report (Sept 2020)
- 1.6 At the outset it is worth noting that the FBC transport evidence base was substantially prepared before FBC amended its spatial strategy approach (to remove various draft allocations including HA2 and the SGAs), and so all of the traffic modelling and transport appraisal work that it presents to support the draft Local Plan includes development on the Land East of Newgate Lane site (HA2), and also includes the development of the two SGAs that were proposed in the Local Plan Supplement.
- 1.7 In this regard, the traffic impacts of the site are appraised in the Council's transport evidence base which leads the Council to conclude in its Strategic Transport Assessment that:

***“The quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective. (STA 2020 – 14.16)”***

## SECTION 2 PROMOTING SUSTAINABLE TRANSPORT

- 2.1 The FBC Sustainability Appraisal (Nov 2020) identifies that the site (SA sites 3002, 3028, 3057, 3133) falls within 7 accessibility zones relative to local facilities. It presents a 'neutral' rating for the site.
- 2.2 This assessment omits the proximity of the site to major employment areas (both Fareham Business Park and Newgate Lane Industrial Estate fall within the accessibility criteria, as would part of the Solent EZ), and the clear potential / expectation through the scale of the development to deliver on site equipped play areas. Additionally, there are café uses in both Asda and McDonalds a short distance north of the site, all within the accessibility criteria.
- 2.3 Therefore, the sites should instead be assessed as meeting 10 of the 12 accessibility criteria, which should be assessed as a **positive** impact rather than neutral when considered against SA Objective 4. The site represents a sustainable location for development.
- 2.4 On a more practical level, **Image 2.1** demonstrates in spatial terms that the site is very well located to many everyday services, accessible by a comfortable walk or a short cycle trip and well located to public transport facilities.

Image 2.1 – Accessibility to Facilities and Services –



2.5 To ensure opportunities for sustainable travel to local facilities are delivered, the access strategy proposes various connections to the local network:

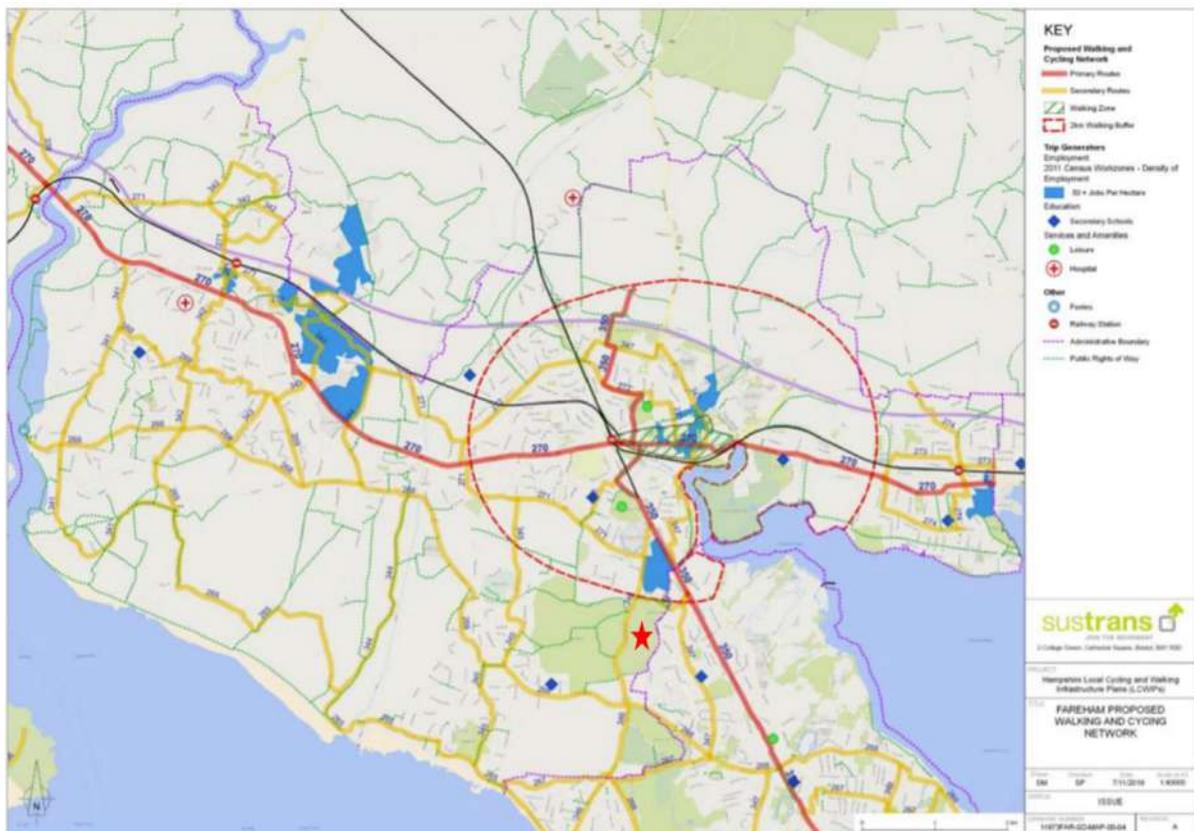
- **Access to Newgate Lane** – two connections across Newgate Lane are proposed, at Brookers Lane and at the Primary Site access, to connect to the Old Newgate Lane.
- **Access to Bridgemary** – Connections for pedestrians and cyclists are proposed at Brookers Lane and at various locations to Tukes Avenue for onward movement to Bridgemary.
- **Access to Rights of Way** – Connections to Public Footpath 76 routing to the north of the site and to Brookers Lane / Woodcote Lane to the south of the site are to be provided. This connects with the existing crossing facilities of Newgate Lane South.

2.6 Image 2.2 presents the Concept Masterplan (**Appendix B**) for the development of the site which demonstrates the proposed pedestrian and cycle connectivity and integration to the local area.



- 2.7 The IDP (September 2020) identifies that Hampshire County Council (HCC) has commissioned a 'Local Walking and Cycling Infrastructure Plan' which will feed into subsequent versions of the Fareham Infrastructure Delivery Plan (IDP).
- 2.8 The Strategic Transport Assessment identifies the proposed cycle network forming part of ongoing work to develop the WCIP (by HCC / Sustrans), which includes important corridors close to the site (**Image 2.3**). The site relates well to this network and demonstrates that there are good opportunities for sustainable movement and linkage with the emerging strategy.

**Image 2.3 – Draft WCIP for Fareham (STA Figure 3-5)**



- 2.9 Through CIL and the delivery of the IDP measures, development of the land at the site can assist in delivering these priorities and providing wider improvement to sustainable movement.
- 2.10 Opportunities for local walking and cycling improvements will be also developed as part of planning applications for the site and will focus on improving the connection between the site and local services and facilities, in line with the WCIP.
- 2.11 In relation to public transport, the site is well located relative to the South East Hampshire Rapid Transit (SEHRT) system some 5-10 minute walk from the site providing a high frequency 'turn-up and go' service between Fareham (station) and Gosport. A range of other regular public transport services operate locally to the site. Local bus routes are shown in **Image 2.4** and described in **Table 2.1**.

Image 2.4 – Bus Routes Operating Local to the Site

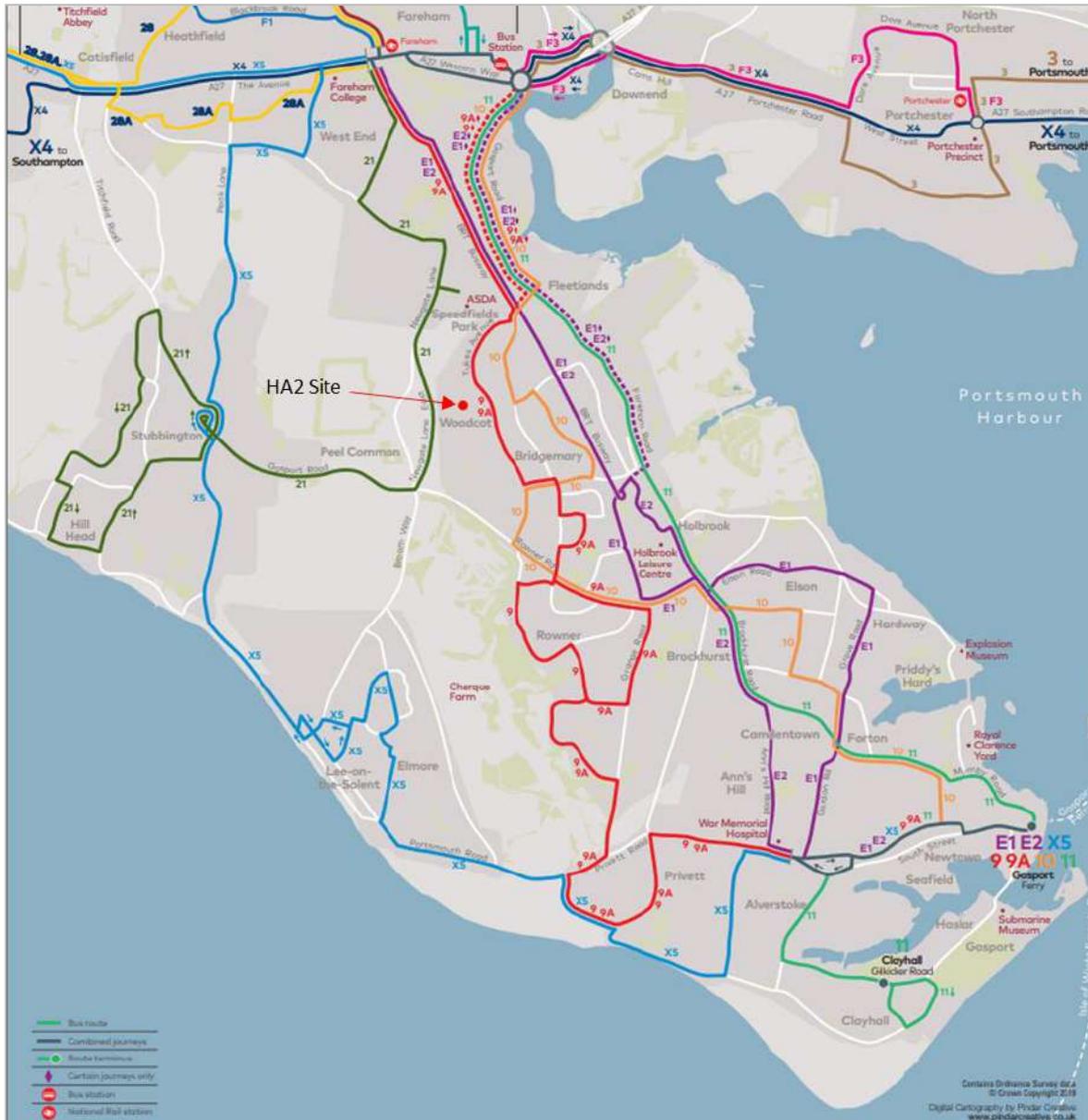


Table 2.1: Local Bus Service Summary

Bus Stop	Service	Route	Service Frequency			Times (M-F)	
			M-F	Sat	Sun	First Bus to:	Last Bus from:
Tukes Avenue	9/9A	Fareham- Bridgemary- Rowner-Gosport	2-3 services per hour in each direction	1-2 services per hour in each direction	1-2 services per hour in each direction	Gosport: 06:39, Fareham: 06:29	Gosport: 19:00, Fareham: 19:10
Henry Court Way	E1/2	Fareham- BRT - Gosport	Every 5-10 minutes	Every 10 minutes	Every 10 -15 minutes	Gosport: 06:04, Fareham: 06:06	Gosport: 22:34, Fareham: 22:35
Newgate Lane	21 / 21A	Fareham-Peel Common- Stubbington-Lee on the Solent	Every 1 to 2 hours	Every 1 to 2 hours	-	Stubbington: 08:39, Fareham: 09:15	Stubbington: 17:23, Fareham: 16:45

Source: Traveline

2.12 As part of future planning applications, opportunities to improve connections to these services will be explored, including providing connections and improvements to bus stop facilities. This will aim to make the walked part of the journey to public transport as convenient and attractive as possible. There is an opportunity to deliver new bus stops on Newgate Lane as part of the Primary Access proposal.

2.13 The initial stages of delivery of the SEHRT have proven very popular with sustained growth in bus patronage. HCC and its partners have more recently submitted funding bids to Government for later stages of the SEHRT which includes a potential extension of the SEHRT to the site and the Solent Enterprise Zone. This will further improve the accessibility of the site to public transport services.

### Sustainable Transport Strategy Principles

2.14 The site is very well located to key local facilities and benefits from excellent sustainable connections within the wider area. The site therefore offers a significant opportunity to create a sustainable and integrated development that will positively contribute to the local area.

2.15 To build on the site’s sustainable location relevant to local services, the development will be brought forward alongside a Sustainable Transport Strategy comprising a package of improvements to enhance access opportunities by all modes of travel. **Table 2.2** identifies a potential series of strategy principles to be applied to ensure that opportunities for sustainable transport are taken up.

**Table 2.2: Sustainable Transport Strategy Principles**

Principle	Measure
Reducing the Need to Travel	Ensure dwellings provide adequate space for home working, and that they are provided with appropriate infrastructure (i.e. broadband)
Promoting Walking	Delivery of a permeable development with pedestrian connections to Newgate Lane, Tukes Avenue and Brookers Lane
Promoting Cycling	Provide space for storage of bicycles within the curtilage of each dwelling
	Delivery of cycle routes and ‘cycle friendly’ streets in the site
	Cycle incentive schemes such as assisted purchase of equipment, training and user groups
	Provision of information to residents to identify suitable cycling routes in the area
Promoting Public Transport	Provision of designated walking connections to the bus stops on Newgate Lane, Tukes Avenue and at BRT
	Investigate bus stop improvements in the local area
	Promotion of BRT and local bus services through direct marketing and implementation of a range of journey planning incentives and strategies
Promote Smarter Choices	Promote a package of travel incentives, travel planning services and travel information to encourage sustainable travel. This would be delivered through a Travel Plan prepared for the site.

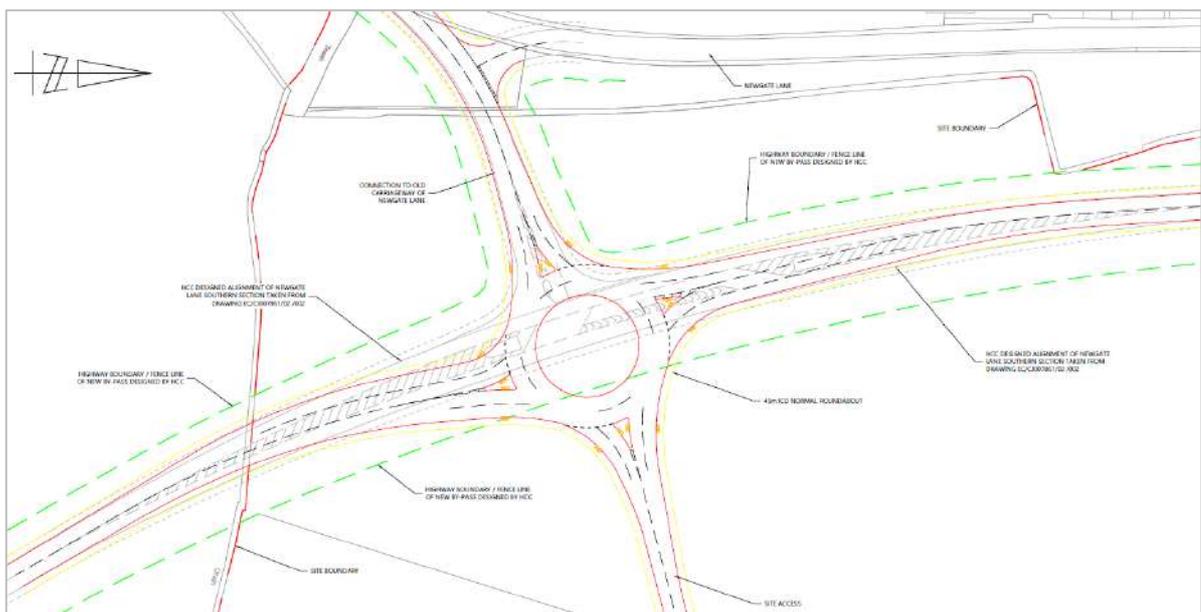
## SECTION 3 SITE ACCESS STRATEGY

- 3.1 Substantial work has been carried out to develop an access strategy to the site.
- 3.2 Two opportunities for vehicular access are identified, with primary access proposed to Newgate Lane South and secondary access to Brookers Lane, along with the creation of multiple non-vehicular accesses to Newgate Lane, Brookers Lane, Tukes Avenue and to local Public Rights of Way. This strategy is consistent with the former draft Policy HA2 requirements in the Draft Local Plan 2036 (**Appendix A**) and demonstrated on the Concept Masterplan (**Appendix B / Image 2.2**).

### Primary Access to Newgate Lane

- 3.3 To provide access to the majority of the development site, a new vehicular access is proposed to Newgate Lane South in the form of a four-arm 45m ICD 'normal' roundabout. The junction has been carefully designed to meet the following objectives:
  - a Minimise interruptions to main line traffic flow on Newgate Lane South;
  - b Ensure that the function of the new road (i.e. to increase traffic capacity and ease congestion), is not prejudiced by the delivery of a new access; and
  - c Be deliverable within design standards and highway constraints.
- 3.4 **Drawing ITB10353-GA-003 Rev D** (extract at **Image 3.1**) presents an illustrative roundabout design which has been designed in full accordance with the Design Manual for Roads and Bridges (DMRB) standards for a 40mph road (which is the posted speed limit on Newgate Lane South).

**Image 3.1 – Primary Access to Newgate Lane**



- 3.5 To consider the operation of the proposed junction, an assessment of the future operation of the junction has been carried out using TRL's Junctions 9 software (**Table 3.1**).
- 3.6 Updated baseline traffic survey data from January 2019 has been obtained for Newgate Lane South which reflects conditions post opening of the new road. This data is included within a separate technical note considering site access (*report ref: ITB10353-006B*) included as **Appendix C** of this report.
- 3.7 Two assessment cases are considered to reflect the potential access options to Newgate Lane South and Brookers Lane:
- The '*Likely Case*' assessment scenario assumes 425 dwellings will be accessed via the proposed roundabout to Newgate Lane East with a further circa 99 dwellings accessed separately from Brookers Lane; and
  - The '*Worst Case*' assessment scenario assumes all 525 dwellings which could be accommodated across the HA2 site would be accessed directly from Newgate Lane East.

**Table 3.1 – Operation of the Primary Access Roundabout to Newgate Lane South**

Arm	AM Peak Hour				PM Peak Hour			
	RFC	Queue (veh)	Delay (s/veh)	LOS	RFC	Queue (veh)	Delay (s/veh)	LOS
<b><i>Likely Case – 2036 with Committed Development plus Development (425 Dwellings)</i></b>								
Newgate Lane (North)	0.37	<1	3	A	0.51	1	3	A
Site Access	0.15	<1	4	A	0.07	<1	4	A
Newgate Lane (South)	0.77	3	7	A	0.52	1	3	A
Newgate Lane (West)	0.10	<1	8	A	0.06	<1	4	A
<b><i>Worst Case – 2036 with Committed Development plus Development (525 Dwellings)</i></b>								
Newgate Lane (North)	0.37	<1	3	A	0.52	1	3	A
Site Access	0.19	<1	4	A	0.10	<1	4	A
Newgate Lane (South)	0.78	4	7	A	0.53	1	3	A
Newgate Lane (West)	0.11	<1	8	A	0.06	<1	4	A

- 3.8 The assessment demonstrates that both the '*Likely*' and '*Worst Case*' assessment scenarios (with the completion of the Stubbington Bypass which is under construction), the proposed roundabout will operate wholly within capacity (design capacity taken as RFC 0.85) and with a '*Level of Service*' rating of 'A', classified as "**Free Flow**".
- 3.9 The greatest queueing delay on any arm during peak periods is some 8 seconds, with most approaches experiencing delay of around 5 seconds, which is clearly inconsequential and falls far below a threshold that could be considered to be significant.

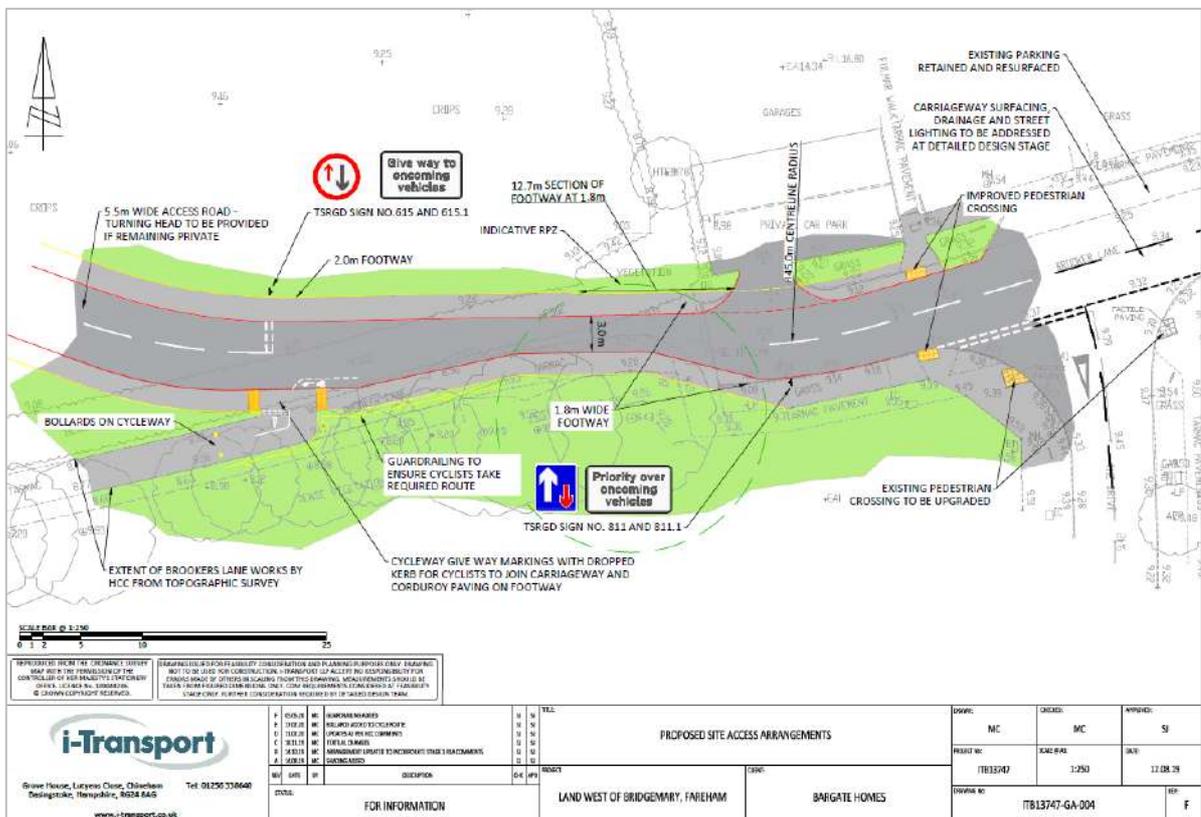
3.10 Therefore, in both design and operational terms, the access is shown to be acceptable and deliverable, and importantly does not undermine or prejudice the benefits of the recent road project.

**Secondary Access to Brookers Lane**

3.11 Secondary access is proposed to Brookers Lane to the south of the site to serve a limited part of the development (for circa 99 dwellings).

3.12 Drawing ITB13747-GA-004 Rev F presents the proposed access arrangement which was agreed with HCC as local highway authority in connection with the current planning application under consideration by FBC (P/19/1260/OA) and as determined by Gosport Borough Council (19/00516/OUT). This access is wholly deliverable and suitable to serve the development proposed.

**Image 3.2 – Secondary Access to Brookers Lane**



**HCC position on Access Strategy**

3.13 HCC and GBC have previously raised objections to the allocation of HA2 on the basis that they are concerned about the possible impact of a new junction being formed to Newgate Lane South, and the potential for this to cause delays to the corridor.

3.14 HCC's latest position is set out in **Appendix D** in full and is summarised as:

- i The junction modelling demonstrates that 10 seconds additional delay will occur at this point on the network as a result of the new junction

- ii This delay could be reduced further using land within the control of the promoters
- iii Whilst the assessment has considered the access in isolation, the impact on the wider network needs to be demonstrated, which it is expected will be done through the forthcoming Local Plan Evidence Base.

3.15 HCC has not raised any in principle design or safety concerns with the junction and following substantial dialogue has accepted the junction modelling as a basis to consider the operation of the junction but required consideration of the corridor effects of the junction within the LP Evidence Base.

3.16 This wider corridor assessment has now been completed with the release of the FBC SRTM Assessment, summarised in Section 4 of this report. In summary this demonstrates that there are no material impacts on the wider Newgate Lane corridor that result from the delivery of an access to the HA2 site from Newgate Lane.

3.17 The SRTM Appraisal (**Image 4.1** and **Table 4.2**) demonstrate that no material delay will occur on the Newgate Lane corridor as a result of the delivery of the Development Strategy, which includes not only the HA2 site with access delivered to Newgate Lane South, but also the remainder of the planned growth in Fareham, comprising some 6,000 new homes above the 2036 Baseline, and including the two SGAs which are not being proposed for allocation at this stage.

3.18 Therefore, the Local Plan evidence base has demonstrated that the formation of a new junction to serve HA2 from Newgate Lane South, in association with the development of HA2 and the wider Development Strategy, will not have an unacceptable impact on the corridor, or journey times across it, and will in no way limit or remove the benefits associated with the recent delivery of the road improvement.

#### **Pedestrian and Cycle Access Strategy**

3.19 Details of the pedestrian and cycle access strategy are presented in Section 2.

3.20 This comprises the delivery of a permeable and connected development area, with linkages in all directions to Newgate Lane (for onward transit to Solent Enterprise Zone and Stubbington), to Tukes Avenue and Brookers Lane to connect to Bridgemary and to the local Public Rights of Way Network. The detail of these connections will be worked up as part of subsequent planning applications and will allow for all users. This constitutes a comprehensive approach to promote sustainable travel opportunities.

## SECTION 4      **Traffic Impacts**

4.1 FBC has released an updated Traffic Modelling Report which considers the traffic impacts that are projected to arise as a result of the proposed Development Strategy. The assessment also includes the sites previously identified for allocation in the Supplement Local Plan, including the HA2 site and the two SGAs at Portchester and Stubbington.

4.2 The report has been prepared using the Solent Transport 'Sub-Regional Transport Model' (SRTM) which is owned by the Solent Local Authorities and has been calibrated and validated for use in accordance with WebTag Guidance, with the agreement of Highways England and Hampshire County Council. The intention of the assessment is to ***"model the proposed land allocations and identify key transport implications resulting from the scale and location of the allocations"***.

4.3 The assessment appraises the future (2036) operation of the local highway network both 'with' and 'without' the proposed Local Plan Development Strategy, taking account of committed development and infrastructure enhancements, and projected traffic growth. Development of the Newgate Lane HA2 site for 475 dwellings is assumed in the forecasting of the model, with access from Newgate Lane.

4.4 The primary outputs from the assessment is a consideration of highway network performance through considering changes in traffic flow, changes in highway delay and through identifying capacity hotspots by deriving a 'Ratio of Flow to Capacity' (RFC) for key junctions.

### 4.5 **Impacts of the Development Strategy**

4.5.1 In broad network terms, the assessments demonstrate that the traffic impact of the development strategy on top of the 2036 'Do Nothing' scenario will be relatively small, with an:

- Increase in vehicle hours by around 4-5%
- Increase in vehicle distance by 2%
- Reduction average network speeds by 2%

4.5.2 In terms of capacity hotspots, the addition of the Development Strategy above 2036 'Do Nothing' conditions results in an additional 5 junctions operating at some levels of stress (defined by FBC as 'significant impact') as a result of the additional traffic from Local Plan growth:

- A27 Bridge Road / Barnes Lane
- A27 The Avenue / Catisfield Road
- Segensworth Road East / Cartwright Drive
- Welborne Approach / Broadway / Zone 894 Access
- A27 Cams Hill / A27 Portchester Road / Downend Road / Shearwater Avenue

- 4.5.3 None of these impacted junctions are geographically close to the Newgate Lane South site.
- 4.5.4 Overall, in the 2036 'Do Something' scenario, which includes the local plan sites and proposed Strategic Growth Areas, there is a total of 17 junctions which meet the 'Significant' impact criteria, and two which meets the 'Severe' threshold (some distance from the site in Whitely and at A27 Redlands Lane).
- 4.5.5 Through its Strategic Transport Assessment and Junction Mitigation Report, FBC and HCC has now completed this work. Of the 18 junctions which met FBCs 'significant' and 'severe' thresholds, Table 11-2 of the Strategic Transport Assessment identifies that five were considered to require mitigation, the remainder would, on further review, not necessitate mitigation to address local plan impacts. **Image 4.1** presents the location of these junctions in the context of the site:

**Image 4.1 – Junctions Considered for Mitigation**



- 4.5.6 The reports present the results of the mitigation development which comprise:
- **Delme Roundabout** – signalisation of junction, adjustment to signal phasing/green times, additional physical capacity, public transport measures. Same as TCF bid scheme;
  - **Parkway/Leafy Lane** – signalisation of junction, additional physical capacity;
  - **Warsash Road/Abshot Road/Little Abshot Road** - additional physical capacity;
  - **A27/Redlands Avenue** - adjustment to signal phasing/green times; and
  - **A27/Bishopsfield Road** - adjustment to signal phasing/green times.

4.5.7 The Strategic Transport Assessment concludes that:

***14.16. In conclusions, based on the work of this Strategic Transport Assessment, it is considered that the quantum and distribution of the development proposed in the Fareham Local Plan, and the resulting transport impacts, are capable of mitigation at the strategic level, and that the plan is therefore deliverable and sound from a transport perspective***

4.5.8 On this basis, there are no significant or severe network capacity constraints that would preclude the HA2 site being delivered, and it is demonstrated that consideration of the wider impacts of the site (including also development on other now withdrawn allocation sites and the SGA) will not lead to any significant issues on the Newgate Lane corridor or other local highway connections.

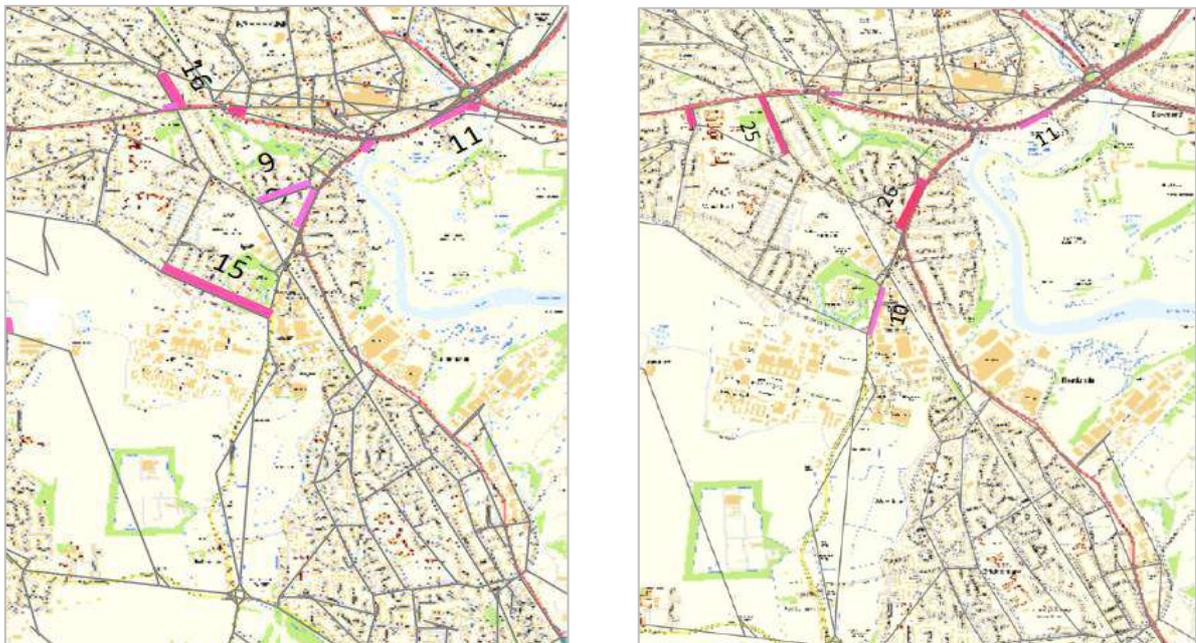
#### 4.6 Impacts of the Development Strategy Relative to HA2

4.6.1 Whilst the SRTM assessment has not considered the individual impacts of particular development sites, and simply presents an assessment of the cumulative impact of the proposed Development Strategy, a review of the network local to the proposed HA2 site has been carried out to consider the impact of the proposed Development Strategy.

##### Delay Impacts

4.6.2 Image 4.2 presents the SRTM 'Delay' outputs local to the HA2 site.

**Image 4.2 – Delay Impact of the Development Strategy – AM Peak**



4.6.3 The SRTM assessment demonstrates that, taking account of the full Development Strategy (including the Strategic Growth Areas not now proposed and including HA2), there will be limited additional delay arising on the local network as a result of the proposed Local Plan growth:

- i Longfield Avenue – an additional 15 seconds delay in the AM Peak
- ii A32 between Newgate Lane and Quay Street – an additional 9 seconds delay in the AM peak, 26 seconds in the PM peak
- iii A27 corridor and approach to Titchfield Gyratory – 7 additional seconds delay in the AM Peak
- iv M27 Junction 11 approaches – an additional 11 seconds delay in each peak period

4.6.4 This is before the delivery of the mitigation measures proposed in the 'Do Something' Scenario.

**Junction Impacts**

4.6.5 The SRTM Assessment identifies the additional junction impacts arising from the delivery of the Development Strategy. This identifies that there are 18 junctions that meet the defined significance criteria, where junctions are operating close to their design capacity and where the impacts of development may be material. The location of these junctions is identified in **Image 4.3**, and an assessment of the impacts of the LP Development Strategy relative to HA2 is set out in **Table 4.1**, taking account of the 'Do Something' mitigation measures.

**Image 4.3 – Location of Junctions meeting Performance Criteria**



**Table 4.1 – Junction Impacts Relative to HA2 Site – Impact on RFC (worst performing arm)**

Junction		2036 'Baseline'		2036 'Do Something'		Difference	
		AM	PM	AM	PM	AM	PM
2	Segensworth Roundabout	107	98	108	98	1	0
3	M27 J11	106	107	105	108	-1	1
4	A27 Titchfield Gytratory	104	83	105	79	1	-4
7	Newgate Lane / Longfield Ave	102	100	102	101	0	1
26	A27 Delme Roundabout	86	70	68	74	-18	4
35	A27 Eastern Way / A32 Gosport Rd	101	87	103	90	2	3
38	Peel Common Roundabout	82	76	87	79	5	3
94	Quay Street Roundabout	58	100	63	101	5	1
65	M27 J9	94	88	94	90	0	2

4.6.6 Whilst there are network locations where capacity is likely to be reached, this is shown to be the case in the 2036 Baseline situation without the delivery of the Development Strategy. The impact of the LP Approach is clearly small, with RFC increases at the more sensitive junctions of around 1%. This level of impact will not have a material impact on network operation, as reinforced in **Table 4.2** which considers the delay that will arise from the additional of Local Plan growth.

**Table 4.2 – Junction Impact relative to HA2 Site – Impact on Delay (secs) (worst performing arm)**

Junction		2036 Baseline		2036 'Do Something'		Difference	
		AM	PM	AM	PM	AM	PM
2	Segensworth Roundabout	180	57	206	57	26	0
3	M27 J11	171	185	154	190	-17	5
4	A27 Titchfield Gytratory	144	29	161	27	17	-2
7	Newgate Lane / Longfield Ave	72	22	81	30	9	8
26	A27 Delme Roundabout	32	25	27	45	-5	20
35	A27 Eastern Way / A32 Gosport Rd	63	21	103	26	40	5
38	Peel Common Roundabout	<i>*See below</i>					
94	Quay Street Roundabout	17	29	17	35	0	6
65	M27 J9	73	167	86	177	13	10

*\*Appears to be a reporting issue for Junction 38 (Peel Common) where no delay figures present*

4.6.7 None of the impacts relative to HA2 meet the threshold for a 'severe' impact identified in the SRTM assessment and whilst there are some junctions when, taking account of the full Development Strategy to deliver some 6,000 dwellings alongside non-residential development, would result in a 'significant' impact, when considered in proper detail, these impacts are small, resulting in increases in delay at junctions of generally 10-15 seconds. These are plainly small impacts and should not result in otherwise acceptable development coming forward.

#### **Impacts of HA2 on the Newgate Lane Corridor**

4.6.8 Both HCC and GBC raised concerns as part of the earlier Local Plan consultation response about the potential traffic impacts of delivering a new junction on Newgate Lane South to serve the proposed HA2 allocation. Their concerns focussed on the potential for diminishing of the capacity benefits delivered by the recently constructed highway scheme. Both HCC and GBC sought for this to be further considered as part of the Local Plan evidence base, which has now been carried out.

4.6.9 As is clearly demonstrated in **Image 4.2**, the delivery of development at HA2, including a new access junction onto the Newgate Lane corridor, will not have any material impact on journey times and delay on the recently improved Newgate Lane South corridor. As outlined in Section 3, HCC has confirmed that delays at the proposed roundabout junction itself are not significant in themselves, and that there is sufficient land available within the HA2 site to deliver a satisfactory junction.

4.6.10 On this basis, the LP Evidence base supports the delivery of a new access to Newgate Lane South and demonstrates that this will not result in any material harm, let alone a 'severe' impact.

#### **Mitigating the Impacts of Development**

4.6.11 A Borough Wide Transport Assessment has been prepared by FBC to investigate the need and extent of any mitigation measures necessary. This focuses on the 18 junction locations which are identified by the assessments to require some improvement to accommodate the Development Strategy.

4.6.12 A draft Fareham Borough Council IDP (September 2020) has been prepared which identifies broad infrastructure requirements to deliver the Development Strategy, including a series of transport interventions. The highway improvement identified for the Delme Roundabout within the draft IDP which currently has a shortfall on funding which the HA2 site could provide a reasonable and proportionate financial contribution towards to assist HCC to implement the scheme.

4.6.13 Furthermore, a full Transport Assessment would be prepared which will consider specific development transport impacts in greater detail and will explore the need for improvements. This will identify a mitigation strategy which will comprise:

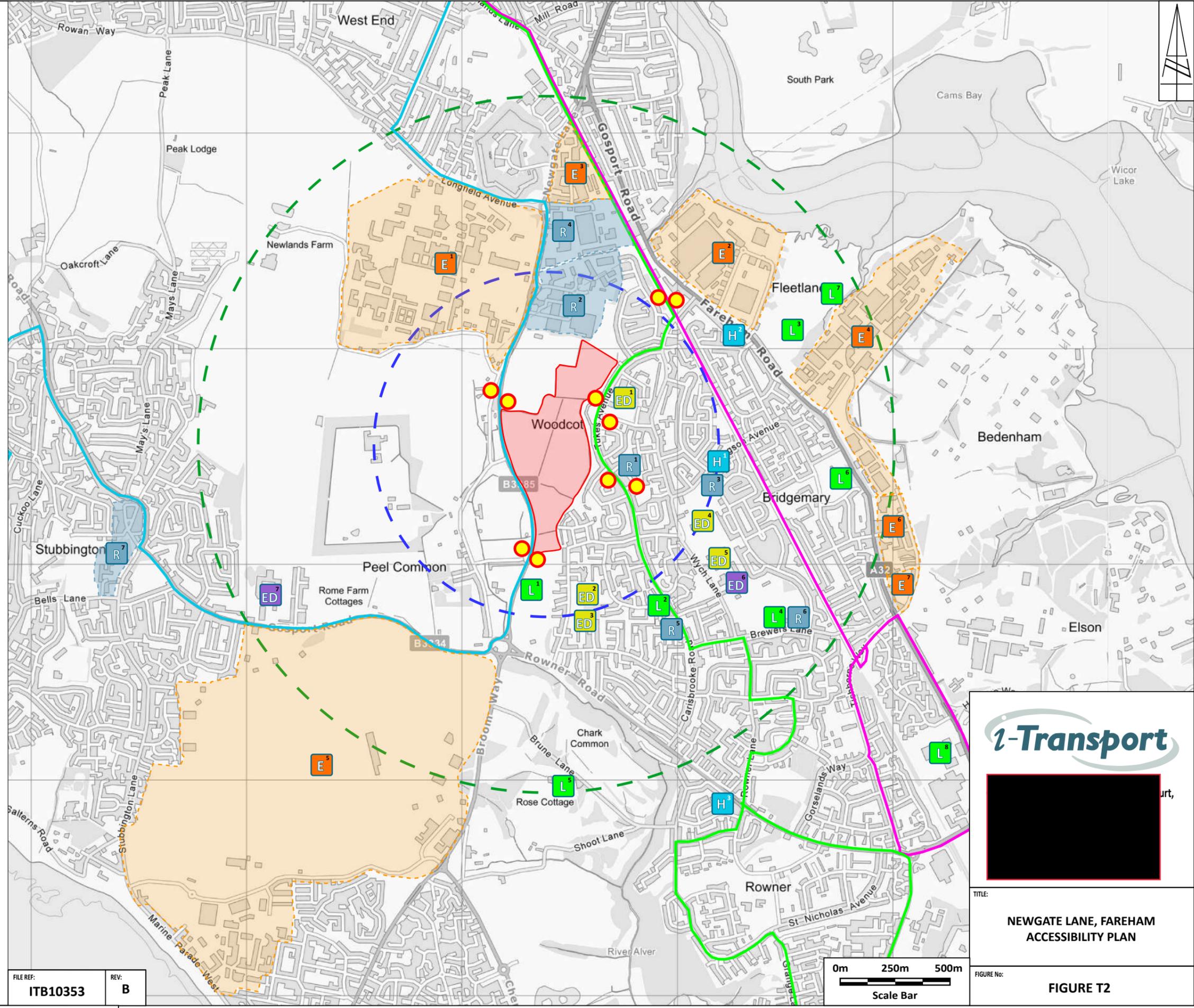
- i Promotion of sustainable travel opportunities, including improving existing connections to local services and facilities.
- ii Promotion of travel reduction measures.
- iii Targeted highway network improvements where shown to be necessary.

## SECTION 5 SUMMARY AND CONCLUSION

- 5.1 Land East of Newgate Lane was previously allocated within the draft FBC draft Local Plan and is being promoted for residential development for some 515 dwellings.
- 5.2 The site is shown to be located in a highly sustainable location relative to services and facilities, and there are numerous opportunities for sustainable transport opportunities to be promoted and integrated into the site. The site promotes a sustainable transport strategy to promote opportunities for non-car based travel.
- 5.3 Access to the site is proposed at both Newgate lane South, via a normal roundabout junction, and to Brookers Lane. Whilst HCC and GBC have previously raised concern about the potential impact of a new junction onto Newgate Lane to significantly affect journey times on the corridor, the Council's Evidence Base clearly demonstrates that there will be no material impacts arising from accessing HA2 from Newgate Lane South.
- 5.4 More detailed assessment of the proposed roundabout junction demonstrates that it will meet all design standards and will operate under '**Free Flow**' conditions, with a maximum delay of 8 seconds, which is clearly insignificant. The principle of secondary access to Brookers Lane has been agreed with HCC and is shown to be deliverable.
- 5.5 The traffic impacts arising from the delivery of the Development Strategy have been assessed by FBC through their updated Evidence Base, which included the delivery of the HA2 site and the SGAs. This demonstrates that the impacts of the then Development Strategy are small, resulting in increased delay at key junctions of around 10-20 seconds. Measures to reduce impacts at key junctions have been investigated by FBC and HCC and are presented in their evidence base, confirming that the significant impacts of development can be addressed. Delivery of the site will assist in delivering the improvements needed to accommodate the development strategy for the borough.
- 5.6 Overall, development of the Land East of Newgate Lane scheme would:
- Provide safe and suitable access for all users
  - Represent sustainable development, and promote sustainable travel opportunities
  - Not result in any significant traffic impact, let alone severe impacts.

## FIGURES

- KEY**
- ILLUSTRATIVE SITE BOUNDARY
  - HMS COLLINGWOOD
  - FAREHAM BUSINESS PARK
  - NEWGATE LANE INDUSTRIAL ESTATE
  - VECTOR AEROSPACE
  - SOLENT ENTERPRISE ZONE
  - FRATER GATE BUSINESS PARK
  - GOSPORT BUSINESS CENTRE
  - WOODCOT PRIMARY SCHOOL
  - PEEL COMMON JUNIOR SCHOOL
  - PEEL COMMON NURSERY
  - HOLBROOK PRIMARY SCHOOL
  - BADGER PRE SCHOOL
  - BRIDGEMARY SCHOOL
  - CROFTON SECONDARY SCHOOL
  - TUKES AVENUE SHOPS
  - SPEEDFIELDS PARK INC ASDA AND LIDL
  - NOBES AVENUE LOCAL CENTRE
  - COLLINGWOOD RETAIL PARK
  - CARISBROOKE PRESINCT
  - BREWERS LANE STORES
  - STUBBINGTON VILLAGE CENTRE
  - BROOKERS FIELD RECREATION GROUND
  - CARISBROOKE ARMS PUBLIC HOUSE
  - FLEETLANDS FOOTBALL CLUB
  - BRIDGEMARY LIBRARY
  - LEE-ON-THE-SOLENT GOLF CLUB
  - BRIDGEMARY PARK
  - FLEETLANDS GOLF CLUB
  - GOSPORT LEISURE CENTRE
  - BRIDGEMARY MEDICAL CENTRE
  - FAREHAM ROAD SURGERY
  - ROWNER HEALTH CENTRE
  - BUS STOP
  - ECLIPSE BRT BUS ROUTE
  - 9/9A BUS ROUTE
  - 21/21A BUS ROUTE
  - 800M DISTANCE
  - 1600M DISTANCE



FILE REF: ITB10353  
 REV: B

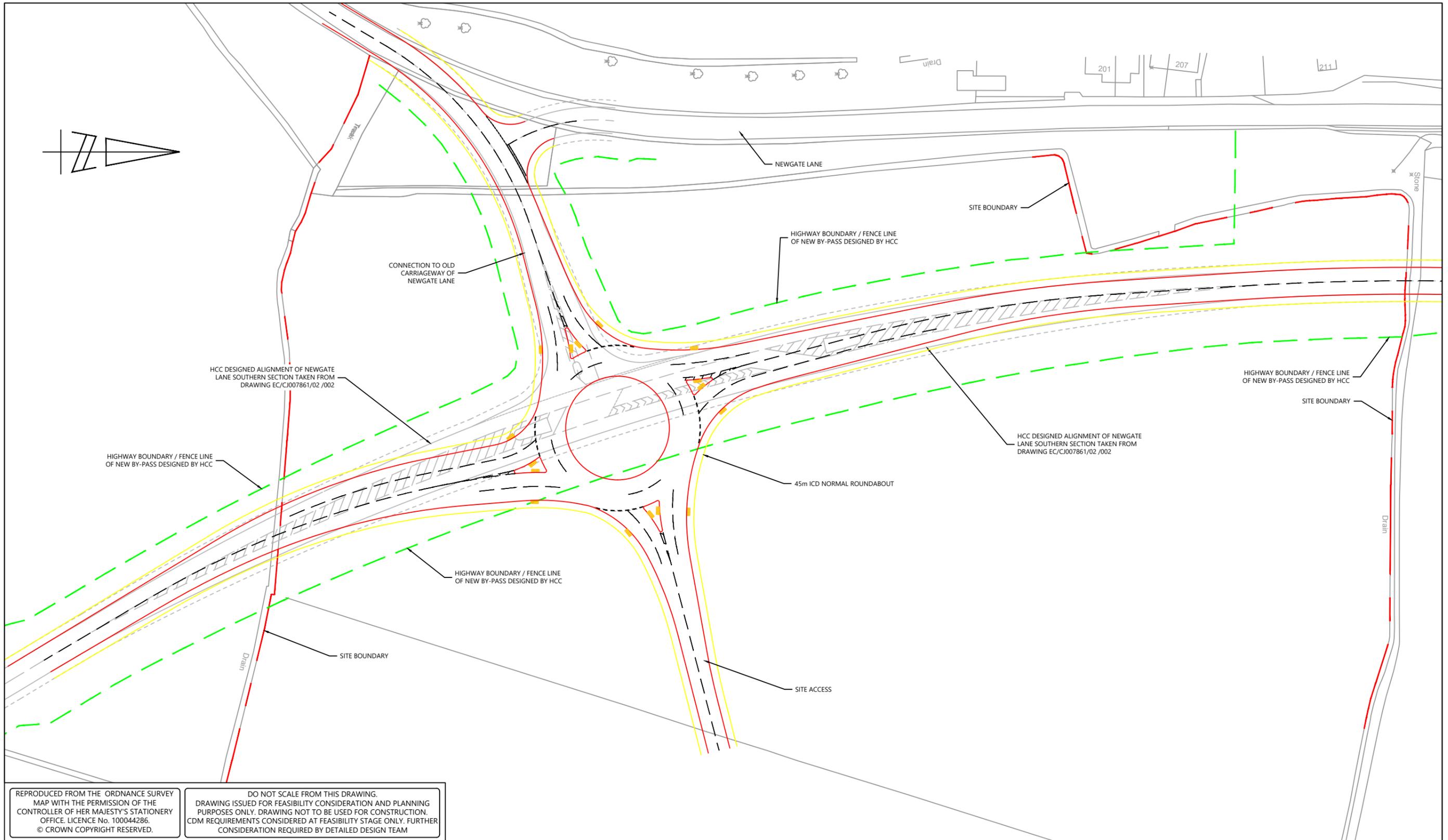


TITLE:  
 NEWGATE LANE, FAREHAM  
 ACCESSIBILITY PLAN

FIGURE No:  
 FIGURE T2

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## **DRAWINGS**



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D	05.08.20	MC	SOUTH AND NORTH ARM AMENDED	TW	TW
C	15.07.20	MC	SOUTHERN ARM AMENDED	TW	TW
B	11.01.18	MC	SOUTHERN ARM AMENDED	TW	TW
A	19.08.15	PH	NORTHERN ARM AMENDED	TW	TW
REV	DATE	BY	DESCRIPTION	CHK	APD

STATUS: DRAFT

TITLE: SITE ACCESS - OPTION 3

PROJECT: LAND EAST OF NEWGATE LANE, FAREHAM

CLIENT: MILLER HOMES

SCALE @ A3: 1:1000

CHECKED: TW

APPROVED: TW

FILE REF: ITB10353

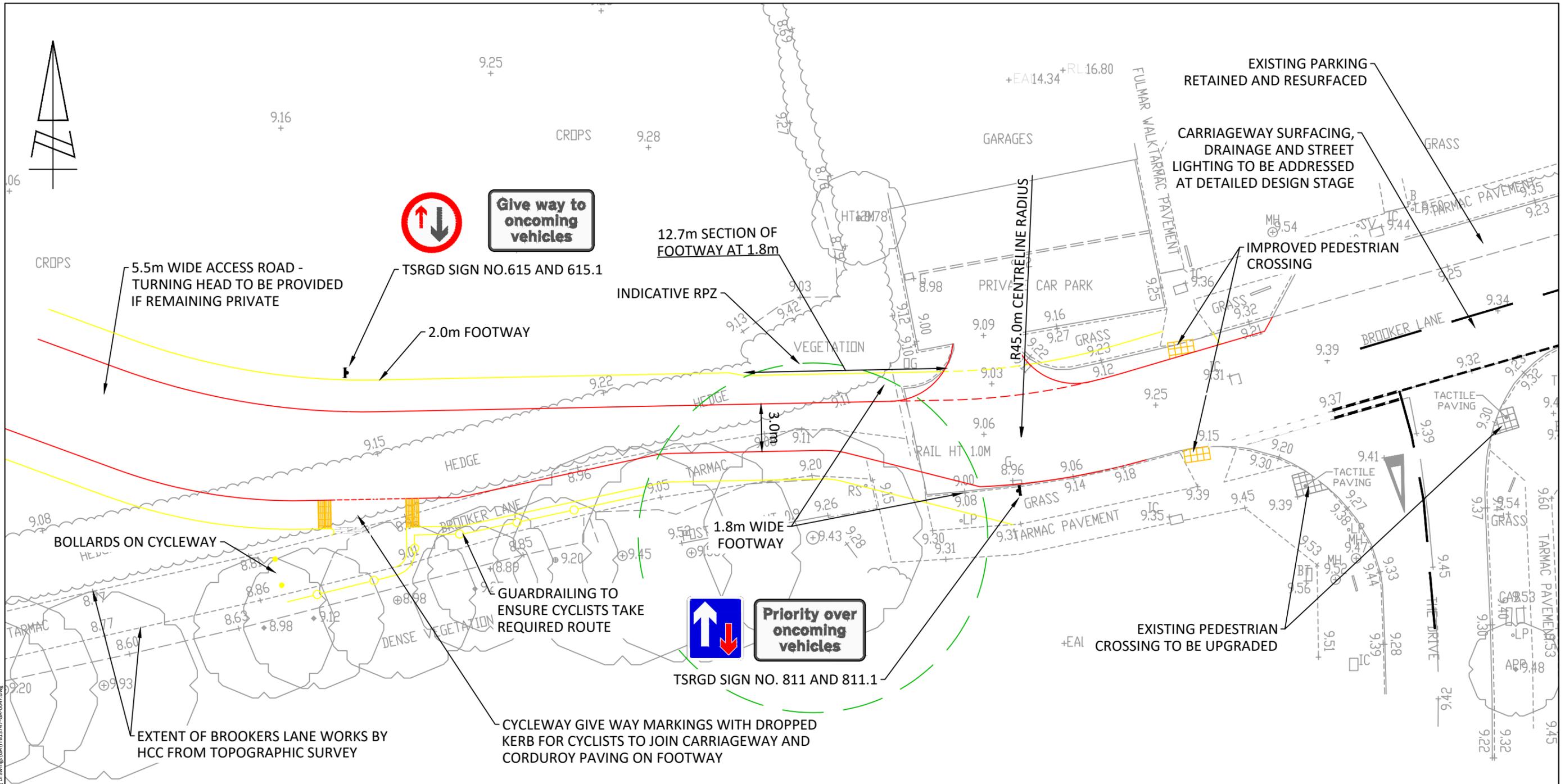
DRAWN: PH

DATE: AUG 2015

DRAWING No: ITB10353-GA-003

PROJECT No: ITB10353

REV: D



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REV	DATE	BY	DESCRIPTION	CHK	APD
F	05.05.20	MC	GUARDRAILING ADDED	SJ	SJ
E	17.02.20	MC	BOLLARDS ADDED TO CYCLE ROUTE	SJ	SJ
D	11.02.20	MC	UPDATES AS PER HCC COMMENTS	SJ	SJ
C	18.11.19	MC	TEXTUAL CHANGES	SJ	SJ
B	14.10.19	MC	ARRANGEMENT UPDATED TO INCORPORATE STAGE 1 RSA COMMENTS	SJ	SJ
A	14.08.19	MC	SHADING ADDED	SJ	SJ
STATUS: FOR INFORMATION					

TITLE: <b>PROPOSED SITE ACCESS ARRANGEMENTS</b>	
PROJECT: <b>LAND WEST OF BRIDGEMARY, FAREHAM</b>	CLIENT: <b>BARGATE HOMES</b>

DRAWN: <b>MC</b>	CHECKED: <b>MC</b>	APPROVED: <b>SJ</b>
PROJECT No: <b>ITB13747</b>	SCALE @ A3: <b>1:250</b>	DATE: <b>12.08.19</b>
DRAWING No: <b>ITB13747-GA-004</b>		REV: <b>F</b>

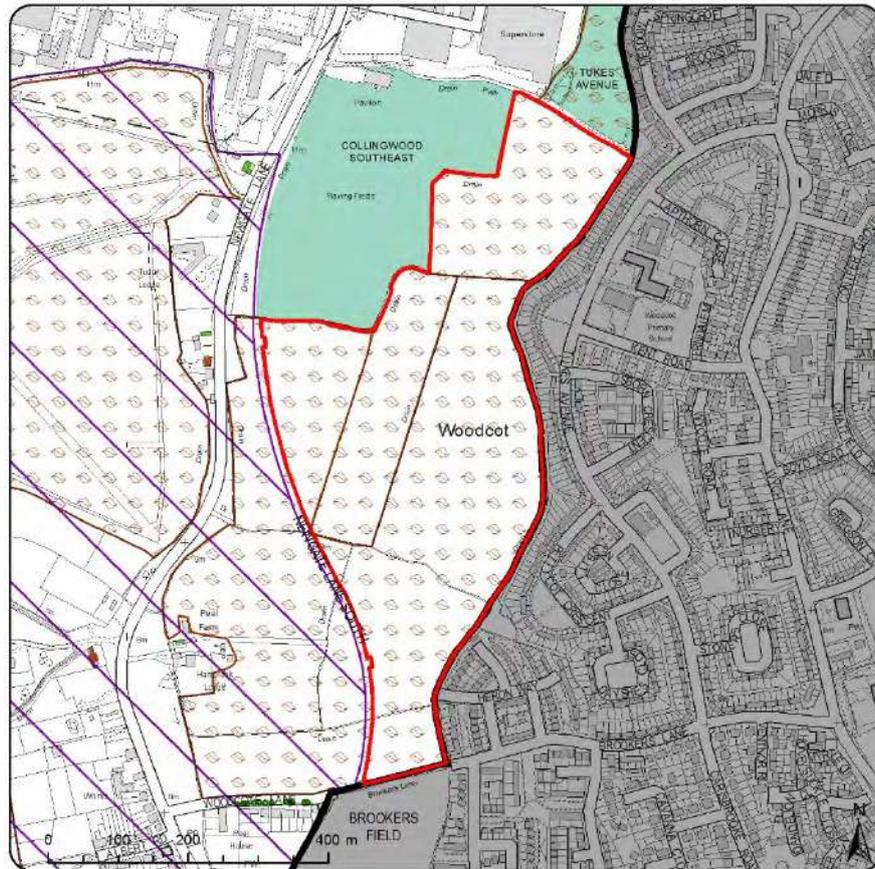
T:\Projects\13000 Series\13747\13747 Land at Brookers Lane (Bridgeman)\Tech\Acad\1-Transport Drawings\Working Drawings\GA\ITB13747-GA-004.dwg

## **APPENDIX A. DEVELOPMENT FRAMEWORK PLAN**

# DEVELOPMENT ALLOCATIONS



<b>Housing Site:</b> HA2	<b>SHLAA Reference:</b> 3133 (incorporating 3002, 3028 and 3057)
<b>Name:</b> Newgate Lane South	<b>Proposed Use:</b> Residential
<b>Location:</b> Peel Common	<b>Indicative Capacity:</b> 475 dwellings
<b>Size:</b> 22.4ha	<b>Planning Status:</b> None



**FAREHAM**  
BOROUGH COUNCIL

**SITE NAME : Newgate Lane South, Peel Common**

**LEGEND**

- ▭ HOUSING ALLOCATIONS
- ▭ STRATEGIC GAP
- ▭ "UNCERTAIN" BRENT GEESSE & WADER SITES\*\*
- ▭ EXISTING OPEN SPACE
- TPO TREE INDIVIDUAL
- ▭ LOCALLY LISTED BUILDING
- ▭ STATUTORY LISTED BUILDING

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Planning permission will be granted provided that detailed proposals accord with the policies in the Local Plan and meet the following site specific requirements:

- a) The design and layout of proposals shall be informed by and be consistent with the Development Framework in Appendix D; and
- b) The quantum of housing proposed shall be broadly consistent with the indicative site capacity; and
- c) Primary highway access shall be focused on Newgate Lane South in the first instance, with Brookers Lane having the potential to provide secondary access for a limited number of dwellings; and
- d) The provision of a north-south natural greenspace buffer of 25 metres minimum width between proposed development and both the boundary of the Newgate Lane South highway and HMS Collingwood playing fields, in accordance with the Development Framework in Appendix D; and
- e) The provision of pedestrian and cycle connectivity between adjoining parcels as



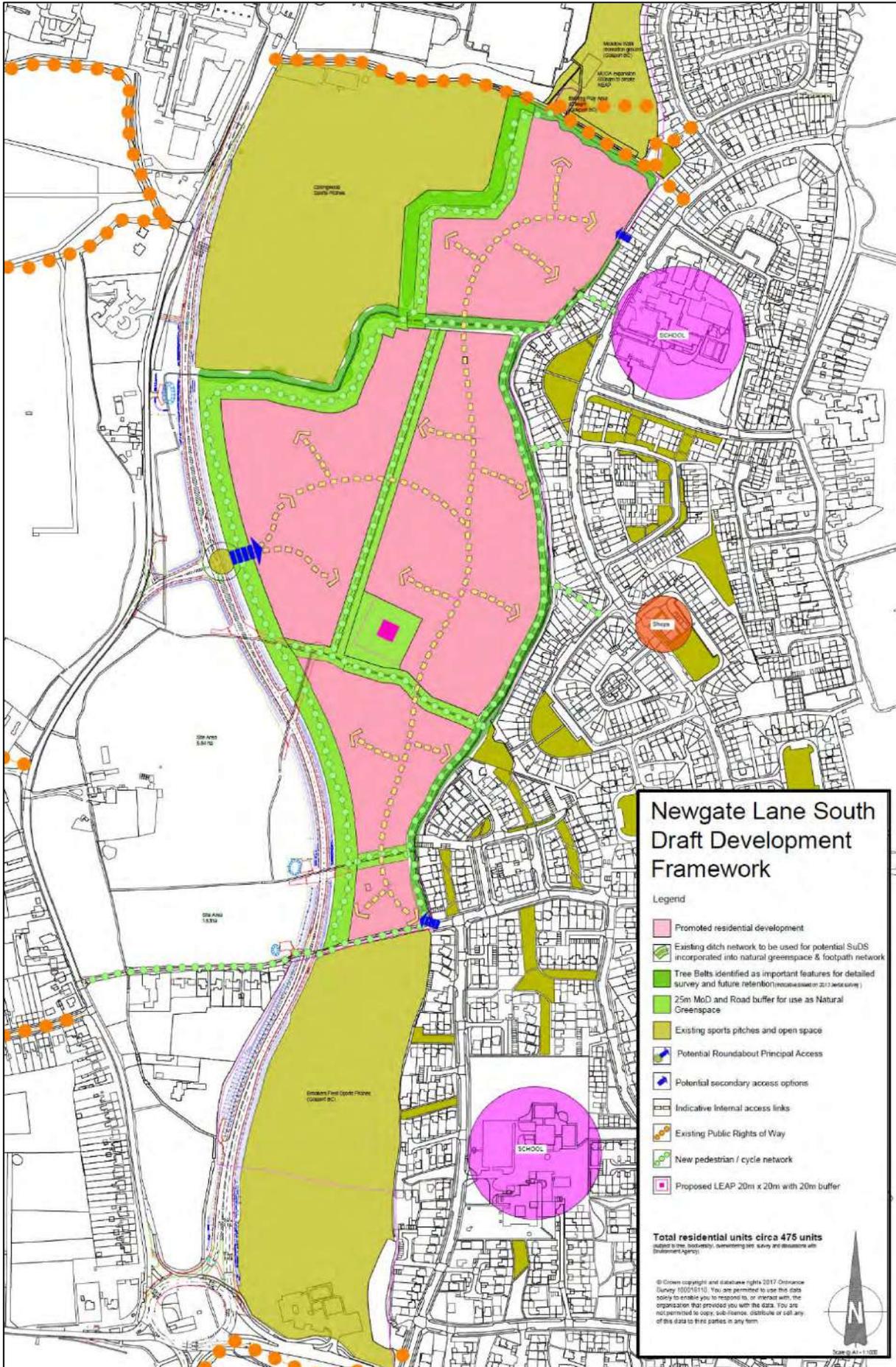
identified by the Development Framework, as well as safe pedestrian/ cycle crossing points of Newgate Lane South, safe and accessible walking/ cycling routes to local schools, open spaces and nearby facilities in Woodcot/Bridgemarky.

- f) The provision of vehicular highway access between individual development parcels, as identified by the Development Framework, without prejudice to adjacent land in accordance with Policy D4; and
- g) Building heights shall be limited to a maximum of 2.5 storeys, except for buildings which front onto Newgate Lane South and Bridgemarky/Woodcot where building heights shall be limited to a maximum of 2 storeys; and
- h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals in a manner that does not impact on living conditions; and
- i) Existing drainage ditches on-site should be retained and enhanced as part of a Sustainable Drainage System (SuDS) incorporated within the overall green network for the site; and
- j) Proposals shall either provide directly, or provide the mechanism for the delivery of the following infrastructure, having regard to national legislation on pooling contributions:
  - Off-site highway improvement and mitigations works; and
  - Local schools and early-years childcare improvements (as identified by the Local Education Authority); and
  - A Neighbourhood Equipped Area of Play (NEAP) and a Multi-Use Games Area (MUGA) for older children on-site as shown on the Development Framework; and
  - Improvements to existing off-site sports facilities at Brookers Field and Tukes Avenue.

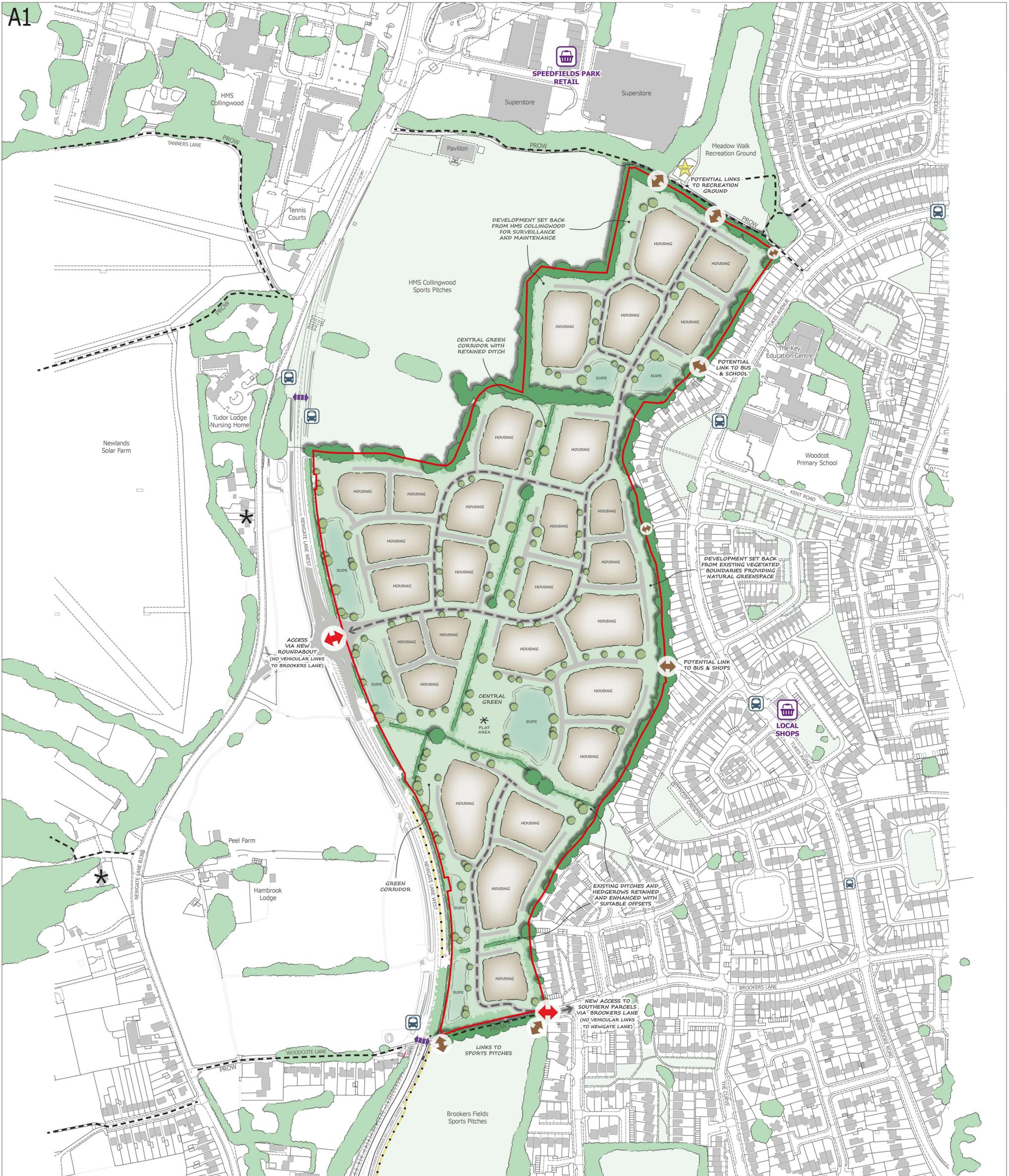
This site allocation is based around the delivery of the new section of highway known as Newgate Lane South. The road scheme is third stage of work on the Newgate Lane corridor, linking the improvements at the northern section of Newgate Lane, undertaken in 2014/15 and the Peel Common roundabout, in 2015/16. It replaces the existing route for through traffic. The scheme has both planning consent (P/15/0717/CC and 15/00382/HCC3) from Hampshire County Council and agreed funding from the Solent LEP. Furthermore, in summer 2017 construction of the new road commenced, with the works estimated to take approximately 12 months to complete. Once completed, the new road will form the western boundary of this site allocation.

The allocated land comprises a number of different site promoters. As such, the Council has composed a Development Framework (Appendix D) for the site which sets out the rationale and approach for achieving a comprehensive and coordinated development that allows for excellent connectivity throughout the site and to the surrounding area, whilst allowing for development to come forward on a phased basis.

The open space and equipped play space need has been derived when considering the overall quantum of development and how and where this can be best achieved within the overall comprehensive development.



## **APPENDIX B. CONCEPT MASTERPLAN**



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REV	DESCRIPTION	DATE	AUTHOR	CHK'D
A	Pedestrian links updated	24/02/20	BA	

- KEY**
- Indicative site boundary
  - Existing vegetation
  - Proposed vegetation
  - Proposed residential development
  - ➔ Proposed vehicle access
  - Main vehicle route
  - ➔ Potential pedestrian Links
  - ✳ Play Area
  - Sustainable Drainage Systems (SuDS)
  - Public Right of Way
  - ➔ Existing crossing points on Newgate Lane West
  - ★ Existing play area
  - Existing bus stop
  - Existing shops
  - ✳ Listed building
  - Existing acoustic fence



**PROJECT**  
 Newgate Lane South  
 Fareham  
 For: Consortium

**DRAWING**  
 Concept Masterplan - 01

SCALE	DATE	AUTHOR	CHK'D
1:2000 @ A1	16/08/18	BA	TB
<b>JOB NO.</b>	<b>DRAWING NO.</b>	<b>REV</b>	
A097690	CMP-01	A	

## **APPENDIX C. SITE ACCESS TECHNICAL NOTE**

## **APPENDIX D. HCC CORRESPONDENCE**

## Tim Wall

---

**From:** Morton, Stuart <[REDACTED]>  
**Sent:** 05 September 2018 08:23  
**To:** Steve Jenkins  
**Cc:** Tim Wall; Drury, Holly  
**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Steve,

Thank you for your patience on this. As I am sure you appreciate, the question whilst asked simply, is complex to answer and crosses a few teams within HCC, not just DP.

I reiterate the overarching principle of these accesses has been commented on through the Local Plan process, with the position being that they are considered directly prejudicial to the role and purpose of the Newgate Lane highway improvement scheme, recently completed with Government funding. Separate to this you have approached HCC DP to carry out a review of some technical material related to these accesses which I comment on below.

### **Newgate Lane Access**

Based on the theoretical modelling you have undertaken on the access in isolation, it is demonstrated that 10 second additional delay will be incurred at this point in the network, as a result of your proposed access junction. Whilst not prejudicing the overarching position, HCC is mindful that this delay could be reduced/controlled further should the junction take the alternative form. You have previously outlined sufficient land to secure a junction in any form.

Also as previously mentioned your technical analysis is on the access junction in isolation and the development impact on the wider network is not demonstrated. We however expect this to be evidenced (or otherwise) within the forthcoming evidence base for the emerging local plan.

### **Brookers Lane**

A pre-application design check has been submitted for this scheme, which, to be clear, reviews the technical ability to construct an access only and does not agree the principle or acceptance in planning terms of a new vehicular access onto Brookers Lane. Technically we can confirm that a suitable access could be constructed. We are unable to assess whether it is acceptable in principle until more details are confirmed on the extent of development it would access through the making of a planning application, or through further assessment and outcomes being available from the wider emerging local plan assessment.

There are a couple of matters which should be noted regarding the current proposed design.

1. The tracking drawing provided shows the vehicle running along the kerb edge and centre line. This is obviously not acceptable. We believe a suitable design can be achieved by widening the access road to accommodate the vehicle (to 6m).
2. The alignment and connection of the shared use path facility onto Brook Lane is inadequate. The shared use path would need to be extended within the site road to allow cyclists to join the cycle route and re-join the carriageway past the new aligned access road.

I hope the above is helpful at this stage.

Regards

**Stuart Morton**  
Transport Team Leader

Strategic Transport



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**From:** Steve Jenkins [mailto:  
**Sent:** 09 August 2018 17:46  
**To:** Morton, Stuart; Drury, Holly  
**Cc:** Tim Wall  
**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Thanks Stu, that's helpful.

Regards Steve

**Steve Jenkins BSc MSc MCIHT MRTPI**  
**Associate Partner**  
for i-Transport LLP



---

**From:** Morton, Stuart   
**Sent:** 09 August 2018 16:31



Steve,

The principle of these accesses has been commented on through the Local Plan process. Our review of the technical material related to these access is on-going but of course inter-related. A meeting is arranged with the Director here next Wednesday to discuss after which we can comment further.

Hope that helps.

Thanks

Regards

**Stuart Morton**  
Transport Team Leader



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**From:** Steve Jenkins [REDACTED]  
**Sent:** 08 August 2018 17:46  
**To:** Drury, Holly  
**Cc:** Morton, Stuart; Tim Wall  
**Subject:** FW: Newgate Lane, Meeting with HCC - minutes of meeting

Hi Holly and Stu,

I'll keep this brief. I am chasing you on two counts on this site I'm afraid.

Our clients (Miller and Bargate) are chasing us and FBC are chasing them. Both are asking us for updates on the position with regard to the matter of site access at this draft allocation.

Firstly, is the principle of the roundabout access onto Newgate Lane (drawing ITB10353-GA-003 Rev B) now agreed? If not, please confirm what additional assessment work is required to demonstrate the suitability of the proposed junction on Newgate Lane South. Our position is set out below.

Also, is the principle of the secondary access to the site from Brookers Lane (to serve a limited part of the proposed allocation site i.e. up to 100 dwellings), as covered in the attached email (drawing ITB13747-001B) now agreed, subject to the normal assessments that would be required at both the planning and Section 278 stages.

If you cannot answer these now, please can you let us know when we will receive HCC's response. We have paid for pre-app services on these matters.

Regards Steve

**Steve Jenkins BSc MSc MCIHT MRTPI**  
**Associate Partner**  
for i-Transport LLP

---

**From:** Tim Wall  
**Sent:** 18 July 2018 09:24

T  
C [REDACTED]

**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Holly,

Thank you for your e-mail. This does however provide perhaps less clarity than we had before.

As we understand HCC's position:

- HCC objects to the draft Allocation, on the basis that a new access may reduce the benefits of the recently constructed Newgate Lane South scheme by introducing additional delay
- Any new junction to Newgate Lane South would introduce some element of delay at the new junction
- HCC accepts that the land holding described provides the potential to deliver a satisfactory junction in design terms, and to further reduce any delay resulting from the junction beyond that already considered and presented
- The impact of the delay arising from the junction has not been considered in the context of the wider corridor, and in HCC's view may result in a 'Severe' impact.

Whilst we can understand the need for HCC to consider carefully the provision of new junctions in the area, and is correct to have in mind the impact of introducing new junctions on the network in terms of the wider demands, we need to put into context the proposed impact of the development, namely that:

- Providing a new roundabout junction on Newgate Lane South will inevitably result in some delay at the junction. However, in this case the average delay on the worst performing arm of the junction is 10 seconds. This is plainly a vanishingly small increase in delay, and will be imperceptible to the travelling public. The remainder of the approaches generate less delay of between 4-9 seconds. This cannot be considered to be a severe impact;
- The proposed junction is located between two traffic signal controlled junctions, one at Peel Common and one at Royal Sovereign Avenue. By their very nature, traffic signal junctions introduce periods of delay, where the junction cycles to provide priority to alternative arms. Any downstream delay incurred as a result of the proposed roundabout to Newgate Lane will in all likelihood be absorbed by the existing delay and operation at both Peel Common and Royal Sovereign Avenue, and will in all reality have no material impact on journey times on the wider corridor. In simple terms, cars will catch up any lost time at the next junction; and
- Notwithstanding this, to put the isolated delay arising from the proposed Newgate Lane South roundabout into context, as you have requested, the table below provides an appraisal of the junction delay considered against journey times between Cherque Way (south of Peel Common) to M27 Junction 11, in both peak periods:

Route	Existing Journey Time (Google Maps)		Junction Delay at NLS (2036)		Corridor Impact	
	Morning Peak (at 07:45)	Evening Peak (at 17:00)	Morning Peak (at 07:45)	Evening Peak (at 17:00)	Morning Peak (at 07:45)	Evening Peak (at 17:00)
Newgate Lane northbound  Cherque Way - Peel Common – M27 Junction 11	14-30 Mins = 22 Mins (1,320 Secs)	9-16 Mins = 12.5 Mins (750 Secs)	10.51 Secs	6.99 Secs	0.80%	0.93%
Newgate Lane southbound	9-16 Mins = 12.5 Mins (750 Secs)	12-26 Mins = 19 Mins (1140 Secs)	3.89 Secs	9.30 Secs	0.52%	0.82%

M27 Junction 11 – Peel Common – Cherque Way						
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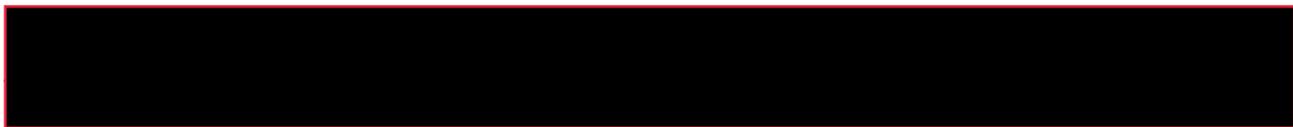
As is plain, the impact of the introduction of the proposed junction is immaterial, increasing delay by less than 1 percent. Surely we are not at a point on the corridor when **any** new delay arising from delivering a site access to an otherwise suitable and sustainable site for development, however small or inconsequential as is demonstrated here, should prevent access being agreed in principle? We accept any access would be subject to the normal and further assessments at both the planning and S278 stages.

We would ask that you consider the contents of this e-mail, and seek to provide some further clarity on your position. Particularly, if you feel additional assessment work is required to demonstrate the suitability of a new access junction on Newgate Lane South, please can you advise what this would comprise so that we can prepare this for you.

Kind regards

Tim

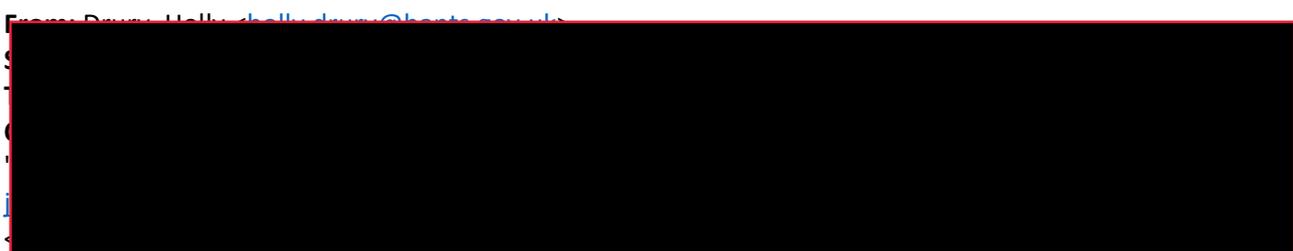
**Tim Wall BA (Hons) MSc MCIHT CMILT**  
**Associate Partner**  
for i-Transport LLP



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**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

*Dear Tim*

*Thank you for your email and apologies for the delay.*

*As you are aware there remains an objection from HCC to this emerging allocation, principally because the recent improvements to Newgate Lane were specifically designed to improve journey times in the area. An access along it has the potential to lessen this benefit.*

*If your proposed access were to be taken in isolation, it is noted that additional delay to Newgate Lane is a consequence of your proposal. It is likely that, based on what you have advised us, the landowners have sufficient land to deliver a roundabout to any scale or form required which may reduce this delay. Furthermore there may be another junction type which could reduce delay on Newgate Lane from that which you have presented.*

*However as you note the impact of the proposed development has not been considered in the context of the wider delay along the corridors leading to and from the site. We are therefore unable to confirm without the provision of additional information if the overall impact of the site can be accommodated or mitigated without causing a significant negative impact on the Highway including to the Newgate Lane corridor and its extension to A27 via the A32.*

Kind Regards  
Holly



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Hi Holly,

It has now been nearly 2 months since my e-mail below asking for clarity on HCC's position on the proposed access to serve draft allocation HA2.

Whilst we of course understand the need for HCC to consider this matter carefully, can you please let me know when you expect HCC to be able to respond on this matter?

As outlined below, on the basis of the technical assessment work we have presented and agreed, can HCC now confirm that there are no technical objections to the delivery of a roundabout to Newgate Lane South to serve the

proposed allocation site, subject as always to the normal assessments that would be required at both the planning and Section 278 stages.

There is a meeting later this week between our clients and Fareham BC, and it would be helpful to have some clarity on this point before then.

Kind regards

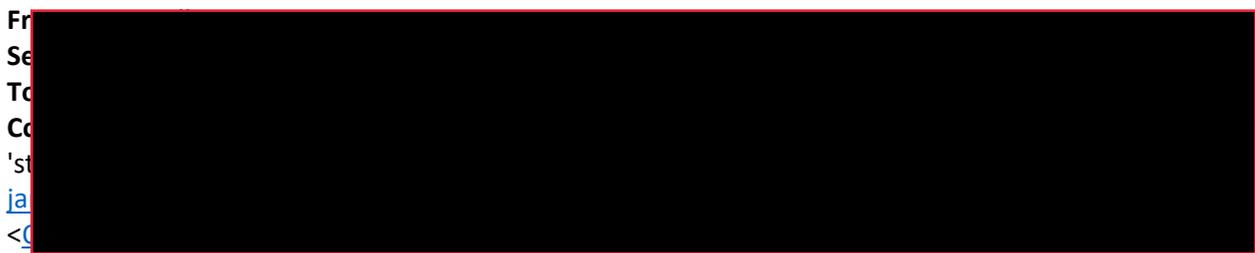
**Tim Wall BA (Hons) MSc MCIHT CMILT**  
**Associate Partner**  
for i-Transport LLP



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**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Hi Holly,

I hope all is well.

Can you let me know when you anticipate being in a position to respond to my e-mail below please?

Kind regards

**Tim Wall BA (Hons) MSc MCIHT CMILT**  
**Associate Partner**  
for i-Transport LLP



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[Redacted]

**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Holly,

Thank you for your e-mail and for your continued help with this matter.

Your comments about the vehicle routing are noted and we will be in contact at the appropriate time to take this forward in an agreed manner.

In the meantime, to summarise the position that I understand we have reached with specific regard to the access in the context of the draft Local Plan:

- Following the sensitivity testing (in terms of trip rates and turning movements at the roundabout) HCC is satisfied that the modelling assessment of the proposed roundabout junction is suitable to consider the acceptability of access to the draft Allocation site; and
- Whilst the design process will define the precise form of the scheme (such as the length of exit merge needed to achieve optimum lane usage), HCC is satisfied that there is sufficient scope in the land control to achieve a satisfactory junction to Newgate Lane South in both design and operational terms.

On this basis, can you confirm, subject of course to the normal assessments that would be expected at planning application and Section 278 stages, that HCC has no technical objections to a new roundabout onto Newgate Lane to serve the draft Allocation site HA2?

Kind regards

Tim

**Tim Wall BA (Hons) MSc MCIHT CMILT**  
**Associate Partner**  
for i-Transport LLP



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**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Steve

Thanks for the minutes. These are agreed as reflective of the discussion on the day based on the information we had to date. They should be considered alongside ongoing communication regarding this matter and not in isolation.

I note the additional ward has been added with regards distribution and the models have been updated and the models are agreed however please note our comments below.

I note our action to review and respond on the route choice. This can be considered once the additional route timing evidence has been provided. I understand that this was something you were wanting to review together.

Regarding the unequal lane usage matter we note the content of your email below. We believe however that there will be an element of unequal lane usage because, despite the set up of modelling software, drivers in Britain who commonly travel through this type of arrangement with an exit merge (at a roundabout or signals or even on a dual carriageway where there is a two to one lane merge) are often reluctant to use the second offside lane, when they know they will have to merge on exit from the junction, because in Britain many people still (wrongly) see this as 'cutting-in'. Also drivers in the nearside lane are often reluctant to leave a gap and/or let people from the offside lane in. It's therefore unusual to observe the full amount of capacity predicted by a model as whilst some (perhaps more aggressive) drivers will use the offside lane, not everyone

will. We are aware that a model showing single lane usage would also not reflect the true operation of the proposed junction but in reality there would be a point in-between these two models which would be true. We therefore believe that there may be a more systematic under-use of the offside lane that Arcady takes into account as 'random' variation and therefore increases in the delay predicted.

Increasing the length of the exit merge taper would help achieve the proposed modelled results as a longer taper would increase the propensity for the offside lane to be used and therefore capacity at the roundabout would be increased. How long this should be would need to be considered along with other geometric design comments. If you wish for this to be explored further please let me know and I can request comments from our engineering team.

Kind Regards



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**Subject:** Newgate Lane, Meeting with HCC - minutes of meeting

Hi Holly and Stu,

Thank you for your comments on the minutes, all of which are accepted, albeit we are surprised at some of them - particularly the deletion of 'very onerous' in respect of the 90% test which I recall was universally accepted as just that.

Please note the following, non-contentious minor amendments:

- 2.6 – I have added the words 'by HCC';
- 4.6 – I have noted that the worksheet is attached to the minutes;
- 4.14 – I have noted that the models are attached to the minutes; and
- 4.17 – I have added that 'i-Transport' consider the uplifted trip rates of 0.569 and 0.647 to be much higher than would be expected for a strategic scale site.

Attached is a pdf of the agreed minutes.

I note your comment on 6.1 and fundamentally disagree with your observation and understanding of the ARCADY programme, this was an action to us, our response is set out below.

To re-cap, you state:

*“Whilst the Kimber model is used for the initial junction assessment within Arcady where there is a reality of unequal lane usage due to control of lane use by road markings or through a potential likelihood that lane usage could not be assumed to be openly available for all destinations then Junctions 9 has for a long time had the Lane Simulation tool. This should be utilised here to address the concern that due to the requirement to merge on exit lane usage on the roundabout approaches will not be evenly split across all available lanes.”*

Firstly, there is no ‘reality of unequal lane use’ or any ‘control of lane use by road markings’ at this location.

Secondly, the ARCADY software does not rely on lane usage being ‘evenly split across all available lanes’.

The TRL document- Roundabout Capacity: The UK Empirical Methodology, provides the definitive guidance on these matters. It directly contradicts your assertion that entry width relationships only work if all the available road space is used all the time – quite simply, it says, ‘This is not true’. Indeed, TRL go much further stating, ‘If space is randomly not used from time to time, just because drivers choose not to, then this behaviour is fully reflected in the road measurements behind the empirical relationships, and therefore they take this into account when predicting the capacity of a proposed roundabout entry’.

We do, of course accept that there are some junctions where poor design or historic remedial measures mean that all road space cannot be used. TRL describe this as a systematic failure to use all the road space for a number of reasons, such as:

- (i) Poor geometry or visibility;
- (ii) Inappropriate lane arrows / markings; and
- (iii) Exits which are only able to accept one lane of traffic.

None of these points apply to the proposed design at Newgate Lane South (NGLS) which is:

- (i) Designed to meet all DMRB standards;
- (ii) Provides full 40mph visibility;
- (iii) Provides two lane entries and two lane exits on all arms - see drawing ITB10353-GA-003.

In further consideration of the above point, it is clear from the current and forecast traffic flows that the vast majority of movements on NGLS will be north / south (and vis versa). Peak time traffic will largely be motorists using the road on a daily basis who will be fully aware that the north / south (and vis versa) movement is fully available via two lane entries and two lane exits. You will be aware that our traffic work shows that in 2036, 97% and 95% of NB and SB entry flow is straight across in the morning and 90% and 93% is straight across in the evening. It is simply not plausible that such a volume of drivers will systematically queue in the nearside lane whilst the off side lane is empty. As noted in the minutes, we control land on both approaches and we can further lengthen the extent of two lane entry and two lane exit if you feel this necessary.

Attached are the models and worksheets as per our actions – the worksheet has been updated to include the third JTW area and modelling tables updated as per the actions.

Regarding the models, we have updated the HGV percentages, this has marginally decreased the junction performance. A 2 metre extension of the length of two lane entry would bring the junction performance back to that which we presented to you at the meeting. This can clearly be achieved given our land control. Quite frankly, we are talking about a maximum 10 second delay for a short period on a corridor which is controlled by traffic signals, any such delay will, in all likelihood be lost at the next up or downstream junction and will have no material impact on journey times along the corridor.

The worksheet has been updated to include the third JTW area, this includes some areas north of the A27 which we do not consider comparable to the site, nonetheless this further area makes very little difference as you will see.

We have also checked the traffic flows used for the 'old road' connection for our assessment of both the HCC junction and the site access roundabout. The flows used are from the HCC NGLS TA.

Finally, as discussed at the meeting, we remain confident that the HCC objection to the Local Plan policy is untenable and that whilst there is work to do to support a planning application (i.e. wider traffic impact and developing a sustainable transport strategy) matters relating to site access should clearly, under any reasonable assessment be readily agreeable.

We look forward to your response on the HCC actions.

Regards Steve

**Steve Jenkins BSc MSc MCIHT MRTPI**  
**Associate Partner**  
for i-Transport LLP

[Redacted]

[Redacted]

**Subject:** RE: Newgate Lane, Meeting with HCC - minutes of meeting

Steve

We have the attached comments on the meeting minutes. At present the meeting minutes are not agreed.

Kind Regards

[Redacted]



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**Sent:** 06 March 2018 17:48

**To:** Tim Wall; Lyons, Robyn; Drury, Holly

**Cc:** Andy Evans; Paul Thomas; Morton, Stuart; Seebohm, Oli; Steve Birch; PAUL NEWMAN;



**Subject:** Newgate Lane, Meeting with HCC - minutes of meeting

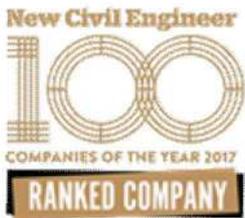
Hi All,

Please find attached the minutes of the meeting last week.

Do please let me know if you require any changes before we issue in PDF.

Regards Steve

**Steve Jenkins BSc MSc MCIHT MRTPI**  
**Associate Partner**  
for i-Transport LLP



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**APPENDIX B.** SITE ACCESS TECHNICAL NOTE  
– AUGUST 2020



## Technical Note

Project No: ITB10353  
Project Title: Newgate Lane, Fareham  
Title: Proposed Site Access Assessment  
Ref: ITB10353-006a  
Date: 10 August 2020

### SECTION 1 Overview

- 1.1 Miller Homes and Bargate Homes are promoting Land at Newgate Lane South for residential development. i-Transport LLP has been appointed to provide highways and transport advice in relation to the development proposal.
- 1.2 The land is identified in the Draft Fareham Local Plan 2036 under Policy HA2 for development to deliver around 475 dwellings. The emerging policy for the site identifies that in relation to access:
- c) Primary highway access shall be focused on Newgate Lane South in the first instance, with Brookers Lane having the potential to provide secondary access for a limited number of dwellings; and***
- 1.3 A 'Site Access Strategy' note (*report ref: ITB10353-003*) was submitted to Fareham Borough Council (FBC) and Hampshire County Council (HCC) in February 2018 which assessed the proposed site access junction onto Newgate Lane South. Three potential access opportunities were assessed as follows:
- A priority junction including ghost island;
  - A normal four arm roundabout junction; and
  - A traffic signal-controlled junction.
- 1.4 Junction capacity assessments of the potential site access options determined that the four arm roundabout junction would operate efficiently as the primary access to the site without introducing any material impact on traffic using the Newgate Lane South corridor, whilst also addressing capacity issues that will exist at the existing Newgate Lane / Newgate Lane South junction. A priority junction would offer insufficient capacity and a signal junction would result in increased delay to mainline traffic.
- 1.5 For that reason, a 45m ICD normal roundabout junction to Newgate Lane is proposed as part of the development proposal, shown on **Drawing ITB10353-GA-003B**.

1.6 It is also proposed to provide a secondary access to the site onto Brookers Lane to the south-east of the site to serve circa 99 dwellings and this is shown in **Drawing ITB13747-GA-004F**. An application for the southern part of the HA2 site was submitted to FBC (planning application ref: P/19/1260/OA) and Gosport Borough Council (GBC) (planning application ref: 19/00516/OUT). HCC raised no objections to this access proposal in June 2020.

1.7 Local Plan Representations were submitted to FBC in February 2020 to the 'Update' of the Fareham Local Plan 2036 to demonstrate how the site can be delivered in transport terms and in accordance with the NPPF transport tests outlined in paragraphs 108 and 109.

1.8 HCC raised objections to the draft Plan, including to the allocation of HA2, on the basis that:

***'The purpose of the current improvements to Newgate Lane is to address existing traffic congestion and environmental issues on Newgate Lane and other corridors providing access to the Gosport peninsula and to facilitate better strategic access to jobs at the Solent Enterprise Zone at Daedalus (which is also the case for the Stubbington bypass). An aim of the Enterprise Zone is to contribute to reducing the number and duration of vehicle trips on roads on the Gosport peninsula, in particular out commuting towards the A27 /M27 to access employment in the morning peak travel period. It is therefore the policy of the County Council to maintain the utility of the improvements provided to Newgate Lane in these terms. Consequently, the proposed housing allocation which is likely to both increase the levels of out-commuting from the peninsula in the morning peak travel period and negate the purposes of the Newgate Lane improvements is not supported.'***

1.9 In relation to the access proposed to Newgate Lane, HCC's latest position is summarised as follows:

- The junction modelling demonstrates that 10 seconds additional delay will occur at this point on the network as a result of the new junction - This delay could be reduced further using land within the control of the promoters; and
- Whilst the assessment has considered the access in isolation, the impact on the wider network needs to be demonstrated, which it is expected will be done through the forthcoming Local Plan Evidence Base.

1.10 HCC has not raised any in principle design or safety concerns with the junction and following substantial dialogue has accepted the modelling as a basis to consider the operation of the junction but required consideration of the corridor effects of the junction within the LP Evidence Base. The Local Plan Reps in February 2020 reviewed the latest FBC Evidence Base which included traffic modelling using HCC's Sub-Regional Transport Model. In summary this demonstrates that there are no material impacts on the wider Newgate Lane corridor that result from the delivery of an access to the HA2 site from Newgate Lane. Therefore, the development of the site would not undermine the utility of the new road construction.

- 1.11 This Technical Note (TN) is provided to summarise what has previously been assessed in relation to the proposed roundabout junction to Newgate Lane South and to provide updated modelling results for the potential site access strategy to the site. In particular this utilises updated traffic survey data on Newgate Lane collected post completion of the road scheme.

## SECTION 2 Assessment Parameters

- 2.1.1 Earlier traffic assessment was based on a development of 500 dwellings, all of which would be served from Newgate Lane South. The latest submissions by the promoters estimate that a total of 515 dwellings can be delivered on the site, of which 99 are expected to be accessed from Brookers Lane (in line with the current planning applications) with the remainder (416 dwellings) to be accessed from the proposed roundabout junction. Due to the uncertainties about the progress of the current application, the following scenarios are modelled at the proposed roundabout:

- Likely Case – 425 Dwellings -Assuming that 99 dwellings are accessed from Brookers Lane
- Worst Case – 525 dwellings, all accessed from the proposed roundabout

- 2.1.2 The Stubbington Bypass is now a fully funded, permitted scheme and construction has already commenced on the delivery of the road. All assessments therefore assume that the Stubbington Bypass will be in place and assess the period at the end of the planned Local Plan, in a future year of 2036. Traffic redistribution as a result of Stubbington Bypass has been estimated using HCC's planning application transport assessments for Stubbington Bypass.

### Baseline Traffic Data

- 2.1.3 The previous assessments of the site access roundabout were undertaken using traffic survey data from November 2017 which pre-dated the completion of the road realignment.
- 2.1.4 New baseline traffic survey data has been obtained from the potential developments located to the west of Newgate Lane East and is included in **Appendix A**. This data was obtained in January 2019 and captured the turning counts for all movements on Newgate Lane East post completion of the scheme. The traffic modelling has been updated to reflect these post completion surveys.

### Site Access Roundabout Design

- 2.1.5 Since the previous correspondence with FBC and HCC, and in view of the revised modelling, some minor alterations have been made to the site access design. The revised scheme is illustrated on **Drawing ITB10353-GA-003D** with the changes being increased approach flaring on the mainline arms, and on the Old Newgate Lane approach.

2.1.6 The alterations to the roundabout extend the two-lane approach on the southern arm of the roundabout. This will reduce any queueing and delay and allow the roundabout to operate efficiently in both peak periods whilst minimising any potential impact on Newgate Lane East which was a concern for HCC. Section 3 of this TN summarises the junction capacity assessments undertaken and demonstrates the site access roundabout operates efficiently with minimal queueing and delay.

### Trip Rates

2.1.7 To assess the impact of the proposed development on the potential site access roundabout and Newgate Lane South, the following vehicle trip rates presented in **Table 2.1** have been utilised, which mirror those agreed with HCC for the nearby development proposal at Newlands.

**Table 2.1: Development Trip Rates**

	Morning Peak Period			Evening Peak Period		
	In	Out	Total	In	Out	Total
Trip Rates	0.085	0.389	0.474	0.376	0.163	0.539
425 Dwellings – Likely Case	36	165	201	160	69	229
525 Dwellings – Worst Case	43	195	238	188	82	270

Source: TRICS

2.1.8 The proposed development is expected to generate a total of 238 two-way vehicle movements during the morning peak period and 270 two-way vehicle movements during the evening peak period. Under the worst case assessment, all of these movements would use the proposed roundabout junction. This equates to four to five two-way vehicle movements each minute during the peak periods.

2.1.9 This is a robust assessment of traffic generation. The site is well located to major employment areas (Daedalus and Speedfields Park) and to community facilities, with good potential for sustainable travel use. The trip rates used in the assessment make no allowance for modal shift away from the private car, or for affordable housing provision and apartments which typically generate less peak demand.

### Traffic Distribution and Assignment

2.1.10 **Table 2.2** sets out the development traffic distribution and assignment which has been previously presented to HCC. Traffic is distributed and assigned based on a combination of Census Journey to Work data for employment trips, and a bespoke Gravity model for non-employment trips. The Census Data used pre-dates the establishment of Daedalus as an Enterprise Zone and in practice this will mean that less employment trips are likely to seek to leave the peninsular, with the site being very well located to Daedalus. The location of the site relative to Daedalus EZ provides a strong opportunity to encourage sustainable access to employment. The full traffic distribution is included in **Appendix B**.

**Table 2.2: Development Traffic Distribution and Assignment at Proposed Roundabout**

Description of Route		% Traffic	Morning Peak			Evening Peak		
			In	Out	Two-Way	In	Out	Two-Way
<b>Likely Case – 425 Dwellings</b>								
North	Newgate Lane South	41%	15	68	83	66	28	94
South	Newgate Lane South	59%	21	97	118	94	41	135
<b>Total</b>		<b>100%</b>	<b>36</b>	<b>165</b>	<b>201</b>	<b>160</b>	<b>69</b>	<b>229</b>
<b>Worst Case – 525 Dwellings</b>								
North	Newgate Lane South	41%	18	80	98	77	34	111
South	Newgate Lane South	59%	25	115	140	111	48	159
<b>Total</b>		<b>100%</b>	<b>43</b>	<b>195</b>	<b>238</b>	<b>188</b>	<b>82</b>	<b>270</b>

## SECTION 3 Junction Capacity Assessment

- 3.1.1 The proposed roundabout has been assessed using TRL’s Junctions 9 modelling software. Since the previous correspondence with HCC, minor amendments have been made to the site access arrangement to improve its operation by increasing the flare length of the approach arms. . A drawing demonstrating the model geometry is provided on **Drawing ITB10353-GEOM-001**.
- 3.1.2 **Table 3.1** provides the assessment results, with the full outputs provided in **Appendix C**.

**Table 3.1: Site Access Roundabout – Updated Traffic Modelling Assessment**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>Likely Case - 2036 with Committed Development plus Development (425 Dwellings)</b>								
Newgate Ln (N)	0.37	<1	3	A	0.51	1	3	A
Site Access (E)	0.15	<1	4	A	0.07	<1	4	A
Newgate Ln (S)	0.77	3	7	A	0.52	1	3	A
Newgate Ln (W)	0.10	<1	8	A	0.06	<1	4	A
<b>Worst Case - 2036 with Committed Development plus Development (525 Dwellings)</b>								
Newgate Ln (N)	0.37	<1	3	A	0.52	1	3	A
Site Access (E)	0.19	<1	4	A	0.10	<1	4	A
Newgate Ln (S)	0.78	4	7	A	0.53	1	3	A
Newgate Ln (W)	0.11	<1	8	A	0.06	<1	4	A

Source: Junctions 9

3.1.3 The assessment demonstrates that the proposed site access roundabout junction will operate comfortably within capacity on all arms of the roundabout, both under the 'Likely Case' and 'Worst Case' assessments. The worst performing arm of the junction exhibits a Ratio of Flow to Capacity (RFC) value of 0.78 (Newgate Lane S AM) whereas design capacity is taken as 0.85 RFC.

3.1.4 The maximum modelled average delay is on the western arm of the junction, where an average of eight seconds delay is projected in the morning peak. During the evening peak period, the maximum modelling average delay is on the eastern arm of the junction, where an average of just four seconds delay is projected. This level of delay is inconsequential and means the junction operates under free flow conditions.

3.1.5 The 'Level of Service' for all arms of the junction is LOS 'A', which equates to 'Free Flow', the highest performing category of operation. This is consistent with the junction capacity assessment submitted to FBC and HCC during February 2018.

## 3.2 Sensitivity Tests

3.2.1 As part of earlier engagement, HCC requested a series of Sensitivity Test assessments to appraise the performance of the junction and to understand tolerances. The Sensitivity Test scenarios were:

- Sensitivity Test 1: Development traffic distributed 75% to the north and 25% to the south;
- Sensitivity Test 2: Development traffic distributed 90% to the north and 10% to the south;
- Sensitivity Test 3: Development traffic generation uplifted by 20%;
- Sensitivity Test 4: Development traffic uplifted by 20% and distributed 75% north / 25% south;
- Sensitivity Test 5: Development traffic uplifted by 20% and distributed 90% north / 10% south.

3.2.2 The trip rates applied in the main assessment, as outlined at 2.1.1 and 2.1.2 remain appropriate and robust, whereas the traffic distribution and assignment model (**Appendix B** and **Table 2.2**) presents a realistic appraisal of traffic routing. Nevertheless, these further Sensitivity Tests were carried out and have been updated to consider the latest scheme options.

### Sensitivity Test Trip Rates

3.2.3 Sensitivity Tests 3 to 5 require a 20% uplift in trip generation. This assessment was undertaken to demonstrate the acceptability of the proposed site access as this uplift is much higher than what would be expected for a strategic scale site. The uplifted trip rates and generation are presented in **Table 3.2**.

**Table 3.2: Development Trip Rates (20% Uplift)**

	Morning Peak Period			Evening Peak Period		
	In	Out	Total	In	Out	Total
Trip Rate	0.102	0.467	0.569	0.451	0.196	0.647
425 Dwellings – Likely Case	43	198	242	192	83	275
525 Dwellings – Worst Case	54	245	299	237	103	340

Source: Consultants Calculations / TRICS

3.2.4 **Table 3.2** shows the uplifted trip rates will generate 299 two-way vehicle movements during the morning peak period and 340 two-way vehicle movements during the evening peak period. This equates to around five to six two-way vehicle movements per minute.

### Sensitivity Test Junction Operation

3.2.5 The Sensitivity Test junction capacity results are summarised in **Table 3.3**. The junction capacity modelling outputs are presented in **Appendix D**. The assessment results presented are for the 'Worst Case' assessment, assuming a development of 525 dwellings, all accesses through the proposed roundabout junction, and so overestimate traffic generation through the junction.

**Table 3.3: Site Access – Sensitivity Test (525 Dwellings)**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2036 with Committed Development plus Development (Sensitivity Test 1)</b>								
Newgate Ln (N)	0.52	1	4	A	0.74	3	6	A
Site Access (E)	0.24	<1	5	A	0.13	<1	7	A
Newgate Ln (S)	0.79	4	7	A	0.51	1	3	A
Newgate Ln (W)	0.11	<1	9	A	0.06	<1	4	A
<b>2036 with Committed Development plus Development (Sensitivity Test 2)</b>								
Newgate Ln (N)	0.53	1	4	A	0.75	3	6	A
Site Access (E)	0.24	<1	5	A	0.13	<1	7	A
Newgate Ln (S)	0.80	4	8	A	0.50	1	3	A
Newgate Ln (W)	0.12	<1	9	A	0.06	<1	4	A
<b>2036 with Committed Development plus Development (Sensitivity Test 3)</b>								
Newgate Ln (N)	0.52	1	4	A	0.74	3	6	A
Site Access (E)	0.28	<1	6	A	0.16	<1	7	A
Newgate Ln (S)	0.79	4	7	A	0.54	1	3	A
Newgate Ln (W)	0.11	<1	8	A	0.06	<1	4	A

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2036 with Committed Development plus Development (Sensitivity Test 4)</b>								
Newgate Ln (N)	0.53	1	4	A	0.76	3	7	A
Site Access (E)	0.28	<1	6	A	0.16	<1	7	A
Newgate Ln (S)	0.80	4	8	A	0.51	1	3	A
Newgate Ln (W)	0.12	<1	9	A	0.06	<1	4	A
<b>2036 with Committed Development plus Development (Sensitivity Test 5)</b>								
Newgate Ln (N)	0.53	1	4	A	0.76	3	7	A
Site Access (E)	0.28	<1	6	A	0.16	<1	7	A
Newgate Ln (S)	0.81	4	8	A	0.50	1	3	A
Newgate Ln (W)	0.12	<1	10	A	0.06	<1	4	A

Source: Junctions 9

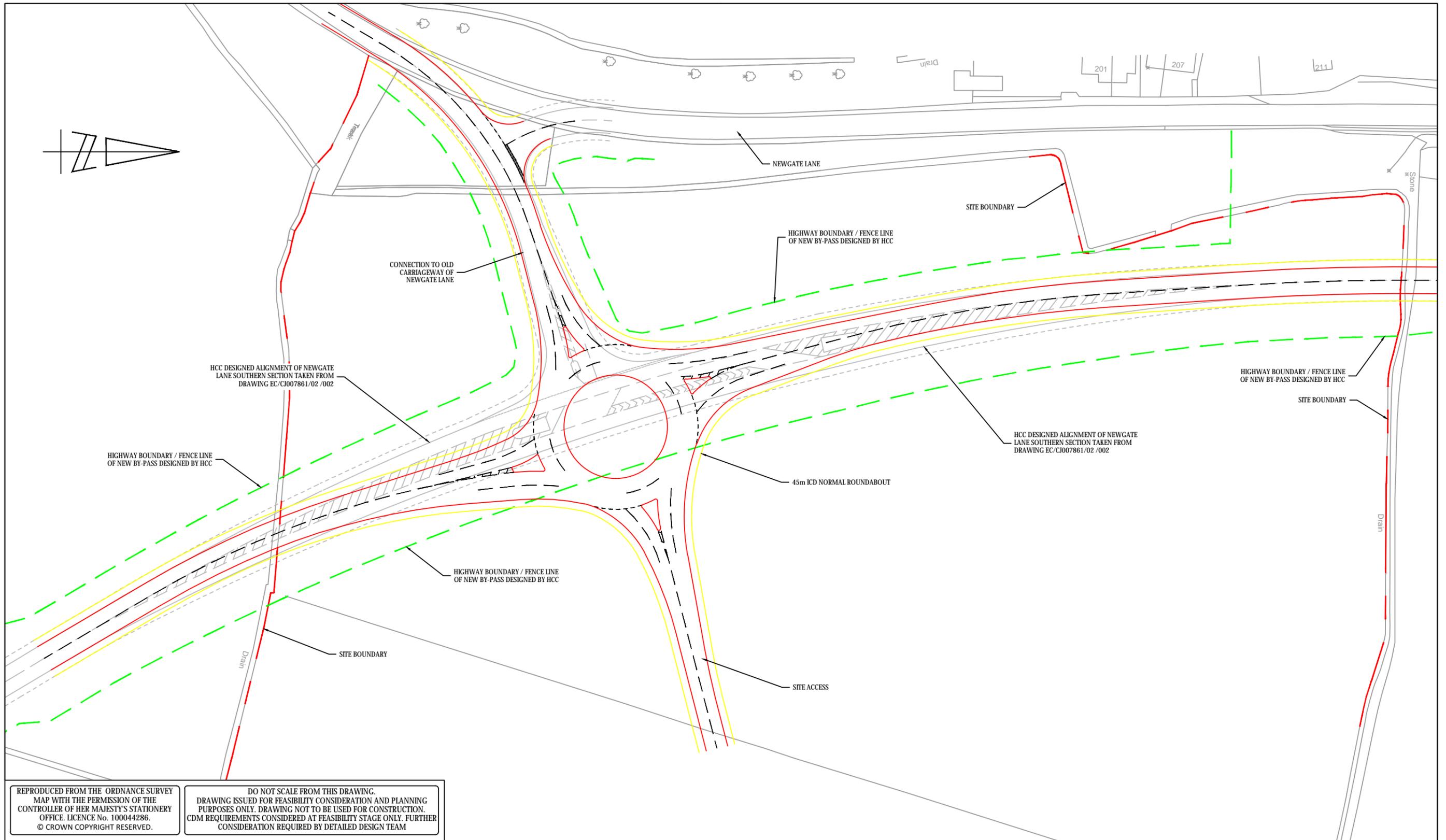
**3.2.6** The proposed site access will continue to operate within capacity on all arms of the roundabout under all Sensitivity Test scenarios. The greatest average delay of just 10 seconds will be experienced on the western arm of the roundabout during the Sensitivity Test 5 morning peak period. This demonstrates the site access roundabout will operate efficiently under the unlikely and robust assessment scenarios as all approaches retain a LOS of 'A – Free Flow'. For mainline flows, even under the most strenuous Sensitivity Test (ST 5) delay for traffic travelling northbound is an average of 8 seconds and 4 seconds southbound in the morning peak, and 3 seconds northbound 7 southbound in the evening peak. This level of limited delay will have no impact on the utility of the Newgate Lane Scheme.

## SECTION 4 Summary and Conclusions

- 4.1** Miller Homes and Bargate Homes are promoting Land at Newgate Lane South (draft allocation HA2) for residential development of around 515 dwellings. i-Transport LLP has been appointed to provide highways and transport advice in relation to the development proposal.
- 4.2** The operation of the proposed roundabout has been considered on the basis of the Likely Case (with 425 dwellings served from the roundabout and 99 from Brookers Lane) and the 'Worst Case' which assumes all 525 dwellings would use the proposed roundabout. HCC has not objected to the current planning application for the southern part of the site with access to Brookers Lane.

- 4.3 The Trip rates applied are robust and the distribution and assignment estimates realistic. The scheme has been updated to improve the operation of the southern arm by extending the flare on approach and the assessments have been updated to use more recently collected traffic data which post-dates completion of the Newgate Lane improvement. There remains sufficient land within either the public highway or the promoter's control to carry out any further design amendments that HCC may reasonably require.
- 4.4 The proposed roundabout junction is demonstrated to operate wholly within capacity under both the Likely Case and Worst Case. All arms of the junction operate within design capacity and with a Level of Service rating of 'A – Free Flow'. Maximum delay on any one arm is 8 seconds which is inconsequential and will have no material impact on the operation of Newgate Lane.
- 4.5 A series of sensitivity tests have also been carried out following earlier dialogue with HCC. These consider a combination of uplifted trip rates and revised traffic distribution. In each case the roundabout operates within capacity and acceptably, without introducing any material delay.
- 4.6 HCC's concerns that the delivery of the HA2 development and access to Newgate Lane will undermine the function of the recent improvement are not borne out by the empirically based appraisal of the junction. Wider impacts of FBC's spatial strategy are being considered through the Council's evidence base. The latest assessment demonstrates that that there are no material impacts on the wider Newgate Lane corridor that result from the delivery of an access to the HA2 site from Newgate Lane.
- 4.7 The development of the site for residential uses in close proximity to the Daedalus Enterprise Zone and well located to local facilities will overall assist in reducing the levels of out commuting in the peninsular, with significant opportunity for local trips to be made by sustainable modes.

## **DRAWINGS**



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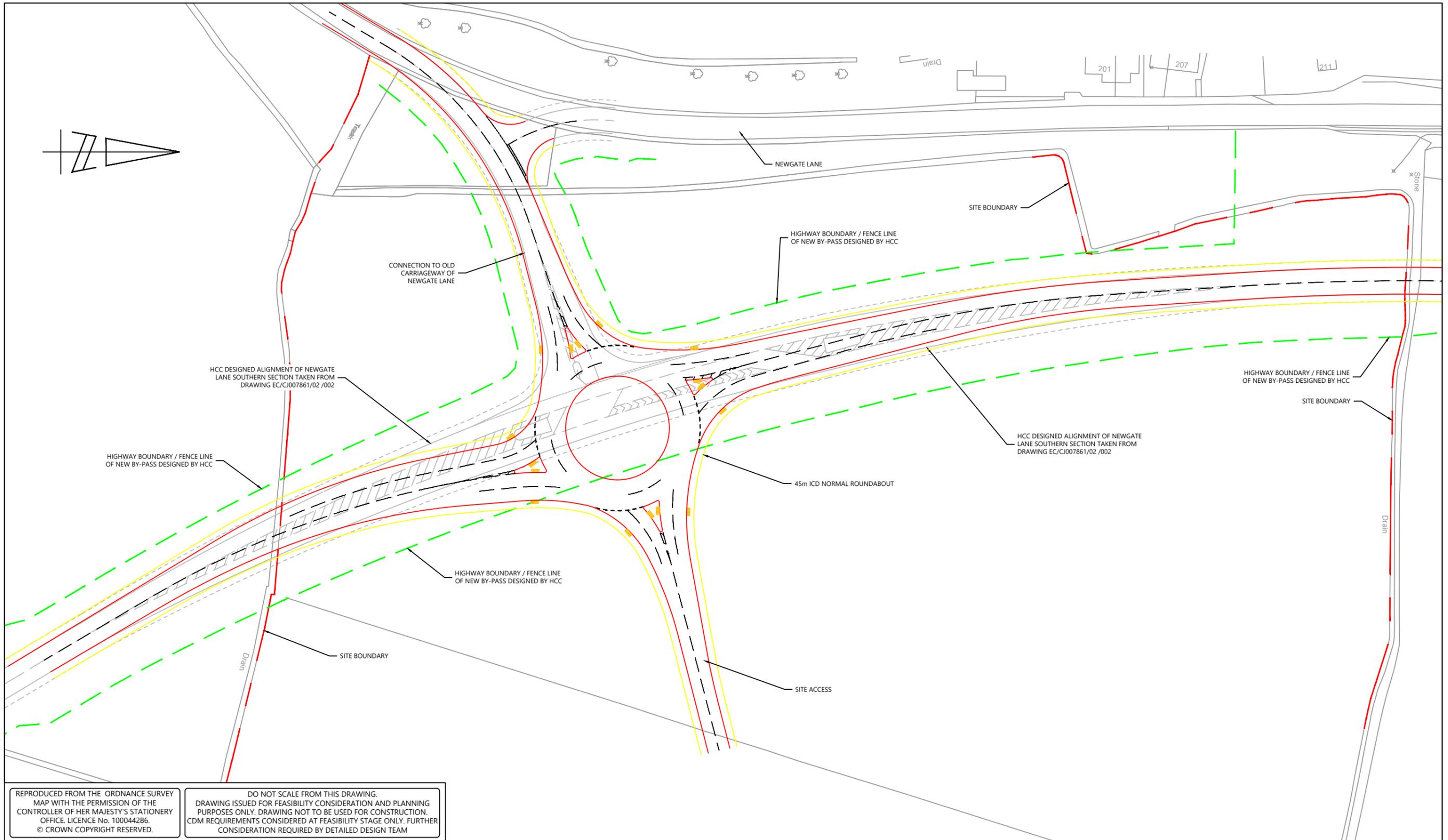
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REV	DATE	BY	DESCRIPTION	CHK	APD
B	11.01.18	MC	SOUTHERN ARM AMENDED	TW	TW
A	19.08.15	PH	NORTHERN ARM AMENDED	TW	TW
STATUS: DRAFT					

TITLE: <b>SITE ACCESS - OPTION 3</b>	
PROJECT: <b>LAND EAST OF NEWGATE LANE, FAREHAM</b>	CLIENT: <b>MILLER HOMES</b>

SCALE @ A3: <b>1:1000</b>	CHECKED: <b>TW</b>	APPROVED: <b>TW</b>
FILE REF: <b>ITB10353</b>	DRAWN: <b>PH</b>	DATE: <b>AUG 2015</b>
DRAWING No: <b>ITB10353-GA-003</b>		REV: <b>B</b>
PROJECT No: <b>ITB10353</b>		



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D	05.08.20	MC	SOUTH AND NORTH ARM AMENDED	TW	TW
C	15.07.20	MC	SOUTHERN ARM AMENDED	TW	TW
B	11.01.18	MC	SOUTHERN ARM AMENDED	TW	TW
A	19.08.15	PH	NORTHERN ARM AMENDED	TW	TW
REV	DATE	BY	DESCRIPTION	CHK	APD

STATUS: DRAFT

TITLE: SITE ACCESS - OPTION 3

PROJECT: LAND EAST OF NEWGATE LANE, FAREHAM

CLIENT: MILLER HOMES

SCALE @ A3: 1:1000

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APPROVED: TW

FILE REF: ITB10353

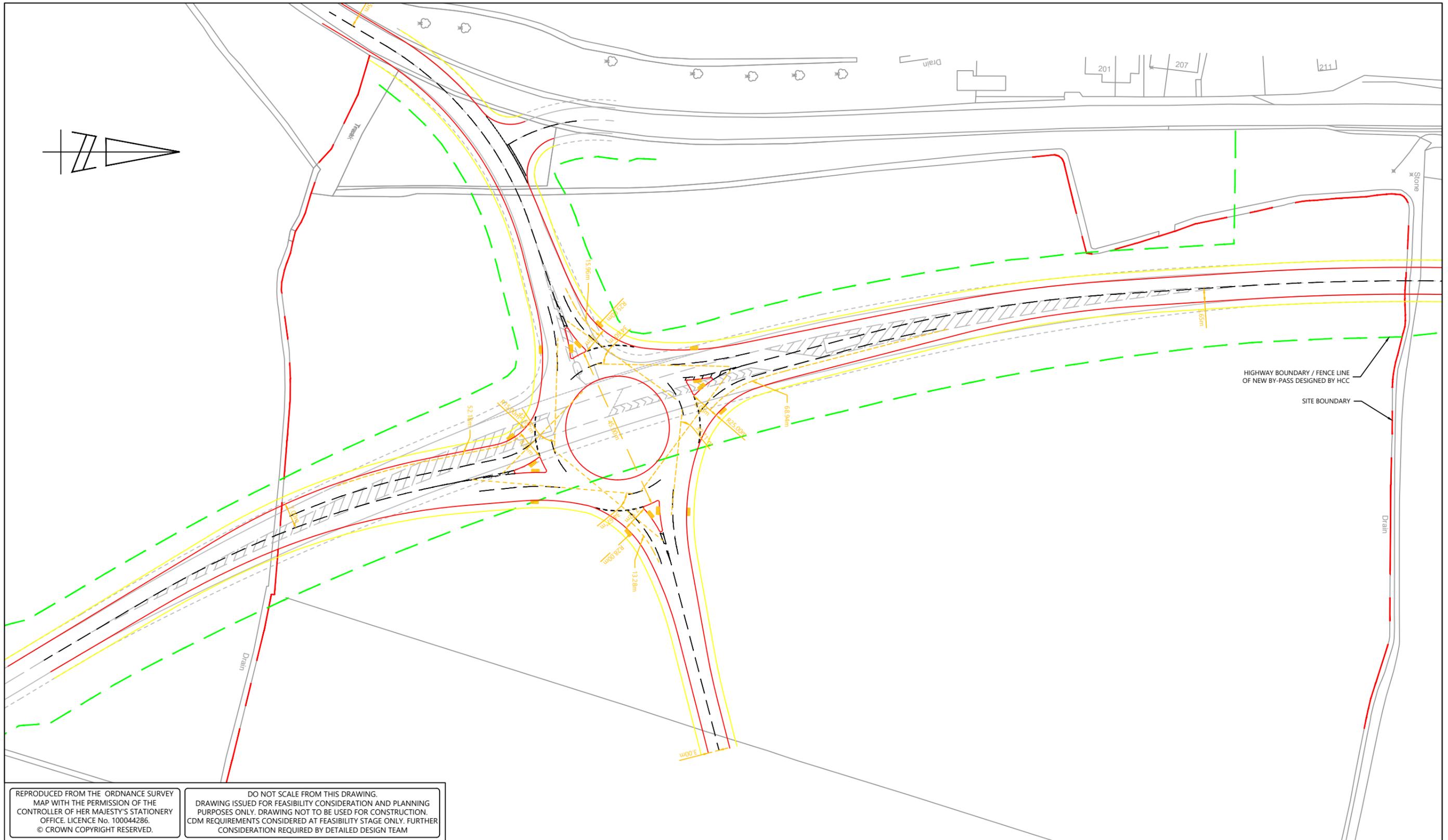
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DATE: AUG 2015

DRAWING No: ITB10353-GA-003

PROJECT No: ITB10353

REV: D



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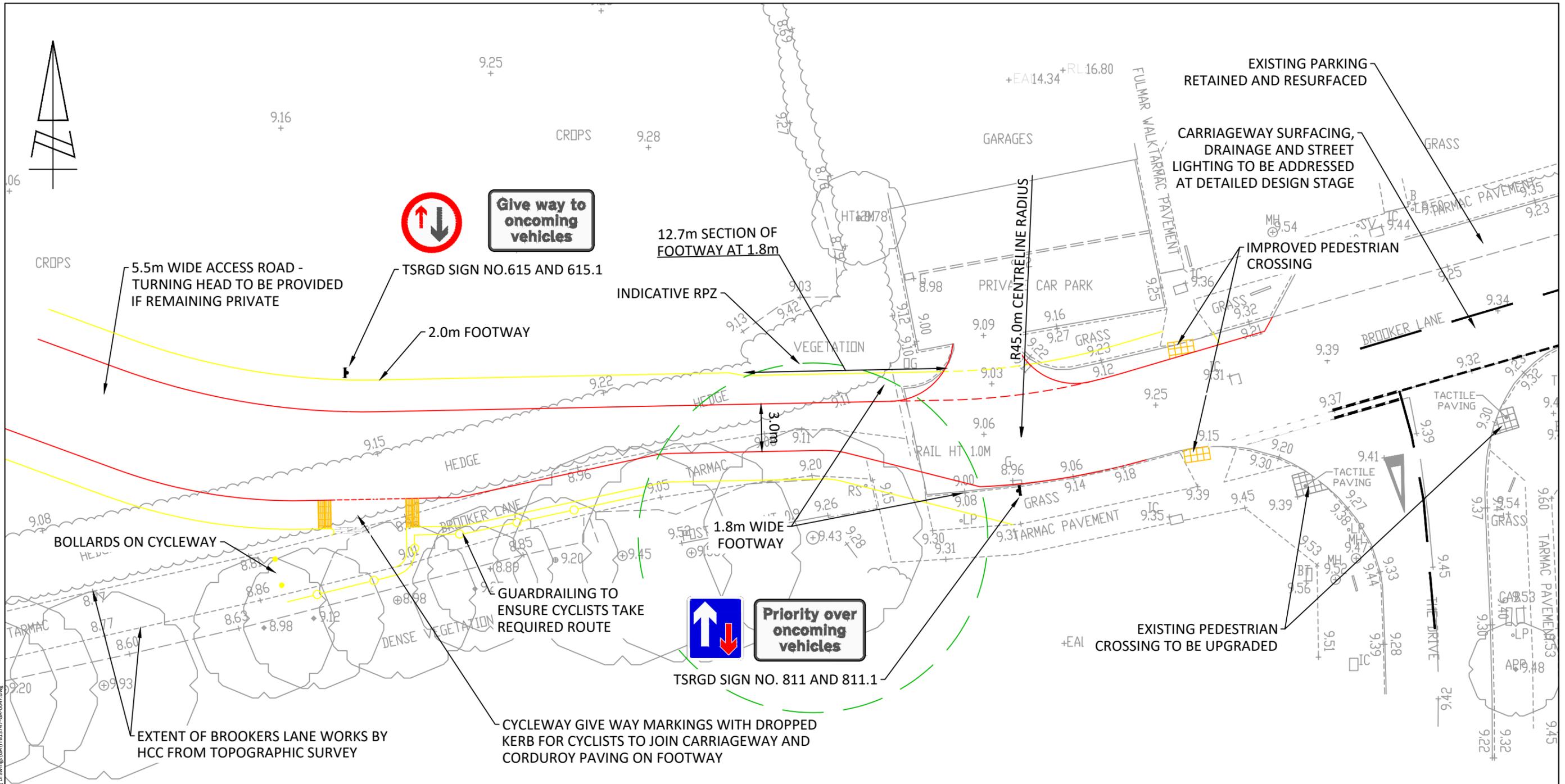
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STATUS: FOR INFORMATION

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 CLIENT: MILLER HOMES

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## **APPENDIX A. TRAFFIC SURVEY DATA**

# Fareham Wednesday 30th January 2019

Junction: (4) Newgate Lane / Newgate Lane East

Approach: Newgate Lane (North)

TIME	Ahead to Newgate Lane East				Right to Newgate Lane (West)			
	LIGHT	HEAVY	BUS	TOTAL	LIGHT	HEAVY	BUS	TOTAL
0700 - 0715	138	7	0	145	2	0	0	2
0715 - 0730	136	6	0	142	4	0	0	4
0730 - 0745	184	7	1	192	3	1	0	4
0745 - 0800	209	11	0	220	4	0	0	4
<b>Hourly Total</b>	<b>667</b>	<b>31</b>	<b>1</b>	<b>699</b>	<b>13</b>	<b>1</b>	<b>0</b>	<b>14</b>
0800 - 0815	199	11	1	211	6	0	0	6
0815 - 0830	185	16	0	201	8	0	0	8
0830 - 0845	167	12	0	179	5	1	0	6
0845 - 0900	156	11	0	167	3	0	0	3
<b>Hourly Total</b>	<b>707</b>	<b>50</b>	<b>1</b>	<b>758</b>	<b>22</b>	<b>1</b>	<b>0</b>	<b>23</b>
0900 - 0915	152	11	0	163	11	1	0	12
0915 - 0930	152	11	1	164	8	1	0	9
0930 - 0945	156	8	0	164	6	0	0	6
0945 - 1000	160	7	0	167	6	0	0	6
<b>Hourly Total</b>	<b>620</b>	<b>37</b>	<b>1</b>	<b>658</b>	<b>31</b>	<b>2</b>	<b>0</b>	<b>33</b>

<b>Session Total</b>	<b>1994</b>	<b>118</b>	<b>3</b>	<b>2115</b>	<b>66</b>	<b>4</b>	<b>0</b>	<b>70</b>
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1600 - 1615	356	4	0	360	3	0	0	3
1615 - 1630	341	3	0	344	6	0	0	6
1630 - 1645	356	5	0	361	5	0	0	5
1645 - 1700	355	3	1	359	9	0	0	9
<b>Hourly Total</b>	<b>1408</b>	<b>15</b>	<b>1</b>	<b>1424</b>	<b>23</b>	<b>0</b>	<b>0</b>	<b>23</b>
1700 - 1715	321	2	0	323	7	0	0	7
1715 - 1730	323	4	0	327	7	0	0	7
1730 - 1745	319	2	0	321	2	0	0	2
1745 - 1800	322	4	0	326	7	0	0	7
<b>Hourly Total</b>	<b>1285</b>	<b>12</b>	<b>0</b>	<b>1297</b>	<b>23</b>	<b>0</b>	<b>0</b>	<b>23</b>
1800 - 1815	325	1	1	327	5	0	0	5
1815 - 1830	344	3	0	347	4	0	0	4
1830 - 1845	277	3	0	280	3	0	0	3
1845 - 1900	201	2	0	203	3	0	0	3
<b>Hourly Total</b>	<b>1147</b>	<b>9</b>	<b>1</b>	<b>1157</b>	<b>15</b>	<b>0</b>	<b>0</b>	<b>15</b>

<b>Session Total</b>	<b>3840</b>	<b>36</b>	<b>2</b>	<b>3878</b>	<b>61</b>	<b>0</b>	<b>0</b>	<b>61</b>
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Queues Measured as Stationary Vehicles (Maximum Observed in Period)

TIME	Queue Lengths (Vehicles)
700	0
705	0
710	0
715	0
720	0
725	0
730	0
735	0
740	0
745	0
750	0
755	0
800	0
805	0
810	0
815	0
820	0
825	0
830	0
835	0
840	0
845	0
850	0
855	0
900	0
905	0
910	0
915	0
920	0
925	0
930	0
935	0
940	0
945	0
950	0
955	0

TIME	Queue Lengths (Vehicles)
1600	0
1605	0
1610	0
1615	0
1620	0
1625	0
1630	0
1635	0
1640	0
1645	0
1650	0
1655	0
1700	0
1705	0
1710	0
1715	0
1720	0
1725	0
1730	0
1735	0
1740	0
1745	0
1750	0
1755	0
1800	0
1805	0
1810	0
1815	0
1820	0
1825	0
1830	0
1835	0
1840	0
1845	0
1850	0
1855	0

# Fareham Wednesday 30th January 2019

Junction: (4) Newgate Lane / Newgate Lane East

Approach: Newgate Lane East

TIME	Left to Newgate Lane (West)				Ahead to Newgate Lane (North)			
	LIGHT	HEAVY	BUS	TOTAL	LIGHT	HEAVY	BUS	TOTAL
0700 - 0715	2	0	0	2	314	3	0	317
0715 - 0730	5	0	0	5	321	5	0	326
0730 - 0745	3	0	0	3	331	8	1	340
0745 - 0800	5	1	0	6	347	7	0	354
<b>Hourly Total</b>	<b>15</b>	<b>1</b>	<b>0</b>	<b>16</b>	<b>1313</b>	<b>23</b>	<b>1</b>	<b>1337</b>
0800 - 0815	3	0	0	3	385	7	0	392
0815 - 0830	4	0	0	4	398	13	1	412
0830 - 0845	6	1	0	7	344	7	0	351
0845 - 0900	4	0	0	4	374	17	1	392
<b>Hourly Total</b>	<b>17</b>	<b>1</b>	<b>0</b>	<b>18</b>	<b>1501</b>	<b>44</b>	<b>2</b>	<b>1547</b>
0900 - 0915	5	0	0	5	374	17	2	393
0915 - 0930	1	0	0	1	303	16	1	320
0930 - 0945	2	0	0	2	301	11	0	312
0945 - 1000	2	0	0	2	308	7	2	317
<b>Hourly Total</b>	<b>10</b>	<b>0</b>	<b>0</b>	<b>10</b>	<b>1286</b>	<b>51</b>	<b>5</b>	<b>1342</b>

<b>Session Total</b>	<b>42</b>	<b>2</b>	<b>0</b>	<b>44</b>	<b>4100</b>	<b>118</b>	<b>8</b>	<b>4226</b>
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1600 - 1615	2	0	0	2	215	6	0	221
1615 - 1630	7	0	0	7	233	7	2	242
1630 - 1645	6	0	0	6	241	3	0	244
1645 - 1700	3	0	0	3	251	4	0	255
<b>Hourly Total</b>	<b>18</b>	<b>0</b>	<b>0</b>	<b>18</b>	<b>940</b>	<b>20</b>	<b>2</b>	<b>962</b>
1700 - 1715	7	0	0	7	231	0	0	231
1715 - 1730	5	0	0	5	246	1	2	249
1730 - 1745	2	0	0	2	223	3	0	226
1745 - 1800	3	0	0	3	174	2	0	176
<b>Hourly Total</b>	<b>17</b>	<b>0</b>	<b>0</b>	<b>17</b>	<b>874</b>	<b>6</b>	<b>2</b>	<b>882</b>
1800 - 1815	2	0	0	2	173	3	0	176
1815 - 1830	2	0	0	2	171	1	1	173
1830 - 1845	1	0	0	1	131	2	0	133
1845 - 1900	3	0	0	3	160	1	0	161
<b>Hourly Total</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>635</b>	<b>7</b>	<b>1</b>	<b>643</b>

<b>Session Total</b>	<b>43</b>	<b>0</b>	<b>0</b>	<b>43</b>	<b>2449</b>	<b>33</b>	<b>5</b>	<b>2487</b>
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Queues Measured as Stationary Vehicles (Maximum Observed in Period)

TIME	Queue Lengths (Vehicles)
700	0
705	0
710	0
715	0
720	0
725	0
730	0
735	0
740	0
745	0
750	0
755	0
800	0
805	0
810	0
815	0
820	0
825	0
830	0
835	0
840	0
845	0
850	0
855	0
900	0
905	0
910	0
915	0
920	0
925	0
930	0
935	0
940	0
945	0
950	0
955	0

TIME	Queue Lengths (Vehicles)
1600	0
1605	0
1610	0
1615	0
1620	0
1625	0
1630	0
1635	0
1640	0
1645	0
1650	0
1655	0
1700	0
1705	0
1710	0
1715	0
1720	0
1725	0
1730	0
1735	0
1740	0
1745	0
1750	0
1755	0
1800	0
1805	0
1810	0
1815	0
1820	0
1825	0
1830	0
1835	0
1840	0
1845	0
1850	0
1855	0

# Fareham Wednesday 30th January 2019

Queues Measured as Stationary Vehicles (Maximum Observed in Period)

Junction: (4) Newgate Lane / Newgate Lane East

Approach: Newgate Lane (West)

TIME	Left to Newgate Lane (North)				Right to Newgate Lane East			
	LIGHT	HEAVY	BUS	TOTAL	LIGHT	HEAVY	BUS	TOTAL
0700 - 0715	1	0	0	1	3	0	0	3
0715 - 0730	2	0	0	2	3	0	0	3
0730 - 0745	2	0	0	2	4	0	0	4
0745 - 0800	4	1	0	5	5	0	0	5
<b>Hourly Total</b>	<b>9</b>	<b>1</b>	<b>0</b>	<b>10</b>	<b>15</b>	<b>0</b>	<b>0</b>	<b>15</b>
0800 - 0815	4	0	0	4	6	0	0	6
0815 - 0830	5	0	0	5	9	0	0	9
0830 - 0845	2	1	0	3	5	0	0	5
0845 - 0900	6	1	0	7	5	0	0	5
<b>Hourly Total</b>	<b>17</b>	<b>2</b>	<b>0</b>	<b>19</b>	<b>25</b>	<b>0</b>	<b>0</b>	<b>25</b>
0900 - 0915	8	0	0	8	3	1	0	4
0915 - 0930	5	0	0	5	6	1	0	7
0930 - 0945	2	0	0	2	4	0	0	4
0945 - 1000	4	0	0	4	3	0	0	3
<b>Hourly Total</b>	<b>19</b>	<b>0</b>	<b>0</b>	<b>19</b>	<b>16</b>	<b>2</b>	<b>0</b>	<b>18</b>

<b>Session Total</b>	<b>45</b>	<b>3</b>	<b>0</b>	<b>48</b>	<b>56</b>	<b>2</b>	<b>0</b>	<b>58</b>
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1600 - 1615	3	0	0	3	2	0	0	2
1615 - 1630	3	0	0	3	6	0	0	6
1630 - 1645	9	0	0	9	5	0	0	5
1645 - 1700	3	0	0	3	5	0	0	5
<b>Hourly Total</b>	<b>18</b>	<b>0</b>	<b>0</b>	<b>18</b>	<b>18</b>	<b>0</b>	<b>0</b>	<b>18</b>
1700 - 1715	7	0	0	7	9	0	0	9
1715 - 1730	2	0	0	2	7	0	0	7
1730 - 1745	5	0	0	5	9	0	0	9
1745 - 1800	9	0	0	9	3	0	0	3
<b>Hourly Total</b>	<b>23</b>	<b>0</b>	<b>0</b>	<b>23</b>	<b>28</b>	<b>0</b>	<b>0</b>	<b>28</b>
1800 - 1815	6	0	0	6	4	0	0	4
1815 - 1830	5	0	0	5	3	0	0	3
1830 - 1845	8	0	0	8	1	0	0	1
1845 - 1900	3	0	0	3	1	0	0	1
<b>Hourly Total</b>	<b>22</b>	<b>0</b>	<b>0</b>	<b>22</b>	<b>9</b>	<b>0</b>	<b>0</b>	<b>9</b>

<b>Session Total</b>	<b>63</b>	<b>0</b>	<b>0</b>	<b>63</b>	<b>55</b>	<b>0</b>	<b>0</b>	<b>55</b>
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TIME	Queue Lengths (Vehicles)
700	0
705	0
710	0
715	0
720	0
725	0
730	0
735	0
740	0
745	0
750	0
755	0
800	0
805	0
810	3
815	0
820	0
825	3
830	0
835	0
840	0
845	3
850	0
855	3
900	2
905	0
910	3
915	0
920	0
925	2
930	0
935	0
940	0
945	0
950	0
955	0

TIME	Queue Lengths (Vehicles)
1600	0
1605	0
1610	0
1615	2
1620	0
1625	0
1630	0
1635	2
1640	0
1645	3
1650	0
1655	0
1700	3
1705	4
1710	0
1715	3
1720	0
1725	3
1730	0
1735	3
1740	0
1745	0
1750	0
1755	0
1800	3
1805	0
1810	2
1815	0
1820	2
1825	2
1830	0
1835	2
1840	0
1845	0
1850	0
1855	0

## **APPENDIX B. TRAFFIC DISTRIBUTION MODEL**



Location	Time (mins)	2011 Census Pop	P/T	P/T^2	% of total	Car driver mode split		% of Car Driver	55.00%	Route 1	Route 2	Route 3	Route 4	Route 5	Proportion	%
Gosport	13	71,762	5,520	425	21.6%	57.0%	12.3%	21.4%	11.8%	Newgate Lane South	B3334 Gosport Road East	100%	21.4%			
Lee on Solent	6	10,860	1,810	302	15.4%	67.0%	10.3%	17.9%	9.8%	Newgate Lane South	Broom Way	Broom Way	Broom Way	Broom Way	100%	17.9%
Fareham	18	73,282	4,071	226	11.5%	54.0%	6.2%	10.8%	5.9%	Newgate Lane North	A32 Gosport Road	A27 Gosport Road	A27 Gosport Road	A27 Gosport Road	60%	6.5%
										Newgate Lane North	Longfield Avenue	A27 Southampton Road	A27 Southampton Road	A27 Southampton Road	40%	4.3%
Eastleigh	45	125,900	2,798	62	3.2%	82.0%	2.6%	4.5%	2.5%	Newgate Lane North	A32 Gosport Road	A27 Gosport Road	M27 Junction 11	M27 Westbound	5%	0.2%
										Newgate Lane North	Longfield Avenue	A27 Southampton Road	M27 Junction 9	M27 Westbound	20%	0.9%
										Newgate Lane South	B3334 Gosport Road	A27 Southampton Road	M27 Junction 9	M27 Westbound	75%	3.4%
Havant	30	120,700	4,023	134	6.8%	89.0%	6.1%	10.6%	5.8%	A32 Gosport Road	A27 Gosport Road	M27 Junction 11	M27 Eastbound	100%	10.6%	
Portsmouth	32	205,056	6,408	200	10.2%	68.0%	6.9%	12.1%	6.6%	Newgate Lane North	A32 Gosport Road	A27 Gosport Road	M27 Junction 11	M27 Eastbound	60%	7.2%
										Newgate Lane North	A32 Gosport Road	A27 Gosport Road	A27 Portsmouth Road	A27 Portsmouth Road	40%	4.8%
Stubbington	5	14,077	2,815	563	28.7%	38.0%	10.9%	19.0%	10.4%	Newgate Lane South	B3334 Gosport Road	B3334 Gosport Road	B3334 Gosport Road	B3334 Gosport Road	100%	19.0%
Swanwick	25	9,013	361	14	0.7%	82.0%	0.6%	1.0%	0.6%	Newgate Lane North	A32 Gosport Road	A27 Gosport Road	M27 Junction 11	M27 Westbound	0%	0.0%
										Newgate Lane North	Longfield Avenue	A27 Southampton Road	M27 Junction 9	M27 Westbound	10%	0.1%
										Newgate Lane South	B3334 Gosport Road	A27 Southampton Road	M27 Junction 9	M27 Westbound	90%	0.9%
Porchester	20	15,209	760	38	1.9%	80.0%	1.5%	2.7%	1.5%	Newgate Lane North	A32 Gosport Road	A27 Gosport Road	A27 Portsmouth Road	A27 Portsmouth Road	100%	2.7%
		645,859	28,567	1,965	100%			100.0%	55.0%							100.0%

Route 1	Proportion by Car	
	<b>100%</b>	<b>55%</b>
Brookers Lane East	0.0%	0.0%
Newgate Lane North	37.4%	20.6%
Newgate Lane South	62.6%	34.4%
	<b>100.0%</b>	<b>55.0%</b>

Route 2	Proportion by Car	
	<b>100%</b>	<b>55%</b>
Wych Lane South	0.0%	0.0%
A32 Gosport Road	32.0%	17.6%
Longfield Avenue	5.3%	2.9%
B3334 Gosport Road	23.3%	12.8%
B3334 Gosport Road East	21.4%	11.8%
Broom Way	17.9%	9.8%
	<b>100.0%</b>	<b>55.0%</b>

Route 3	Proportion by Car	
	<b>100%</b>	<b>55%</b>
Rowners lane South	0.0%	0.0%
A27 Gosport Road	32.0%	17.6%
A27 Southampton Road	9.7%	5.3%
B3334 Gosport Road	19.0%	10.4%
B3334 Gosport Road East	21.4%	11.8%
Broom Way	17.9%	9.8%
	<b>100.0%</b>	<b>55.0%</b>

Route 4	Proportion by Car	
	<b>100%</b>	<b>55%</b>
B3345 East	0.0%	0.0%
A27 Gosport Road	6.5%	3.6%
A27 Southampton Road	4.3%	2.4%
M27 Junction 11	18.0%	9.9%
M27 Junction 9	5.3%	2.9%
A27 Portsmouth Road	7.5%	4.1%
B3334 Gosport Road	19.0%	10.4%
B3345 West	0.0%	0.0%
B3334 Gosport Road East	21.4%	11.8%
Broom Way	17.9%	9.8%
	<b>100.0%</b>	<b>55.0%</b>

Route 5	Proportion by Car	
	<b>100%</b>	<b>55%</b>
B3345 East	0.0%	0.0%
A27 Gosport Road	6.5%	3.6%
A27 Southampton Road	4.3%	2.4%
M27 Westbound	5.6%	3.1%
M27 Eastbound	17.8%	9.8%
A27 Portsmouth Road	7.5%	4.1%
B3334 Gosport Road	19.0%	10.4%
Manor Way South	0.0%	0.0%
B3334 Gosport Road East	21.4%	11.8%
Broom Way	17.9%	9.8%
	<b>100.0%</b>	<b>55.0%</b>

Combined Distribution - Sceanrio A

	Work 45%	Non Work 55%	Total Combined
Andover	0.10%		0.10%
Basingstoke	0.40%		0.40%
Bridgemary	2.14%		2.14%
Brockhurst	1.22%		1.22%
Camdentown	0.18%		0.18%
Catisfield	0.43%		0.43%
Chichester	0.35%		0.35%
Clayhall	0.98%		0.98%
Eastleigh	2.52%	2.5%	5.01%
Fareham	5.39%	5.9%	11.34%
Gosport	2.31%	11.8%	14.10%
Havant	1.69%	5.8%	7.50%
Holbrook	0.70%		0.70%
Isle of Wight	0.01%		0.01%
Lee-on-the-Solent	0.81%	9.8%	10.65%
London	0.27%		0.27%
Other East	0.30%		0.30%
Other North	1.60%		1.60%
Other West	0.83%		0.83%
Petersfield	0.16%		0.16%
Portchester	0.30%	1.5%	1.79%
Portsmouth	6.95%	6.6%	13.59%
Privett	0.57%		0.57%
Reading	0.06%		0.06%
Romsey	0.28%		0.28%
Rowner	0.58%		0.58%
Southampton	2.24%		2.24%
Stubbington	3.09%	10.4%	13.51%
Swanwick	3.50%	0.6%	4.08%
Titchfield	0.60%		0.60%
Warsash	0.42%		0.42%
Waterlooville	0.15%		0.15%
Winchester	3.85%		3.85%
	45.00%	55.00%	100.00%

Route 1	45%	55%	100%
Brookers Lane East			
Newgate Lane North	20.4%	20.6%	41.00%
Newgate Lane South	24.56%	34.4%	59.00%
	45%	55%	100%

Route 2	45%	55%	100%
Wych Lane South			0.00%
A32 Gosport Road	15.0%	17.6%	32.61%
Longfield Avenue	5.46%	2.9%	8.40%
B3334 Gosport Road	15.6%	12.8%	28.45%
Broom Way	0.8%	9.8%	10.65%
B3334 Gosport Road East	8.1%	11.8%	19.90%
	45%	55%	100%

Route 3	45%	55%	100%
Rowners Lane South			0.00%
A27 Gosport Road	15.0%	17.6%	32.61%
A27 Southampton Road	17.08%	5.3%	22.40%
B3334 Gosport Road	3.1%	10.4%	13.51%
Bridge Street	0.4%		0.36%
Mill Lane	0.6%		0.58%
B3334 Gosport Road East	8.1%	11.8%	19.90%
Broom Way	0.8%	9.8%	10.65%
Wych Lane South			0.00%
	45%	55%	100%

Route 4	45%	55%	100%
M27 Junction 11	8.7%	9.92%	18.58%
A27 Portsmouth Road	3.1%	4.1%	7.22%
A27 Gosport Road	3.2%	3.6%	6.80%
M27 Junction 9	13.8%	2.9%	16.77%
B3334	0.2%		0.24%
A27 Southampton Road	2.2%	2.4%	4.54%
Highlands Road	0.4%		0.43%
Warsash Road	0.4%		0.42%
B3334 Gosport Road	3.1%	10.4%	13.51%
Bridge Street	0.4%		0.36%
B2177 Winchester Rd	0.6%		0.58%
B3334 Gosport Road East	8.1%	11.8%	19.90%
Broom Way	0.8%	9.8%	10.65%
B3345 East			0.00%
B3345 West			0.00%
Wych Lane South			0.00%
	45%	55%	100%

Route 5	45%	55%	100%
M27 Westbound	14.8%	3.06%	17.87%
M27 Eastbound	7.1%	9.8%	16.90%
A32 North	0.6%		0.57%
A27 Portsmouth Road	3.1%	4.1%	7.22%
A27 Gosport Road	3.2%	3.6%	6.80%
A27 Southampton Road	2.2%	2.4%	4.54%
Highlands Road	0.4%		0.43%
Warsash Road	0.4%		0.42%
B3334 Gosport Road	3.1%	10.4%	13.51%
Bridge Street	0.6%		0.60%
B2177 Winchester Rd	0.6%		0.58%
B3334 Gosport Road East	8.1%	12%	19.90%
Broom Way	0.8%	10%	10.65%
B3345 East			0.00%
Manor Way South			0.00%
Wych Lane South			0.00%
	45%	55%	100%

## **APPENDIX C. JUNCTION MODELLING ASSESSMENT**

<h1>Junctions 9</h1>	
<h2>ARCADY 9 - Roundabout Module</h2>	
Version: 9.5.1.7462 © Copyright TRL Limited, 2019	
The users of this comp	ibility for the correctness of the

**Filename:** Site Access Roundabout 425 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353ITB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\Access Strategy Note Modelling  
**Report generation date:** 07/08/2020 09:52:03

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM
- »2036 with CD + Development - Redistributed, AM
- »2036 with CD + Development - Redistributed, PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
<b>2020 with CD + Development</b>										
1 - Newgate Lane North	D1	1.0	3.27	0.49	A	D2	2.1	5.11	0.68	A
2 - Site Access East		0.2	4.87	0.18	A		0.1	5.85	0.10	A
3 - Newgate Lane South		2.7	5.61	0.73	A		1.0	2.90	0.50	A
4 - Newgate Lane West (Connection)		0.1	6.93	0.08	A		0.1	3.82	0.05	A
<b>2036 with CD + Development</b>										
1 - Newgate Lane North	D3	1.1	3.45	0.52	A	D4	2.5	5.71	0.72	A
2 - Site Access East		0.2	5.13	0.19	A		0.1	6.34	0.11	A
3 - Newgate Lane South		3.3	6.56	0.77	A		1.1	3.04	0.52	A
4 - Newgate Lane West (Connection)		0.1	7.91	0.10	A		0.1	4.00	0.06	A
<b>2036 with CD + Development - Redistributed</b>										
1 - Newgate Lane North	D7	0.6	2.63	0.37	A	D8	1.0	3.33	0.51	A
2 - Site Access East		0.2	3.92	0.15	A		0.1	4.21	0.07	A
3 - Newgate Lane South		3.3	6.56	0.77	A		1.1	3.04	0.52	A
4 - Newgate Lane West (Connection)		0.1	7.91	0.10	A		0.1	4.00	0.06	A

*There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.*

*Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.*

## File summary

### File Description

<b>Title</b>	(untitled)
<b>Location</b>	
<b>Site number</b>	
<b>Date</b>	05/01/2018
<b>Version</b>	
<b>Status</b>	(new file)
<b>Identifier</b>	
<b>Client</b>	
<b>Jobnumber</b>	
<b>Enumerator</b>	I-TRANSPORT\Hotdesk
<b>Description</b>	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D7	2036 with CD + Development - Redistributed	AM	DIRECT	07:15	08:15	60	15
D8	2036 with CD + Development - Redistributed	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.80	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

The slope and intercept shown above include any corrections and adjustments.

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	4.00	195.00	6.00
		2 - Site Access East	17.00	0.00	24.00	0.00
		3 - Newgate Lane South	428.00	5.00	0.00	4.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:30 - 07:45	From	1 - Newgate Lane North	0.00	4.00	247.00	6.00
		2 - Site Access East	17.00	0.00	24.00	0.00
		3 - Newgate Lane South	380.00	5.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:45 - 08:00	From	1 - Newgate Lane North	0.00	4.00	258.00	6.00
		2 - Site Access East	17.00	0.00	24.00	0.00
		3 - Newgate Lane South	428.00	5.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
08:00 - 08:15	From	1 - Newgate Lane North	0.00	4.00	179.00	5.00
		2 - Site Access East	17.00	0.00	24.00	0.00
		3 - Newgate Lane South	385.00	5.00	0.00	4.00
		4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.49	3.27	1.0	A
2 - Site Access East	0.18	4.87	0.2	A
3 - Newgate Lane South	0.73	5.61	2.7	A
4 - Newgate Lane West (Connection)	0.08	6.93	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	205.00	10.92	543.83	0.377	204.40	0.6	2.647	A
2 - Site Access East	41.00	206.36	268.70	0.153	40.82	0.2	3.943	A
3 - Newgate Lane South	437.00	22.91	597.08	0.732	434.33	2.7	5.445	A
4 - Newgate Lane West (Connection)	11.00	447.28	142.63	0.077	10.92	0.1	6.828	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	257.00	11.01	543.58	0.473	256.71	0.9	3.134	A
2 - Site Access East	41.00	258.72	233.72	0.175	40.97	0.2	4.669	A
3 - Newgate Lane South	390.00	22.98	596.98	0.653	390.76	1.9	4.380	A
4 - Newgate Lane West (Connection)	11.00	402.75	171.87	0.064	11.01	0.1	5.597	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	268.00	11.98	542.85	0.494	267.92	1.0	3.273	A
2 - Site Access East	41.00	270.91	225.61	0.182	40.99	0.2	4.874	A
3 - Newgate Lane South	438.00	23.00	596.97	0.734	437.21	2.7	5.605	A
4 - Newgate Lane West (Connection)	12.00	449.22	141.92	0.085	11.98	0.1	6.926	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	188.00	11.02	543.78	0.346	188.44	0.5	2.535	A
2 - Site Access East	41.00	190.45	279.33	0.147	41.05	0.2	3.779	A
3 - Newgate Lane South	394.00	22.03	597.79	0.659	394.74	2.0	4.449	A
4 - Newgate Lane West (Connection)	10.00	407.74	169.56	0.059	10.03	0.1	5.642	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.19	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	16.00	330.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00	
	3 - Newgate Lane South	230.00	24.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	347.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	279.00	24.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	357.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	250.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	325.00	5.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	225.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.68	5.11	2.1	A
2 - Site Access East	0.10	5.85	0.1	A
3 - Newgate Lane South	0.50	2.90	1.0	A
4 - Newgate Lane West (Connection)	0.05	3.82	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	352.00	30.91	554.92	0.634	350.29	1.7	4.363	A
2 - Site Access East	17.00	341.34	189.05	0.090	16.90	0.1	5.226	A
3 - Newgate Lane South	258.00	12.93	617.57	0.418	257.29	0.7	2.492	A
4 - Newgate Lane West (Connection)	13.00	260.26	281.94	0.046	12.95	0.0	3.345	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	369.00	30.99	554.84	0.665	368.76	2.0	4.829	A
2 - Site Access East	17.00	359.76	177.32	0.096	16.99	0.1	5.613	A
3 - Newgate Lane South	308.00	12.99	617.42	0.499	307.72	1.0	2.903	A
4 - Newgate Lane West (Connection)	13.00	309.73	248.50	0.052	12.99	0.1	3.820	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	379.00	31.01	554.81	0.683	378.83	2.1	5.108	A
2 - Site Access East	17.00	369.84	170.90	0.099	17.00	0.1	5.847	A
3 - Newgate Lane South	278.00	13.00	617.47	0.450	278.17	0.8	2.653	A
4 - Newgate Lane West (Connection)	13.00	281.16	267.81	0.049	13.00	0.1	3.534	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	346.00	31.01	554.83	0.624	346.45	1.7	4.328	A
2 - Site Access East	17.00	337.44	191.53	0.089	17.01	0.1	5.159	A
3 - Newgate Lane South	253.00	12.01	618.30	0.409	253.13	0.7	2.465	A
4 - Newgate Lane West (Connection)	12.00	256.13	284.73	0.042	12.01	0.0	3.299	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.46	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	4.00	204.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00	
	3 - Newgate Lane South	452.00	5.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	259.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	401.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	271.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	452.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	188.00	5.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	406.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.52	3.45	1.1	A
2 - Site Access East	0.19	5.13	0.2	A
3 - Newgate Lane South	0.77	6.56	3.3	A
4 - Newgate Lane West (Connection)	0.10	7.91	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	214.00	10.91	543.80	0.394	213.35	0.6	2.719	A
2 - Site Access East	41.00	215.31	262.72	0.156	40.82	0.2	4.052	A
3 - Newgate Lane South	461.00	22.91	597.08	0.772	457.72	3.3	6.318	A
4 - Newgate Lane West (Connection)	11.00	470.67	127.28	0.086	10.91	0.1	7.727	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	269.00	11.02	543.54	0.495	268.67	1.0	3.269	A
2 - Site Access East	41.00	270.69	225.72	0.182	40.96	0.2	4.869	A
3 - Newgate Lane South	411.00	22.98	596.98	0.688	412.04	2.2	4.893	A
4 - Newgate Lane West (Connection)	11.00	424.02	157.90	0.070	11.02	0.1	6.127	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	281.00	12.96	542.10	0.518	280.90	1.1	3.446	A
2 - Site Access East	41.00	284.88	216.31	0.190	40.99	0.2	5.133	A
3 - Newgate Lane South	462.00	22.99	596.97	0.774	460.93	3.3	6.560	A
4 - Newgate Lane West (Connection)	13.00	472.93	126.72	0.103	12.96	0.1	7.909	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	197.00	11.04	543.73	0.362	197.50	0.6	2.604	A
2 - Site Access East	41.00	199.52	273.27	0.150	41.06	0.2	3.876	A
3 - Newgate Lane South	415.00	22.03	597.79	0.694	416.01	2.3	4.978	A
4 - Newgate Lane West (Connection)	10.00	429.02	155.51	0.064	10.04	0.1	6.187	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.59	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	16.00	347.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00	
	3 - Newgate Lane South	241.00	24.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	364.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	293.00	24.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	375.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	262.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	342.00	5.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	236.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.72	5.71	2.5	A
2 - Site Access East	0.11	6.34	0.1	A
3 - Newgate Lane South	0.52	3.04	1.1	A
4 - Newgate Lane West (Connection)	0.06	4.00	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	369.00	31.90	554.15	0.666	367.04	2.0	4.761	A
2 - Site Access East	17.00	359.09	177.75	0.096	16.89	0.1	5.591	A
3 - Newgate Lane South	269.00	12.92	617.54	0.436	268.23	0.8	2.571	A
4 - Newgate Lane West (Connection)	14.00	271.20	274.54	0.051	13.95	0.1	3.453	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	386.00	31.98	554.07	0.697	385.70	2.3	5.335	A
2 - Site Access East	17.00	377.71	165.90	0.102	16.99	0.1	6.043	A
3 - Newgate Lane South	322.00	12.99	617.40	0.522	321.69	1.1	3.041	A
4 - Newgate Lane West (Connection)	14.00	323.69	239.06	0.059	13.99	0.1	3.998	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	397.00	32.01	554.03	0.717	396.77	2.5	5.712	A
2 - Site Access East	17.00	388.78	158.84	0.107	16.99	0.1	6.344	A
3 - Newgate Lane South	290.00	13.00	617.44	0.470	290.19	0.9	2.751	A
4 - Newgate Lane West (Connection)	14.00	293.19	259.68	0.054	14.00	0.1	3.662	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	363.00	32.01	554.05	0.655	363.55	1.9	4.738	A
2 - Site Access East	17.00	355.54	180.01	0.094	17.01	0.1	5.521	A
3 - Newgate Lane South	264.00	12.02	618.27	0.427	264.14	0.7	2.542	A
4 - Newgate Lane West (Connection)	13.00	267.15	277.28	0.047	13.01	0.0	3.407	A

# 2036 with CD + Development - Redistributed, AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.38	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D7	2036 with CD + Development - Redistributed	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	4.00	143.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00	
	3 - Newgate Lane South	452.00	5.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	182.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	401.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	190.00	6.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	452.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	4.00	132.00	5.00
	2 - Site Access East	17.00	0.00	24.00	0.00
	3 - Newgate Lane South	406.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.37	2.63	0.6	A
2 - Site Access East	0.15	3.92	0.2	A
3 - Newgate Lane South	0.77	6.56	3.3	A
4 - Newgate Lane West (Connection)	0.10	7.91	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	153.00	10.91	544.14	0.281	152.61	0.4	2.296	A
2 - Site Access East	41.00	154.57	303.32	0.135	40.84	0.2	3.427	A
3 - Newgate Lane South	461.00	22.92	597.07	0.772	457.72	3.3	6.319	A
4 - Newgate Lane West (Connection)	11.00	470.68	127.27	0.086	10.91	0.1	7.728	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	192.00	11.02	543.82	0.353	191.85	0.5	2.555	A
2 - Site Access East	41.00	193.86	277.06	0.148	40.98	0.2	3.811	A
3 - Newgate Lane South	411.00	22.99	596.97	0.688	412.04	2.2	4.895	A
4 - Newgate Lane West (Connection)	11.00	424.03	157.90	0.070	11.02	0.1	6.127	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	200.00	12.96	542.37	0.369	199.96	0.6	2.628	A
2 - Site Access East	41.00	203.93	270.40	0.152	40.99	0.2	3.922	A
3 - Newgate Lane South	462.00	23.00	596.97	0.774	460.93	3.3	6.560	A
4 - Newgate Lane West (Connection)	13.00	472.93	126.72	0.103	12.96	0.1	7.909	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	141.00	11.04	544.08	0.259	141.23	0.4	2.236	A
2 - Site Access East	41.00	143.26	310.86	0.132	41.03	0.2	3.334	A
3 - Newgate Lane South	415.00	22.02	597.80	0.694	416.01	2.3	4.980	A
4 - Newgate Lane West (Connection)	10.00	429.01	155.52	0.064	10.04	0.1	6.190	A

# 2036 with CD + Development - Redistributed, PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	3.23	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D8	2036 with CD + Development - Redistributed	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
16:00 - 16:15	From				
	1 - Newgate Lane North	0.00	16.00	243.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	241.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	255.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	293.00	24.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	262.00	6.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	262.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	16.00	239.00	5.00
	2 - Site Access East	7.00	0.00	10.00	0.00
	3 - Newgate Lane South	236.00	24.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.51	3.33	1.0	A
2 - Site Access East	0.07	4.21	0.1	A
3 - Newgate Lane South	0.52	3.04	1.1	A
4 - Newgate Lane West (Connection)	0.06	4.00	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	265.00	31.90	554.27	0.478	264.09	0.9	3.093	A
2 - Site Access East	17.00	256.11	243.32	0.070	16.93	0.1	3.974	A
3 - Newgate Lane South	269.00	12.95	617.52	0.436	268.23	0.8	2.571	A
4 - Newgate Lane West (Connection)	14.00	271.21	274.53	0.051	13.95	0.1	3.453	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	277.00	31.98	554.19	0.500	276.92	1.0	3.246	A
2 - Site Access East	17.00	268.91	235.17	0.072	17.00	0.1	4.124	A
3 - Newgate Lane South	322.00	13.00	617.40	0.522	321.69	1.1	3.041	A
4 - Newgate Lane West (Connection)	14.00	323.69	239.06	0.059	13.99	0.1	3.998	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	284.00	32.01	554.16	0.512	283.95	1.0	3.330	A
2 - Site Access East	17.00	275.95	230.69	0.074	17.00	0.1	4.211	A
3 - Newgate Lane South	290.00	13.00	617.44	0.470	290.19	0.9	2.753	A
4 - Newgate Lane West (Connection)	14.00	293.19	259.68	0.054	14.00	0.1	3.662	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	260.00	32.01	554.18	0.469	260.16	0.9	3.064	A
2 - Site Access East	17.00	252.15	245.83	0.069	17.00	0.1	3.932	A
3 - Newgate Lane South	264.00	12.01	618.28	0.427	264.14	0.7	2.541	A
4 - Newgate Lane West (Connection)	13.00	267.14	277.28	0.047	13.01	0.0	3.407	A

Junctions 9
ARCADY 9 - Roundabout Module
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**Filename:** Site Access Roundabout 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353\TB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\Access Strategy Note Modelling  
**Report generation date:** 07/08/2020 09:38:39

- »2020 with CD + Development, AM
- »2020 with CD + Development , PM
- »2036 with CD + Development, AM
- »2036 with CD + Development, PM
- »2036 with CD + Development - Redistributed, AM
- »2036 with CD + Development - Redistributed, PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
2020 with CD + Development										
1 - Newgate Lane North	D3	1.0	3.30	0.50	A	D4	2.2	5.34	0.70	A
2 - Site Access East		0.3	5.15	0.23	A		0.1	6.04	0.13	A
3 - Newgate Lane South		2.8	5.78	0.74	A		1.0	2.97	0.51	A
4 - Newgate Lane West (Connection)		0.1	7.14	0.09	A		0.1	3.90	0.05	A
2036 with CD + Development										
1 - Newgate Lane North	D9	1.1	3.47	0.52	A	D10	2.6	6.01	0.73	A
2 - Site Access East		0.3	5.44	0.24	A		0.2	6.57	0.14	A
3 - Newgate Lane South		3.5	6.80	0.78	A		1.1	3.11	0.53	A
4 - Newgate Lane West (Connection)		0.1	8.18	0.11	A		0.1	4.08	0.06	A
2036 with CD + Development - Redistributed										
1 - Newgate Lane North	D11	0.6	2.65	0.37	A	D12	1.1	3.43	0.52	A
2 - Site Access East		0.2	4.10	0.19	A		0.1	4.31	0.10	A
3 - Newgate Lane South		3.5	6.80	0.78	A		1.1	3.11	0.53	A
4 - Newgate Lane West (Connection)		0.1	8.18	0.11	A		0.1	4.08	0.06	A

There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.

Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.

## File summary

### File Description

<b>Title</b>	(untitled)
<b>Location</b>	
<b>Site number</b>	
<b>Date</b>	05/01/2018
<b>Version</b>	
<b>Status</b>	(new file)
<b>Identifier</b>	
<b>Client</b>	
<b>Jobnumber</b>	
<b>Enumerator</b>	I-TRANSPORT\Hotdesk
<b>Description</b>	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D9	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D10	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D11	2036 with CD + Development - Redistributed	AM	DIRECT	07:15	08:15	60	15
D12	2036 with CD + Development - Redistributed	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development, AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.94	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

*The slope and intercept shown above include any corrections and adjustments.*

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	5.00	195.00	6.00
		2 - Site Access East	21.00	0.00	30.00	0.00
		3 - Newgate Lane South	428.00	7.00	0.00	4.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:30 - 07:45	From	1 - Newgate Lane North	0.00	5.00	247.00	6.00
		2 - Site Access East	21.00	0.00	30.00	0.00
		3 - Newgate Lane South	380.00	7.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:45 - 08:00	From	1 - Newgate Lane North	0.00	5.00	258.00	6.00
		2 - Site Access East	21.00	0.00	30.00	0.00
		3 - Newgate Lane South	428.00	7.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
08:00 - 08:15	From	1 - Newgate Lane North	0.00	5.00	179.00	5.00
		2 - Site Access East	21.00	0.00	30.00	0.00
		3 - Newgate Lane South	385.00	7.00	0.00	4.00
		4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.50	3.30	1.0	A
2 - Site Access East	0.23	5.15	0.3	A
3 - Newgate Lane South	0.74	5.78	2.8	A
4 - Newgate Lane West (Connection)	0.09	7.14	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	206.00	12.91	542.53	0.380	205.39	0.6	2.665	A
2 - Site Access East	51.00	206.36	268.71	0.190	50.77	0.2	4.125	A
3 - Newgate Lane South	439.00	26.89	594.09	0.739	436.24	2.8	5.607	A
4 - Newgate Lane West (Connection)	11.00	453.16	138.88	0.079	10.91	0.1	7.028	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	258.00	13.02	542.24	0.476	257.71	0.9	3.160	A
2 - Site Access East	51.00	258.72	233.72	0.218	50.96	0.3	4.923	A
3 - Newgate Lane South	392.00	26.98	593.98	0.660	392.79	2.0	4.490	A
4 - Newgate Lane West (Connection)	11.00	408.78	168.03	0.065	11.01	0.1	5.731	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	269.00	13.97	541.51	0.497	268.92	1.0	3.301	A
2 - Site Access East	51.00	270.91	225.61	0.226	50.99	0.3	5.153	A
3 - Newgate Lane South	440.00	26.99	593.97	0.741	439.18	2.8	5.783	A
4 - Newgate Lane West (Connection)	12.00	455.18	138.11	0.087	11.98	0.1	7.135	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	189.00	13.02	542.48	0.348	189.44	0.5	2.551	A
2 - Site Access East	51.00	190.46	279.32	0.183	51.07	0.2	3.943	A
3 - Newgate Lane South	396.00	26.03	594.79	0.666	396.77	2.0	4.562	A
4 - Newgate Lane West (Connection)	10.00	413.79	165.68	0.060	10.03	0.1	5.782	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.36	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	20.00	330.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00	
	3 - Newgate Lane South	230.00	29.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	347.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	279.00	29.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	357.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	250.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	325.00	5.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	225.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.70	5.34	2.2	A
2 - Site Access East	0.13	6.04	0.1	A
3 - Newgate Lane South	0.51	2.97	1.0	A
4 - Newgate Lane West (Connection)	0.05	3.90	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	356.00	35.89	551.17	0.646	354.20	1.8	4.529	A
2 - Site Access East	22.00	341.28	189.09	0.116	21.87	0.1	5.382	A
3 - Newgate Lane South	263.00	14.92	616.10	0.427	262.26	0.7	2.538	A
4 - Newgate Lane West (Connection)	13.00	267.22	277.28	0.047	12.95	0.0	3.404	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	373.00	35.98	551.09	0.677	372.74	2.1	5.037	A
2 - Site Access East	22.00	359.74	177.33	0.124	21.99	0.1	5.793	A
3 - Newgate Lane South	313.00	14.99	615.94	0.508	312.72	1.0	2.965	A
4 - Newgate Lane West (Connection)	13.00	316.72	243.82	0.053	12.99	0.1	3.898	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	383.00	36.01	551.06	0.695	382.82	2.2	5.342	A
2 - Site Access East	22.00	369.83	170.91	0.129	21.99	0.1	6.043	A
3 - Newgate Lane South	283.00	15.00	615.99	0.459	283.17	0.9	2.707	A
4 - Newgate Lane West (Connection)	13.00	288.17	263.12	0.049	13.00	0.1	3.597	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	350.00	36.01	551.07	0.635	350.48	1.8	4.499	A
2 - Site Access East	22.00	337.47	191.51	0.115	22.02	0.1	5.309	A
3 - Newgate Lane South	258.00	14.02	616.83	0.418	258.13	0.7	2.511	A
4 - Newgate Lane West (Connection)	12.00	263.14	280.04	0.043	12.01	0.0	3.359	A

# 2036 with CD + Development, AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.63	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D9	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	5.00	204.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00	
	3 - Newgate Lane South	452.00	7.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	259.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	401.00	7.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	271.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	452.00	7.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	188.00	5.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	406.00	7.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.52	3.47	1.1	A
2 - Site Access East	0.24	5.44	0.3	A
3 - Newgate Lane South	0.78	6.80	3.5	A
4 - Newgate Lane West (Connection)	0.11	8.18	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	215.00	12.90	542.49	0.396	214.35	0.7	2.736	A
2 - Site Access East	51.00	215.31	262.73	0.194	50.76	0.2	4.242	A
3 - Newgate Lane South	463.00	26.88	594.08	0.779	459.58	3.4	6.535	A
4 - Newgate Lane West (Connection)	11.00	476.51	123.56	0.089	10.90	0.1	7.983	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	270.00	13.02	542.20	0.498	269.67	1.0	3.297	A
2 - Site Access East	51.00	270.68	225.73	0.226	50.95	0.3	5.148	A
3 - Newgate Lane South	413.00	26.98	593.99	0.695	414.10	2.3	5.035	A
4 - Newgate Lane West (Connection)	11.00	430.07	154.05	0.071	11.02	0.1	6.295	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	282.00	14.96	540.76	0.521	281.90	1.1	3.474	A
2 - Site Access East	51.00	284.87	216.32	0.236	50.98	0.3	5.443	A
3 - Newgate Lane South	464.00	26.99	593.96	0.781	462.86	3.5	6.802	A
4 - Newgate Lane West (Connection)	13.00	478.87	122.91	0.106	12.96	0.1	8.183	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	198.00	13.04	542.42	0.365	198.50	0.6	2.620	A
2 - Site Access East	51.00	199.53	273.26	0.187	51.08	0.2	4.051	A
3 - Newgate Lane South	417.00	26.04	594.78	0.701	418.07	2.4	5.125	A
4 - Newgate Lane West (Connection)	10.00	435.08	151.63	0.066	10.05	0.1	6.360	A

# 2036 with CD + Development, PM

### Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.80	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D10	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	20.00	347.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00	
	3 - Newgate Lane South	241.00	29.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	364.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	293.00	29.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	375.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	262.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	342.00	5.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	236.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.73	6.01	2.6	A
2 - Site Access East	0.14	6.57	0.2	A
3 - Newgate Lane South	0.53	3.11	1.1	A
4 - Newgate Lane West (Connection)	0.06	4.08	0.1	A

### Main Results for each time segment

#### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	373.00	36.88	550.40	0.678	370.93	2.1	4.959	A
2 - Site Access East	22.00	359.01	177.80	0.124	21.86	0.1	5.766	A
3 - Newgate Lane South	274.00	14.91	616.08	0.445	273.20	0.8	2.620	A
4 - Newgate Lane West (Connection)	14.00	278.16	269.88	0.052	13.95	0.1	3.516	A

#### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	390.00	36.98	550.31	0.709	389.68	2.4	5.589	A
2 - Site Access East	22.00	377.69	165.91	0.133	21.99	0.2	6.253	A
3 - Newgate Lane South	327.00	14.99	615.91	0.531	326.67	1.1	3.109	A
4 - Newgate Lane West (Connection)	14.00	330.67	234.39	0.060	13.99	0.1	4.083	A

#### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	401.00	37.01	550.27	0.729	400.76	2.6	6.007	A
2 - Site Access East	22.00	388.77	158.86	0.138	21.99	0.2	6.575	A
3 - Newgate Lane South	295.00	14.99	615.96	0.479	295.20	0.9	2.807	A
4 - Newgate Lane West (Connection)	14.00	300.19	254.99	0.055	14.00	0.1	3.733	A

#### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	367.00	37.01	550.29	0.667	367.60	2.0	4.944	A
2 - Site Access East	22.00	355.58	179.98	0.122	22.02	0.1	5.697	A
3 - Newgate Lane South	269.00	14.02	616.79	0.436	269.15	0.8	2.589	A
4 - Newgate Lane West (Connection)	13.00	274.16	272.59	0.048	13.01	0.1	3.469	A

# 2036 with CD + Development - Redistributed, AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.54	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D11	2036 with CD + Development - Redistributed	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	5.00	143.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00	
	3 - Newgate Lane South	452.00	7.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	182.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	401.00	7.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	190.00	6.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	452.00	7.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	132.00	5.00
	2 - Site Access East	21.00	0.00	30.00	0.00
	3 - Newgate Lane South	406.00	7.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.37	2.65	0.6	A
2 - Site Access East	0.19	4.10	0.2	A
3 - Newgate Lane South	0.78	6.80	3.5	A
4 - Newgate Lane West (Connection)	0.11	8.18	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	154.00	12.90	542.89	0.284	153.61	0.4	2.310	A
2 - Site Access East	51.00	154.56	303.32	0.168	50.80	0.2	3.560	A
3 - Newgate Lane South	463.00	26.90	594.07	0.779	459.58	3.4	6.535	A
4 - Newgate Lane West (Connection)	11.00	476.53	123.55	0.089	10.90	0.1	7.984	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	193.00	13.02	542.52	0.356	192.85	0.5	2.572	A
2 - Site Access East	51.00	193.86	277.06	0.184	50.98	0.2	3.980	A
3 - Newgate Lane South	413.00	26.99	593.98	0.695	414.10	2.3	5.033	A
4 - Newgate Lane West (Connection)	11.00	430.08	154.04	0.071	11.02	0.1	6.292	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	201.00	14.96	541.06	0.371	200.96	0.6	2.646	A
2 - Site Access East	51.00	203.93	270.41	0.189	50.99	0.2	4.101	A
3 - Newgate Lane South	464.00	27.00	593.96	0.781	462.86	3.5	6.802	A
4 - Newgate Lane West (Connection)	13.00	478.87	122.91	0.106	12.96	0.1	8.183	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	142.00	13.04	542.83	0.262	142.23	0.4	2.249	A
2 - Site Access East	51.00	143.26	310.86	0.164	51.03	0.2	3.463	A
3 - Newgate Lane South	417.00	26.02	594.80	0.701	418.07	2.4	5.125	A
4 - Newgate Lane West (Connection)	10.00	435.07	151.64	0.066	10.05	0.1	6.360	A

# 2036 with CD + Development - Redistributed, PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	3.32	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D12	2036 with CD + Development - Redistributed	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	20.00	243.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00	
	3 - Newgate Lane South	241.00	29.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	255.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	293.00	29.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	262.00	6.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	262.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	20.00	239.00	5.00
	2 - Site Access East	9.00	0.00	13.00	0.00
	3 - Newgate Lane South	236.00	29.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.52	3.43	1.1	A
2 - Site Access East	0.10	4.31	0.1	A
3 - Newgate Lane South	0.53	3.11	1.1	A
4 - Newgate Lane West (Connection)	0.06	4.08	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	269.00	36.88	550.55	0.489	268.05	0.9	3.175	A
2 - Site Access East	22.00	256.09	243.33	0.090	21.90	0.1	4.062	A
3 - Newgate Lane South	274.00	14.94	616.05	0.445	273.20	0.8	2.620	A
4 - Newgate Lane West (Connection)	14.00	278.17	269.87	0.052	13.95	0.1	3.516	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	281.00	36.98	550.45	0.510	280.91	1.0	3.339	A
2 - Site Access East	22.00	268.91	235.17	0.094	22.00	0.1	4.221	A
3 - Newgate Lane South	327.00	15.00	615.91	0.531	326.67	1.1	3.109	A
4 - Newgate Lane West (Connection)	14.00	330.68	234.38	0.060	13.99	0.1	4.083	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	288.00	37.01	550.41	0.523	287.94	1.1	3.428	A
2 - Site Access East	22.00	275.95	230.69	0.095	22.00	0.1	4.312	A
3 - Newgate Lane South	295.00	15.00	615.96	0.479	295.20	0.9	2.809	A
4 - Newgate Lane West (Connection)	14.00	300.19	254.99	0.055	14.00	0.1	3.736	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	264.00	37.01	550.44	0.480	264.16	0.9	3.144	A
2 - Site Access East	22.00	252.16	245.83	0.089	22.01	0.1	4.022	A
3 - Newgate Lane South	269.00	14.01	616.80	0.436	269.15	0.8	2.591	A
4 - Newgate Lane West (Connection)	13.00	274.15	272.59	0.048	13.01	0.1	3.466	A

## **APPENDIX D. SENSITIVITY TEST ASSESSMENTS**

<h1>Junctions 9</h1>	
<h2>ARCADY 9 - Roundabout Module</h2>	
[Redacted]	
The users of this computer program for the solution of an engineering problem are in no way relieved of their responsibility for the correctness of the solution	

**Filename:** Site Access Roundabout - Sensitivity Test S1 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353ITB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\525 Dwellings  
**Report generation date:** 07/08/2020 09:54:20

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
<b>2020 with CD + Development</b>										
1 - Newgate Lane North	D1	1.0	3.30	0.50	A	D2	2.4	5.47	0.71	A
2 - Site Access East		0.3	5.15	0.23	A		0.1	6.00	0.12	A
3 - Newgate Lane South		2.9	6.14	0.75	A		0.9	2.86	0.49	A
4 - Newgate Lane West (Connection)		0.1	7.63	0.09	A		0.1	3.79	0.05	A
<b>2036 with CD + Development</b>										
1 - Newgate Lane North	D3	1.1	3.47	0.52	A	D4	2.8	6.16	0.74	A
2 - Site Access East		0.3	5.44	0.24	A		0.2	6.53	0.13	A
3 - Newgate Lane South		3.7	7.30	0.79	A		1.0	2.99	0.51	A
4 - Newgate Lane West (Connection)		0.1	8.85	0.11	A		0.1	3.96	0.06	A

*There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.*

*Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.*

**File summary**

**File Description**

<b>Title</b>	(untitled)
<b>Location</b>	
<b>Site number</b>	
<b>Date</b>	05/01/2018
<b>Version</b>	
<b>Status</b>	(new file)
<b>Identifier</b>	
<b>Client</b>	
<b>Jobnumber</b>	
<b>Enumerator</b>	I-TRANSPORT\Hotdesk
<b>Description</b>	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.14	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

*The slope and intercept shown above include any corrections and adjustments.*

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	8.00	195.00	6.00
		2 - Site Access East	38.00	0.00	13.00	0.00
		3 - Newgate Lane South	428.00	3.00	0.00	4.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:30 - 07:45	From	1 - Newgate Lane North	0.00	8.00	247.00	6.00
		2 - Site Access East	38.00	0.00	13.00	0.00
		3 - Newgate Lane South	380.00	3.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:45 - 08:00	From	1 - Newgate Lane North	0.00	8.00	258.00	6.00
		2 - Site Access East	38.00	0.00	13.00	0.00
		3 - Newgate Lane South	428.00	3.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
08:00 - 08:15	From	1 - Newgate Lane North	0.00	8.00	179.00	5.00
		2 - Site Access East	38.00	0.00	13.00	0.00
		3 - Newgate Lane South	385.00	3.00	0.00	4.00
		4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.50	3.30	1.0	A
2 - Site Access East	0.23	5.15	0.3	A
3 - Newgate Lane South	0.75	6.14	2.9	A
4 - Newgate Lane West (Connection)	0.09	7.63	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	209.00	8.93	545.85	0.383	208.38	0.6	2.662	A
2 - Site Access East	51.00	206.36	268.71	0.190	50.77	0.2	4.125	A
3 - Newgate Lane South	435.00	43.81	580.87	0.749	432.10	2.9	5.940	A
4 - Newgate Lane West (Connection)	11.00	465.95	130.74	0.084	10.91	0.1	7.506	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	261.00	9.01	545.50	0.478	260.71	0.9	3.157	A
2 - Site Access East	51.00	258.72	233.72	0.218	50.96	0.3	4.923	A
3 - Newgate Lane South	388.00	43.96	580.71	0.668	388.86	2.0	4.713	A
4 - Newgate Lane West (Connection)	11.00	421.83	159.71	0.069	11.02	0.1	6.055	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	272.00	9.98	544.75	0.499	271.92	1.0	3.298	A
2 - Site Access East	51.00	270.90	225.61	0.226	50.99	0.3	5.153	A
3 - Newgate Lane South	436.00	43.99	580.69	0.751	435.11	2.9	6.141	A
4 - Newgate Lane West (Connection)	12.00	468.11	129.84	0.092	11.97	0.1	7.633	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	192.00	9.02	545.86	0.352	192.45	0.5	2.551	A
2 - Site Access East	51.00	190.46	279.32	0.183	51.07	0.2	3.945	A
3 - Newgate Lane South	392.00	43.06	581.48	0.674	392.83	2.1	4.793	A
4 - Newgate Lane West (Connection)	10.00	426.87	157.29	0.064	10.03	0.1	6.114	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.44	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	37.00	330.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00	
	3 - Newgate Lane South	230.00	12.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	347.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	279.00	12.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	357.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	250.00	12.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	325.00	5.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	225.00	12.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.71	5.47	2.4	A
2 - Site Access East	0.12	6.00	0.1	A
3 - Newgate Lane South	0.49	2.86	0.9	A
4 - Newgate Lane West (Connection)	0.05	3.79	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	373.00	18.94	564.34	0.661	371.08	1.9	4.613	A
2 - Site Access East	21.00	341.24	189.11	0.111	20.88	0.1	5.346	A
3 - Newgate Lane South	246.00	21.87	610.26	0.403	245.33	0.7	2.462	A
4 - Newgate Lane West (Connection)	13.00	257.24	283.95	0.046	12.95	0.0	3.320	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	390.00	18.99	564.27	0.691	389.72	2.2	5.147	A
2 - Site Access East	21.00	359.73	177.34	0.118	20.99	0.1	5.756	A
3 - Newgate Lane South	296.00	21.99	610.12	0.485	295.73	0.9	2.860	A
4 - Newgate Lane West (Connection)	13.00	306.73	250.50	0.052	12.99	0.1	3.788	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	400.00	19.00	564.25	0.709	399.81	2.4	5.466	A
2 - Site Access East	21.00	369.82	170.91	0.123	20.99	0.1	6.002	A
3 - Newgate Lane South	266.00	21.99	610.13	0.436	266.16	0.8	2.619	A
4 - Newgate Lane West (Connection)	13.00	278.15	269.82	0.048	13.00	0.1	3.503	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	367.00	19.00	564.28	0.650	367.51	1.9	4.587	A
2 - Site Access East	21.00	337.48	191.50	0.110	21.02	0.1	5.281	A
3 - Newgate Lane South	241.00	21.02	610.93	0.394	241.12	0.7	2.435	A
4 - Newgate Lane West (Connection)	12.00	253.13	286.73	0.042	12.01	0.0	3.275	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.92	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	8.00	204.00	6.00
	2 - Site Access East	38.00	0.00	13.00	0.00	
	3 - Newgate Lane South	452.00	3.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	8.00	259.00	6.00
	2 - Site Access East	38.00	0.00	13.00	0.00
	3 - Newgate Lane South	401.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	8.00	271.00	6.00
	2 - Site Access East	38.00	0.00	13.00	0.00
	3 - Newgate Lane South	452.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	8.00	188.00	5.00
	2 - Site Access East	38.00	0.00	13.00	0.00
	3 - Newgate Lane South	406.00	3.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	5
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.52	3.47	1.1	A
2 - Site Access East	0.24	5.44	0.3	A
3 - Newgate Lane South	0.79	7.30	3.7	A
4 - Newgate Lane West (Connection)	0.11	8.85	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	218.00	8.92	545.66	0.400	217.34	0.7	2.735	A
2 - Site Access East	51.00	215.30	262.69	0.194	50.76	0.2	4.242	A
3 - Newgate Lane South	459.00	43.80	580.83	0.790	455.37	3.6	6.985	A
4 - Newgate Lane West (Connection)	11.00	489.22	115.46	0.095	10.90	0.1	8.597	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	273.00	9.02	545.33	0.501	272.67	1.0	3.296	A
2 - Site Access East	51.00	270.68	225.69	0.226	50.95	0.3	5.149	A
3 - Newgate Lane South	409.00	43.96	580.67	0.704	410.20	2.4	5.318	A
4 - Newgate Lane West (Connection)	11.00	443.16	145.70	0.076	11.02	0.1	6.685	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	285.00	10.96	543.87	0.524	284.90	1.1	3.473	A
2 - Site Access East	51.00	284.87	216.28	0.236	50.98	0.3	5.444	A
3 - Newgate Lane South	460.00	43.99	580.66	0.792	458.75	3.7	7.303	A
4 - Newgate Lane West (Connection)	13.00	491.75	114.64	0.113	12.96	0.1	8.847	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	201.00	9.04	545.65	0.368	201.51	0.6	2.618	A
2 - Site Access East	51.00	199.53	273.23	0.187	51.08	0.2	4.052	A
3 - Newgate Lane South	413.00	43.07	581.44	0.710	414.18	2.5	5.418	A
4 - Newgate Lane West (Connection)	10.00	448.22	143.21	0.070	10.05	0.1	6.763	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.90	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	37.00	347.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00	
	3 - Newgate Lane South	241.00	12.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	364.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	293.00	12.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	375.00	6.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	262.00	12.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	37.00	342.00	5.00
	2 - Site Access East	16.00	0.00	5.00	0.00
	3 - Newgate Lane South	236.00	12.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.74	6.16	2.8	A
2 - Site Access East	0.13	6.53	0.2	A
3 - Newgate Lane South	0.51	2.99	1.0	A
4 - Newgate Lane West (Connection)	0.06	3.96	0.1	A

**Main Results for each time segment**
**16:00 - 16:15**

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	390.00	19.94	563.55	0.692	387.79	2.2	5.059	A
2 - Site Access East	21.00	358.97	177.83	0.118	20.87	0.1	5.729	A
3 - Newgate Lane South	257.00	21.86	610.25	0.421	256.28	0.7	2.537	A
4 - Newgate Lane West (Connection)	14.00	268.19	276.56	0.051	13.95	0.1	3.427	A

**16:15 - 16:30**

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	407.00	19.99	563.49	0.722	406.66	2.5	5.723	A
2 - Site Access East	21.00	377.67	165.92	0.127	20.99	0.1	6.209	A
3 - Newgate Lane South	310.00	21.99	610.11	0.508	309.70	1.0	2.993	A
4 - Newgate Lane West (Connection)	14.00	320.69	241.06	0.058	13.99	0.1	3.963	A

**16:30 - 16:45**

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	418.00	20.01	563.46	0.742	417.74	2.8	6.162	A
2 - Site Access East	21.00	388.76	158.86	0.132	20.99	0.2	6.527	A
3 - Newgate Lane South	278.00	21.99	610.12	0.456	278.19	0.8	2.714	A
4 - Newgate Lane West (Connection)	14.00	290.17	261.69	0.054	14.00	0.1	3.632	A

**16:45 - 17:00**

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	384.00	20.01	563.49	0.681	384.64	2.2	5.050	A
2 - Site Access East	21.00	355.60	179.97	0.117	21.02	0.1	5.664	A
3 - Newgate Lane South	252.00	21.03	610.91	0.413	252.14	0.7	2.509	A
4 - Newgate Lane West (Connection)	13.00	264.15	279.29	0.047	13.01	0.0	3.381	A

Junctions 9
ARCADY 9 - Roundabout Module
Version: 9.5.1.7462 © Copyright TRL Limited, 2019
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**Filename:** Site Access Roundabout - Sensitivity Test S2 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353\TB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\525 Dwellings  
**Report generation date:** 07/08/2020 09:55:32

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
<b>2020 with CD + Development</b>										
1 - Newgate Lane North	D1	1.0	3.30	0.50	A	D2	2.5	5.52	0.71	A
2 - Site Access East		0.3	5.15	0.23	A		0.1	6.00	0.12	A
3 - Newgate Lane South		3.0	6.32	0.76	A		0.9	2.82	0.48	A
4 - Newgate Lane West (Connection)		0.1	7.89	0.10	A		0.1	3.75	0.05	A
<b>2036 with CD + Development</b>										
1 - Newgate Lane North	D3	1.1	3.48	0.53	A	D4	2.9	6.23	0.75	A
2 - Site Access East		0.3	5.44	0.24	A		0.2	6.53	0.13	A
3 - Newgate Lane South		3.8	7.56	0.80	A		1.0	2.95	0.50	A
4 - Newgate Lane West (Connection)		0.1	9.19	0.12	A		0.1	3.92	0.06	A

There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.

Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.

**File summary**

File Description

<b>Title</b>	(untitled)
<b>Location</b>	
<b>Site number</b>	
<b>Date</b>	05/01/2018
<b>Version</b>	
<b>Status</b>	(new file)
<b>Identifier</b>	
<b>Client</b>	
<b>Jobnumber</b>	
<b>Enumerator</b>	I-TRANSPORT\Hotdesk
<b>Description</b>	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.24	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

*The slope and intercept shown above include any corrections and adjustments.*

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:15 - 07:30	From				
	1 - Newgate Lane North	0.00	10.00	195.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	428.00	1.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:30 - 07:45	From				
	1 - Newgate Lane North	0.00	10.00	247.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	380.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:45 - 08:00	From				
	1 - Newgate Lane North	0.00	10.00	258.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	428.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
08:00 - 08:15	From				
	1 - Newgate Lane North	0.00	10.00	179.00	5.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	385.00	1.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.50	3.30	1.0	A
2 - Site Access East	0.23	5.15	0.3	A
3 - Newgate Lane South	0.76	6.32	3.0	A
4 - Newgate Lane West (Connection)	0.10	7.89	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	211.00	6.94	547.58	0.385	210.38	0.6	2.665	A
2 - Site Access East	51.00	206.35	268.71	0.190	50.77	0.2	4.125	A
3 - Newgate Lane South	433.00	51.77	574.65	0.754	430.03	3.0	6.104	A
4 - Newgate Lane West (Connection)	11.00	471.84	126.98	0.087	10.91	0.1	7.747	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	263.00	7.01	547.18	0.481	262.70	0.9	3.161	A
2 - Site Access East	51.00	258.72	233.72	0.218	50.96	0.3	4.923	A
3 - Newgate Lane South	386.00	51.96	574.45	0.672	386.89	2.1	4.822	A
4 - Newgate Lane West (Connection)	11.00	427.85	155.87	0.071	11.02	0.1	6.213	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	274.00	7.98	546.42	0.501	273.92	1.0	3.302	A
2 - Site Access East	51.00	270.90	225.61	0.226	50.99	0.3	5.153	A
3 - Newgate Lane South	434.00	51.99	574.45	0.756	433.07	3.0	6.322	A
4 - Newgate Lane West (Connection)	12.00	474.07	126.02	0.095	11.97	0.1	7.889	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	194.00	7.02	547.62	0.354	194.45	0.6	2.553	A
2 - Site Access East	51.00	190.46	279.32	0.183	51.07	0.2	3.945	A
3 - Newgate Lane South	390.00	51.07	575.22	0.678	390.87	2.1	4.905	A
4 - Newgate Lane West (Connection)	10.00	432.91	153.42	0.065	10.03	0.1	6.280	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.48	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	44.00	330.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00	
	3 - Newgate Lane South	230.00	5.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	347.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	279.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	357.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	250.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	325.00	5.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	225.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.71	5.52	2.5	A
2 - Site Access East	0.12	6.00	0.1	A
3 - Newgate Lane South	0.48	2.82	0.9	A
4 - Newgate Lane West (Connection)	0.05	3.75	0.1	A

### Main Results for each time segment

#### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	380.00	11.96	569.76	0.667	378.03	2.0	4.648	A
2 - Site Access East	21.00	341.23	189.12	0.111	20.88	0.1	5.346	A
3 - Newgate Lane South	239.00	24.86	607.75	0.393	238.36	0.6	2.432	A
4 - Newgate Lane West (Connection)	13.00	253.25	286.62	0.045	12.95	0.0	3.288	A

#### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	397.00	11.99	569.70	0.697	396.71	2.3	5.192	A
2 - Site Access East	21.00	359.73	177.34	0.118	20.99	0.1	5.756	A
3 - Newgate Lane South	289.00	24.99	607.62	0.476	288.74	0.9	2.819	A
4 - Newgate Lane West (Connection)	13.00	302.74	253.17	0.051	12.99	0.1	3.746	A

#### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	407.00	12.00	569.68	0.714	406.80	2.5	5.516	A
2 - Site Access East	21.00	369.82	170.91	0.123	20.99	0.1	6.002	A
3 - Newgate Lane South	259.00	24.99	607.62	0.426	259.16	0.7	2.583	A
4 - Newgate Lane West (Connection)	13.00	274.15	272.50	0.048	13.00	0.1	3.470	A

#### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	374.00	12.00	569.72	0.656	374.52	1.9	4.624	A
2 - Site Access East	21.00	337.49	191.50	0.110	21.02	0.1	5.281	A
3 - Newgate Lane South	234.00	24.02	608.40	0.385	234.12	0.6	2.406	A
4 - Newgate Lane West (Connection)	12.00	249.13	289.41	0.041	12.01	0.0	3.246	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	6.06	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	10.00	204.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00	
	3 - Newgate Lane South	452.00	1.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	259.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	401.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	271.00	6.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	452.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	188.00	5.00
	2 - Site Access East	46.00	0.00	5.00	0.00
	3 - Newgate Lane South	406.00	1.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	5
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.53	3.48	1.1	A
2 - Site Access East	0.24	5.44	0.3	A
3 - Newgate Lane South	0.80	7.56	3.8	A
4 - Newgate Lane West (Connection)	0.12	9.19	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	220.00	6.93	547.37	0.402	219.33	0.7	2.737	A
2 - Site Access East	51.00	215.30	262.69	0.194	50.76	0.2	4.242	A
3 - Newgate Lane South	457.00	51.77	574.62	0.795	453.26	3.7	7.211	A
4 - Newgate Lane West (Connection)	11.00	495.08	111.73	0.098	10.89	0.1	8.917	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	275.00	7.01	547.00	0.503	274.66	1.0	3.300	A
2 - Site Access East	51.00	270.68	225.69	0.226	50.95	0.3	5.149	A
3 - Newgate Lane South	407.00	51.95	574.42	0.709	408.26	2.5	5.458	A
4 - Newgate Lane West (Connection)	11.00	449.21	141.85	0.078	11.02	0.1	6.879	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	287.00	8.96	545.53	0.526	286.90	1.1	3.477	A
2 - Site Access East	51.00	284.87	216.28	0.236	50.98	0.3	5.444	A
3 - Newgate Lane South	458.00	51.98	574.41	0.797	456.69	3.8	7.557	A
4 - Newgate Lane West (Connection)	13.00	497.69	110.83	0.117	12.95	0.1	9.192	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	203.00	7.04	547.40	0.371	203.51	0.6	2.620	A
2 - Site Access East	51.00	199.54	273.23	0.187	51.08	0.2	4.052	A
3 - Newgate Lane South	411.00	51.08	575.17	0.715	412.23	2.6	5.564	A
4 - Newgate Lane West (Connection)	10.00	454.28	139.32	0.072	10.05	0.1	6.967	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.95	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	44.00	347.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00	
	3 - Newgate Lane South	241.00	5.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	364.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	293.00	5.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	375.00	6.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	262.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	342.00	5.00
	2 - Site Access East	19.00	0.00	2.00	0.00
	3 - Newgate Lane South	236.00	5.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.75	6.23	2.9	A
2 - Site Access East	0.13	6.53	0.2	A
3 - Newgate Lane South	0.50	2.95	1.0	A
4 - Newgate Lane West (Connection)	0.06	3.92	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	397.00	12.96	568.96	0.698	394.73	2.3	5.102	A
2 - Site Access East	21.00	358.96	177.84	0.118	20.87	0.1	5.728	A
3 - Newgate Lane South	250.00	24.85	607.74	0.411	249.30	0.7	2.507	A
4 - Newgate Lane West (Connection)	14.00	264.19	279.23	0.050	13.95	0.1	3.392	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	414.00	12.99	568.91	0.728	413.65	2.6	5.782	A
2 - Site Access East	21.00	377.67	165.92	0.127	20.99	0.1	6.209	A
3 - Newgate Lane South	303.00	24.99	607.61	0.499	302.71	1.0	2.949	A
4 - Newgate Lane West (Connection)	14.00	316.70	243.74	0.057	13.99	0.1	3.917	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	425.00	13.00	568.88	0.747	424.73	2.9	6.227	A
2 - Site Access East	21.00	388.75	158.86	0.132	20.99	0.2	6.527	A
3 - Newgate Lane South	271.00	24.99	607.61	0.446	271.18	0.8	2.678	A
4 - Newgate Lane West (Connection)	14.00	286.17	264.38	0.053	14.00	0.1	3.593	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	391.00	13.00	568.92	0.687	391.65	2.2	5.096	A
2 - Site Access East	21.00	355.61	179.96	0.117	21.02	0.1	5.662	A
3 - Newgate Lane South	245.00	24.03	608.39	0.403	245.13	0.7	2.479	A
4 - Newgate Lane West (Connection)	13.00	260.15	281.96	0.046	13.01	0.0	3.348	A

Junctions 9
ARCADY 9 - Roundabout Module
Version: 9.5.1.7462
The users of this computer program for the solution of an engineering problem are in no way relieved of their responsibility for the correctness of the solution

**Filename:** Site Access Roundabout - Sensitivity Test S3 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353\TB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\525 Dwellings  
**Report generation date:** 07/08/2020 09:57:04

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
<b>2020 with CD + Development</b>										
1 - Newgate Lane North	D1	1.0	3.31	0.50	A	D2	2.4	5.63	0.71	A
2 - Site Access East		0.4	5.47	0.27	A		0.2	6.21	0.15	A
3 - Newgate Lane South		2.9	5.93	0.75	A		1.1	3.04	0.52	A
4 - Newgate Lane West (Connection)		0.1	7.32	0.09	A		0.1	3.99	0.05	A
<b>2036 with CD + Development</b>										
1 - Newgate Lane North	D3	1.1	3.49	0.52	A	D4	2.8	6.37	0.74	A
2 - Site Access East		0.4	5.79	0.28	A		0.2	6.77	0.16	A
3 - Newgate Lane South		3.6	7.01	0.79	A		1.2	3.19	0.54	A
4 - Newgate Lane West (Connection)		0.1	8.43	0.11	A		0.1	4.18	0.06	A

There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.

Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.

**File summary**

**File Description**

Title	(untitled)
Location	
Site number	
Date	05/01/2018
Version	
Status	(new file)
Identifier	
Client	
Jobnumber	
Enumerator	I-TRANSPORT\Hotdesk
Description	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.06	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

*The slope and intercept shown above include any corrections and adjustments.*

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	5.00	195.00	6.00
		2 - Site Access East	25.00	0.00	36.00	0.00
		3 - Newgate Lane South	428.00	8.00	0.00	4.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:30 - 07:45	From	1 - Newgate Lane North	0.00	5.00	247.00	6.00
		2 - Site Access East	25.00	0.00	36.00	0.00
		3 - Newgate Lane South	380.00	8.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:45 - 08:00	From	1 - Newgate Lane North	0.00	5.00	258.00	6.00
		2 - Site Access East	25.00	0.00	36.00	0.00
		3 - Newgate Lane South	428.00	8.00	0.00	5.00
		4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
08:00 - 08:15	From	1 - Newgate Lane North	0.00	5.00	179.00	5.00
		2 - Site Access East	25.00	0.00	36.00	0.00
		3 - Newgate Lane South	385.00	8.00	0.00	4.00
		4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.50	3.31	1.0	A
2 - Site Access East	0.27	5.47	0.4	A
3 - Newgate Lane South	0.75	5.93	2.9	A
4 - Newgate Lane West (Connection)	0.09	7.32	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	206.00	13.90	541.81	0.380	205.39	0.6	2.671	A
2 - Site Access East	61.00	206.36	268.71	0.227	60.71	0.3	4.320	A
3 - Newgate Lane South	440.00	30.86	591.06	0.744	437.16	2.8	5.747	A
4 - Newgate Lane West (Connection)	11.00	458.07	135.76	0.081	10.91	0.1	7.204	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	258.00	14.02	541.51	0.476	257.71	0.9	3.168	A
2 - Site Access East	61.00	258.72	233.72	0.261	60.94	0.4	5.208	A
3 - Newgate Lane South	393.00	30.97	590.95	0.665	393.83	2.0	4.586	A
4 - Newgate Lane West (Connection)	11.00	413.80	164.82	0.067	11.02	0.1	5.853	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	269.00	14.97	540.78	0.497	268.92	1.0	3.310	A
2 - Site Access East	61.00	270.90	225.61	0.270	60.98	0.4	5.466	A
3 - Newgate Lane South	441.00	30.99	590.92	0.746	440.14	2.9	5.934	A
4 - Newgate Lane West (Connection)	12.00	460.14	134.93	0.089	11.98	0.1	7.317	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	189.00	14.03	541.75	0.349	189.44	0.5	2.559	A
2 - Site Access East	61.00	190.46	279.32	0.218	61.09	0.3	4.125	A
3 - Newgate Lane South	397.00	30.04	591.74	0.671	397.80	2.1	4.661	A
4 - Newgate Lane West (Connection)	10.00	418.83	162.45	0.062	10.03	0.1	5.905	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.55	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	24.00	330.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00	
	3 - Newgate Lane South	230.00	35.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	347.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	279.00	35.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	357.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	250.00	35.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	325.00	5.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	225.00	35.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.71	5.63	2.4	A
2 - Site Access East	0.15	6.21	0.2	A
3 - Newgate Lane South	0.52	3.04	1.1	A
4 - Newgate Lane West (Connection)	0.05	3.99	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	360.00	41.87	546.67	0.659	358.10	1.9	4.726	A
2 - Site Access East	26.00	341.20	189.14	0.137	25.84	0.2	5.507	A
3 - Newgate Lane South	269.00	16.90	614.66	0.438	268.23	0.8	2.593	A
4 - Newgate Lane West (Connection)	13.00	275.17	271.96	0.048	12.95	0.1	3.474	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	377.00	41.98	546.57	0.690	376.71	2.2	5.288	A
2 - Site Access East	26.00	359.72	177.34	0.147	25.99	0.2	5.946	A
3 - Newgate Lane South	319.00	16.99	614.47	0.519	318.70	1.1	3.040	A
4 - Newgate Lane West (Connection)	13.00	324.70	238.48	0.055	12.99	0.1	3.991	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	387.00	42.01	546.53	0.708	386.80	2.4	5.625	A
2 - Site Access East	26.00	369.81	170.92	0.152	25.99	0.2	6.209	A
3 - Newgate Lane South	289.00	16.99	614.52	0.470	289.18	0.9	2.769	A
4 - Newgate Lane West (Connection)	13.00	296.17	257.76	0.050	13.00	0.1	3.676	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	354.00	42.01	546.55	0.648	354.52	1.9	4.699	A
2 - Site Access East	26.00	337.50	191.49	0.136	26.02	0.2	5.441	A
3 - Newgate Lane South	264.00	16.02	615.37	0.429	264.14	0.8	2.562	A
4 - Newgate Lane West (Connection)	12.00	271.15	274.68	0.044	12.01	0.0	3.428	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.79	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	5.00	204.00	6.00
	2 - Site Access East	25.00	0.00	36.00	0.00	
	3 - Newgate Lane South	452.00	8.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	259.00	6.00
	2 - Site Access East	25.00	0.00	36.00	0.00
	3 - Newgate Lane South	401.00	8.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	271.00	6.00
	2 - Site Access East	25.00	0.00	36.00	0.00
	3 - Newgate Lane South	452.00	8.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	5.00	188.00	5.00
	2 - Site Access East	25.00	0.00	36.00	0.00
	3 - Newgate Lane South	406.00	8.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	5
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.52	3.49	1.1	A
2 - Site Access East	0.28	5.79	0.4	A
3 - Newgate Lane South	0.79	7.01	3.6	A
4 - Newgate Lane West (Connection)	0.11	8.43	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	215.00	13.88	541.63	0.397	214.34	0.7	2.744	A
2 - Site Access East	61.00	215.31	262.69	0.232	60.70	0.3	4.449	A
3 - Newgate Lane South	464.00	30.86	591.01	0.785	460.47	3.5	6.725	A
4 - Newgate Lane West (Connection)	11.00	481.38	120.46	0.091	10.90	0.1	8.207	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	270.00	14.03	541.35	0.499	269.67	1.0	3.308	A
2 - Site Access East	61.00	270.68	225.69	0.270	60.93	0.4	5.460	A
3 - Newgate Lane South	414.00	30.97	590.90	0.701	415.15	2.4	5.153	A
4 - Newgate Lane West (Connection)	11.00	435.11	150.83	0.073	11.02	0.1	6.439	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	282.00	15.95	539.93	0.522	281.90	1.1	3.485	A
2 - Site Access East	61.00	284.87	216.28	0.282	60.98	0.4	5.795	A
3 - Newgate Lane South	465.00	30.99	590.87	0.787	463.81	3.6	7.015	A
4 - Newgate Lane West (Connection)	13.00	483.81	119.73	0.109	12.96	0.1	8.429	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	198.00	14.05	541.56	0.366	198.51	0.6	2.628	A
2 - Site Access East	61.00	199.53	273.23	0.223	61.10	0.3	4.246	A
3 - Newgate Lane South	418.00	30.05	591.69	0.706	419.12	2.5	5.248	A
4 - Newgate Lane West (Connection)	10.00	440.14	148.38	0.067	10.05	0.1	6.510	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.03	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
16:00 - 16:15	From				
	1 - Newgate Lane North	0.00	24.00	347.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	241.00	35.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	364.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	293.00	35.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	375.00	6.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	262.00	35.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	24.00	342.00	5.00
	2 - Site Access East	11.00	0.00	15.00	0.00
	3 - Newgate Lane South	236.00	35.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.74	6.37	2.8	A
2 - Site Access East	0.16	6.77	0.2	A
3 - Newgate Lane South	0.54	3.19	1.2	A
4 - Newgate Lane West (Connection)	0.06	4.18	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	377.00	42.86	545.89	0.691	374.81	2.2	5.197	A
2 - Site Access East	26.00	358.92	177.86	0.146	25.83	0.2	5.914	A
3 - Newgate Lane South	280.00	16.89	614.63	0.456	279.17	0.8	2.676	A
4 - Newgate Lane West (Connection)	14.00	286.11	264.56	0.053	13.94	0.1	3.591	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	394.00	42.98	545.79	0.722	393.65	2.5	5.900	A
2 - Site Access East	26.00	377.66	165.93	0.157	25.99	0.2	6.431	A
3 - Newgate Lane South	333.00	16.99	614.44	0.542	332.66	1.2	3.189	A
4 - Newgate Lane West (Connection)	14.00	338.66	229.04	0.061	13.99	0.1	4.184	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	405.00	43.01	545.75	0.742	404.73	2.8	6.366	A
2 - Site Access East	26.00	388.74	158.87	0.164	25.99	0.2	6.772	A
3 - Newgate Lane South	301.00	16.99	614.49	0.490	301.21	1.0	2.874	A
4 - Newgate Lane West (Connection)	14.00	308.20	249.63	0.056	14.01	0.1	3.818	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	371.00	43.01	545.77	0.680	371.65	2.2	5.188	A
2 - Site Access East	26.00	355.63	179.95	0.144	26.02	0.2	5.849	A
3 - Newgate Lane South	275.00	16.02	615.33	0.447	275.15	0.8	2.648	A
4 - Newgate Lane West (Connection)	13.00	282.16	267.23	0.049	13.01	0.1	3.542	A

# Junctions 9

The users of this computer program for the solution of an engineering problem are in no way relieved of their responsibility for the correctness of the solution

**Filename:** Site Access Roundabout - Sensitivity Test S4 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353ITB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\525 Dwellings  
**Report generation date:** 07/08/2020 09:58:14

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
2020 with CD + Development										
1 - Newgate Lane North	D1	1.0	3.32	0.50	A	D2	2.6	5.79	0.72	A
2 - Site Access East		0.4	5.47	0.27	A		0.2	6.17	0.15	A
3 - Newgate Lane South		3.1	6.41	0.76	A		1.0	2.91	0.49	A
4 - Newgate Lane West (Connection)		0.1	7.98	0.10	A		0.1	3.85	0.05	A
2036 with CD + Development										
1 - Newgate Lane North	D3	1.1	3.50	0.53	A	D4	3.0	6.57	0.76	A
2 - Site Access East		0.4	5.79	0.28	A		0.2	6.72	0.16	A
3 - Newgate Lane South		3.9	7.68	0.80	A		1.1	3.05	0.51	A
4 - Newgate Lane West (Connection)		0.1	9.31	0.12	A		0.1	4.03	0.06	A

There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.

Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.

**File summary**

**File Description**

<b>Title</b>	(untitled)
<b>Location</b>	
<b>Site number</b>	
<b>Date</b>	05/01/2018
<b>Version</b>	
<b>Status</b>	(new file)
<b>Identifier</b>	
<b>Client</b>	
<b>Jobnumber</b>	
<b>Enumerator</b>	I-TRANSPORT\Hotdesk
<b>Description</b>	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.33	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.648

*The slope and intercept shown above include any corrections and adjustments.*

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:15 - 07:30	From				
	1 - Newgate Lane North	0.00	10.00	195.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	428.00	3.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:30 - 07:45	From				
	1 - Newgate Lane North	0.00	10.00	247.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	380.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
07:45 - 08:00	From				
	1 - Newgate Lane North	0.00	10.00	258.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	428.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
08:00 - 08:15	From				
	1 - Newgate Lane North	0.00	10.00	179.00	5.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	385.00	3.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	4
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.50	3.32	1.0	A
2 - Site Access East	0.27	5.47	0.4	A
3 - Newgate Lane South	0.76	6.41	3.1	A
4 - Newgate Lane West (Connection)	0.10	7.98	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	211.00	8.93	546.13	0.386	210.37	0.6	2.676	A
2 - Site Access East	61.00	206.35	268.71	0.227	60.71	0.3	4.320	A
3 - Newgate Lane South	435.00	51.76	574.74	0.757	431.97	3.0	6.180	A
4 - Newgate Lane West (Connection)	11.00	473.78	125.75	0.087	10.91	0.1	7.830	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	263.00	9.01	545.72	0.482	262.70	0.9	3.177	A
2 - Site Access East	61.00	258.72	233.72	0.261	60.94	0.4	5.208	A
3 - Newgate Lane South	388.00	51.95	574.55	0.675	388.91	2.1	4.873	A
4 - Newgate Lane West (Connection)	11.00	429.87	154.58	0.071	11.02	0.1	6.271	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	274.00	9.98	544.97	0.503	273.92	1.0	3.320	A
2 - Site Access East	61.00	270.90	225.62	0.270	60.98	0.4	5.466	A
3 - Newgate Lane South	436.00	51.99	574.53	0.759	435.05	3.1	6.407	A
4 - Newgate Lane West (Connection)	12.00	476.05	124.76	0.096	11.97	0.1	7.978	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	194.00	9.02	546.16	0.355	194.45	0.6	2.561	A
2 - Site Access East	61.00	190.46	279.32	0.218	61.09	0.3	4.126	A
3 - Newgate Lane South	392.00	51.07	575.29	0.681	392.89	2.2	4.957	A
4 - Newgate Lane West (Connection)	10.00	434.94	152.12	0.066	10.03	0.1	6.335	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.66	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	44.00	330.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00	
	3 - Newgate Lane South	230.00	15.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	347.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	279.00	15.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	357.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	250.00	15.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	7.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	325.00	5.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	225.00	15.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	7.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.72	5.79	2.6	A
2 - Site Access East	0.15	6.17	0.2	A
3 - Newgate Lane South	0.49	2.91	1.0	A
4 - Newgate Lane West (Connection)	0.05	3.85	0.1	A

### Main Results for each time segment

#### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	380.00	21.93	562.15	0.676	377.95	2.1	4.834	A
2 - Site Access East	25.00	341.16	189.16	0.132	24.85	0.2	5.473	A
3 - Newgate Lane South	249.00	24.85	607.98	0.410	248.31	0.7	2.498	A
4 - Newgate Lane West (Connection)	13.00	263.21	279.96	0.046	12.95	0.0	3.370	A

#### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	397.00	21.99	562.07	0.706	396.69	2.4	5.430	A
2 - Site Access East	25.00	359.71	177.35	0.141	24.99	0.2	5.906	A
3 - Newgate Lane South	299.00	24.99	607.82	0.492	298.73	1.0	2.909	A
4 - Newgate Lane West (Connection)	13.00	312.73	246.49	0.053	12.99	0.1	3.854	A

#### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	407.00	22.01	562.04	0.724	406.79	2.6	5.786	A
2 - Site Access East	25.00	369.80	170.92	0.146	24.99	0.2	6.166	A
3 - Newgate Lane South	269.00	24.99	607.84	0.443	269.17	0.8	2.660	A
4 - Newgate Lane West (Connection)	13.00	284.16	265.80	0.049	13.00	0.1	3.562	A

#### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	374.00	22.01	562.09	0.665	374.56	2.0	4.813	A
2 - Site Access East	25.00	337.52	191.47	0.131	25.02	0.2	5.406	A
3 - Newgate Lane South	244.00	24.03	608.64	0.401	244.13	0.7	2.469	A
4 - Newgate Lane West (Connection)	12.00	259.14	282.71	0.042	12.01	0.0	3.326	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	6.16	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	10.00	204.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00	
	3 - Newgate Lane South	452.00	3.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	259.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	401.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	271.00	6.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	452.00	3.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	10.00	188.00	5.00
	2 - Site Access East	46.00	0.00	15.00	0.00
	3 - Newgate Lane South	406.00	3.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	5
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.53	3.50	1.1	A
2 - Site Access East	0.28	5.79	0.4	A
3 - Newgate Lane South	0.80	7.68	3.9	A
4 - Newgate Lane West (Connection)	0.12	9.31	0.1	A

## Main Results for each time segment

### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	220.00	8.92	545.93	0.403	219.33	0.7	2.749	A
2 - Site Access East	61.00	215.30	262.69	0.232	60.70	0.3	4.449	A
3 - Newgate Lane South	459.00	51.76	574.70	0.799	455.19	3.8	7.315	A
4 - Newgate Lane West (Connection)	11.00	497.00	110.51	0.100	10.89	0.1	9.024	A

### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	275.00	9.02	545.54	0.504	274.66	1.0	3.318	A
2 - Site Access East	61.00	270.68	225.69	0.270	60.93	0.4	5.460	A
3 - Newgate Lane South	409.00	51.95	574.51	0.712	410.29	2.5	5.525	A
4 - Newgate Lane West (Connection)	11.00	451.23	140.55	0.078	11.02	0.1	6.948	A

### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	287.00	10.96	544.08	0.527	286.90	1.1	3.497	A
2 - Site Access East	61.00	284.87	216.28	0.282	60.98	0.4	5.795	A
3 - Newgate Lane South	460.00	51.98	574.49	0.801	458.66	3.9	7.676	A
4 - Newgate Lane West (Connection)	13.00	499.65	109.57	0.119	12.95	0.1	9.310	A

### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	203.00	9.04	545.94	0.372	203.51	0.6	2.633	A
2 - Site Access East	61.00	199.54	273.22	0.223	61.10	0.3	4.244	A
3 - Newgate Lane South	413.00	51.08	575.25	0.718	414.26	2.6	5.633	A
4 - Newgate Lane West (Connection)	10.00	456.32	138.01	0.072	10.05	0.1	7.038	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.18	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	44.00	347.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00	
	3 - Newgate Lane South	241.00	15.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	364.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	293.00	15.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	375.00	6.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	262.00	15.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	44.00	342.00	5.00
	2 - Site Access East	19.00	0.00	6.00	0.00
	3 - Newgate Lane South	236.00	15.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.76	6.57	3.0	A
2 - Site Access East	0.16	6.72	0.2	A
3 - Newgate Lane South	0.51	3.05	1.1	A
4 - Newgate Lane West (Connection)	0.06	4.03	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	397.00	22.93	561.36	0.707	394.63	2.4	5.325	A
2 - Site Access East	25.00	358.87	177.89	0.141	24.84	0.2	5.874	A
3 - Newgate Lane South	260.00	24.84	607.97	0.428	259.26	0.7	2.575	A
4 - Newgate Lane West (Connection)	14.00	274.14	272.57	0.051	13.95	0.1	3.479	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	414.00	22.99	561.28	0.738	413.62	2.7	6.076	A
2 - Site Access East	25.00	377.64	165.94	0.151	24.99	0.2	6.385	A
3 - Newgate Lane South	313.00	24.99	607.80	0.515	312.69	1.1	3.047	A
4 - Newgate Lane West (Connection)	14.00	326.68	237.06	0.059	13.99	0.1	4.034	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	425.00	23.01	561.25	0.757	424.71	3.0	6.571	A
2 - Site Access East	25.00	388.73	158.88	0.157	24.99	0.2	6.721	A
3 - Newgate Lane South	281.00	24.99	607.82	0.462	281.19	0.9	2.756	A
4 - Newgate Lane West (Connection)	14.00	296.18	257.68	0.054	14.00	0.1	3.692	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	391.00	23.01	561.29	0.697	391.71	2.3	5.331	A
2 - Site Access East	25.00	355.66	179.93	0.139	25.02	0.2	5.812	A
3 - Newgate Lane South	255.00	24.03	608.61	0.419	255.14	0.7	2.546	A
4 - Newgate Lane West (Connection)	13.00	270.16	275.27	0.047	13.01	0.0	3.433	A

Junctions 9
ARCADY 9 - Roundabout Module
Version: 9.5.1.7462
The users of this computer program for the solution of an engineering problem are in no way relieved of their responsibility for the correctness of the solution

**Filename:** Site Access Roundabout - Sensitivity Test S5 525 Aug 2020.j9  
**Path:** T:\Projects\10000 Series Project Numbers\10353\TB Newgate Lane, Fareham\Tech\Assessments\Arcady\2020\Updated Modelling\525 Dwellings  
**Report generation date:** 07/08/2020 10:00:03

- »2020 with CD + Development , AM
- »2020 with CD + Development , PM
- »2036 with CD + Development , AM
- »2036 with CD + Development , PM

**Summary of junction performance**

	AM					PM				
	Set ID	Queue (Veh)	Delay (s)	RFC	LOS	Set ID	Queue (Veh)	Delay (s)	RFC	LOS
<b>2020 with CD + Development</b>										
1 - Newgate Lane North	D1	0.9	3.06	0.48	A	D2	2.7	6.03	0.74	A
2 - Site Access East		0.4	5.21	0.26	A		0.2	6.30	0.15	A
3 - Newgate Lane South		1.8	4.42	0.65	A		1.2	3.26	0.54	A
4 - Newgate Lane West (Connection)		0.1	5.69	0.09	A		0.1	4.21	0.06	A
<b>2036 with CD + Development</b>										
1 - Newgate Lane North	D3	1.1	3.50	0.53	A	D4	3.2	6.67	0.76	A
2 - Site Access East		0.4	5.79	0.28	A		0.2	6.77	0.16	A
3 - Newgate Lane South		4.0	8.01	0.81	A		1.0	2.99	0.50	A
4 - Newgate Lane West (Connection)		0.1	9.77	0.12	A		0.1	3.98	0.06	A

There are warnings associated with one or more model runs - see the 'Data Errors and Warnings' tables for each Analysis or Demand Set.

Values shown are the highest values encountered over all time segments. Delay is the maximum value of average delay per arriving vehicle.

**File summary**

**File Description**

Title	(untitled)
Location	
Site number	
Date	05/01/2018
Version	
Status	(new file)
Identifier	
Client	
Jobnumber	
Enumerator	I-TRANSPORT\Hotdesk
Description	

### Units

Distance units	Speed units	Traffic units input	Traffic units results	Flow units	Average delay units	Total delay units	Rate of delay units
m	kph	Veh	Veh	perTimeSegment	s	-Min	perMin

### Analysis Options

Calculate Queue Percentiles	Calculate residual capacity	RFC Threshold	Average Delay threshold (s)	Queue threshold (PCU)
		0.85	36.00	20.00

### Demand Set Summary

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

### Analysis Set Details

ID	Network flow scaling factor (%)
A1	100.000

# 2020 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.04	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Arms

### Arms

Arm	Name	Description
1	Newgate Lane North	
2	Site Access East	
3	Newgate Lane South	
4	Newgate Lane West (Connection)	

### Roundabout Geometry

Arm	V - Approach road half-width (m)	E - Entry width (m)	I' - Effective flare length (m)	R - Entry radius (m)	D - Inscribed circle diameter (m)	PHI - Conflict (entry) angle (deg)	Exit only
1 - Newgate Lane North	3.65	8.00	69.0	25.0	45.0	15.4	
2 - Site Access East	3.00	7.12	13.3	28.0	45.0	17.3	
3 - Newgate Lane South	7.00	8.35	52.0	15.0	45.0	21.3	
4 - Newgate Lane West (Connection)	3.65	7.22	16.0	25.0	45.0	17.3	

### Slope / Intercept / Capacity

#### Roundabout Slope and Intercept used in model

Arm	Final slope	Final intercept (PCU/TS)
1 - Newgate Lane North	0.770	583.911
2 - Site Access East	0.630	406.305
3 - Newgate Lane South	0.795	633.345
4 - Newgate Lane West (Connection)	0.669	457.474

The slope and intercept shown above include any corrections and adjustments.

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D1	2020 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	12.00	190.00	10.00
		2 - Site Access East	55.00	0.00	6.00	0.00
		3 - Newgate Lane South	358.00	1.00	0.00	6.00
		4 - Newgate Lane West (Connection)	7.00	0.00	8.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:30 - 07:45	From	1 - Newgate Lane North	0.00	12.00	244.00	8.00
		2 - Site Access East	55.00	0.00	6.00	0.00
		3 - Newgate Lane South	317.00	1.00	0.00	6.00
		4 - Newgate Lane West (Connection)	7.00	0.00	8.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:45 - 08:00	From	1 - Newgate Lane North	0.00	12.00	253.00	7.00
		2 - Site Access East	55.00	0.00	6.00	0.00
		3 - Newgate Lane South	357.00	1.00	0.00	6.00
		4 - Newgate Lane West (Connection)	7.00	0.00	9.00	0.00

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
08:00 - 08:15	From	1 - Newgate Lane North	0.00	12.00	173.00	4.00
		2 - Site Access East	55.00	0.00	6.00	0.00
		3 - Newgate Lane South	320.00	1.00	0.00	5.00
		4 - Newgate Lane West (Connection)	6.00	0.00	10.00	0.00

## Vehicle Mix

### Heavy Vehicle Percentages

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	2	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

### Results Summary for whole modelled period

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.48	3.06	0.9	A
2 - Site Access East	0.26	5.21	0.4	A
3 - Newgate Lane South	0.65	4.42	1.8	A
4 - Newgate Lane West (Connection)	0.09	5.69	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	212.00	8.95	566.87	0.374	211.41	0.6	2.527	A
2 - Site Access East	61.00	207.39	273.17	0.223	60.71	0.3	4.231	A
3 - Newgate Lane South	365.00	64.71	565.29	0.646	363.20	1.8	4.415	A
4 - Newgate Lane West (Connection)	15.00	411.98	174.67	0.086	14.91	0.1	5.631	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	264.00	9.01	566.51	0.466	263.73	0.9	2.969	A
2 - Site Access East	61.00	259.74	239.49	0.255	60.95	0.3	5.039	A
3 - Newgate Lane South	324.00	62.95	566.69	0.572	324.45	1.3	3.721	A
4 - Newgate Lane West (Connection)	15.00	373.40	201.26	0.075	15.01	0.1	4.834	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	272.00	9.99	565.70	0.481	271.95	0.9	3.063	A
2 - Site Access East	61.00	268.93	233.57	0.261	60.99	0.4	5.214	A
3 - Newgate Lane South	364.00	61.99	567.39	0.642	363.58	1.8	4.407	A
4 - Newgate Lane West (Connection)	16.00	412.57	174.26	0.092	15.98	0.1	5.686	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	189.00	11.00	565.09	0.334	189.42	0.5	2.397	A
2 - Site Access East	61.00	187.41	285.97	0.213	61.08	0.3	4.004	A
3 - Newgate Lane South	326.00	59.08	569.62	0.572	326.42	1.4	3.709	A
4 - Newgate Lane West (Connection)	16.00	376.48	199.14	0.080	16.01	0.1	4.914	A



# 2020 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	4.91	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D2	2020 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
16:00 - 16:15	From	1 - Newgate Lane North	0.00	53.00	326.00	10.00
	2 - Site Access East	23.00	0.00	3.00	0.00	
	3 - Newgate Lane South	255.00	6.00	0.00	5.00	
	4 - Newgate Lane West (Connection)	4.00	0.00	8.00	0.00	

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	343.00	9.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	310.00	6.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	352.00	9.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	275.00	6.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	9.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	320.00	9.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	252.00	6.00	0.00	4.00
	4 - Newgate Lane West (Connection)	2.00	0.00	10.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	2	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	2	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.74	6.03	2.7	A
2 - Site Access East	0.15	6.30	0.2	A
3 - Newgate Lane South	0.54	3.26	1.2	A
4 - Newgate Lane West (Connection)	0.06	4.21	0.1	A

### Main Results for each time segment

#### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	389.00	13.95	563.72	0.690	386.81	2.2	5.027	A
2 - Site Access East	26.00	342.08	186.56	0.139	25.84	0.2	5.593	A
3 - Newgate Lane South	266.00	32.80	595.86	0.446	265.20	0.8	2.715	A
4 - Newgate Lane West (Connection)	12.00	283.07	264.67	0.045	11.95	0.0	3.561	A

#### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	405.00	13.99	563.59	0.719	404.68	2.5	5.649	A
2 - Site Access East	26.00	359.70	175.22	0.148	25.99	0.2	6.030	A
3 - Newgate Lane South	321.00	31.99	596.41	0.538	320.65	1.2	3.259	A
4 - Newgate Lane West (Connection)	13.00	338.64	226.74	0.057	12.99	0.1	4.210	A

#### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	414.00	15.00	562.80	0.736	413.78	2.7	6.026	A
2 - Site Access East	26.00	369.80	168.74	0.154	25.99	0.2	6.304	A
3 - Newgate Lane South	285.00	31.99	596.41	0.478	285.24	0.9	2.896	A
4 - Newgate Lane West (Connection)	15.00	304.23	250.23	0.060	15.00	0.1	3.825	A

#### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	382.00	16.00	562.17	0.680	382.57	2.2	5.029	A
2 - Site Access East	26.00	339.52	188.22	0.138	26.02	0.2	5.550	A
3 - Newgate Lane South	262.00	32.03	596.42	0.439	262.13	0.8	2.692	A
4 - Newgate Lane West (Connection)	12.00	281.15	265.98	0.045	12.02	0.0	3.545	A

# 2036 with CD + Development , AM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	6.35	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D3	2036 with CD + Development	AM	DIRECT	07:15	08:15	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To				
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)	
07:15 - 07:30	From	1 - Newgate Lane North	0.00	12.00	204.00	6.00
	2 - Site Access East	55.00	0.00	6.00	0.00	
	3 - Newgate Lane South	452.00	1.00	0.00	4.00	
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00	

**Demand (Veh/TS)**

 07:30 -  
07:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	12.00	259.00	6.00
	2 - Site Access East	55.00	0.00	6.00	0.00
	3 - Newgate Lane South	401.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	6.00	0.00

**Demand (Veh/TS)**

 07:45 -  
08:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	12.00	271.00	6.00
	2 - Site Access East	55.00	0.00	6.00	0.00
	3 - Newgate Lane South	452.00	1.00	0.00	5.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 08:00 -  
08:15

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	12.00	188.00	5.00
	2 - Site Access East	55.00	0.00	6.00	0.00
	3 - Newgate Lane South	406.00	1.00	0.00	4.00
	4 - Newgate Lane West (Connection)	4.00	0.00	6.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	6	5
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	3	0	0	6
	4 - Newgate Lane West (Connection)	11	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.53	3.50	1.1	A
2 - Site Access East	0.28	5.79	0.4	A
3 - Newgate Lane South	0.81	8.01	4.0	A
4 - Newgate Lane West (Connection)	0.12	9.77	0.1	A

### Main Results for each time segment

#### 07:15 - 07:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	222.00	6.93	547.64	0.405	221.32	0.7	2.752	A
2 - Site Access East	61.00	215.30	262.70	0.232	60.70	0.3	4.449	A
3 - Newgate Lane South	457.00	60.71	567.72	0.805	453.05	4.0	7.607	A
4 - Newgate Lane West (Connection)	11.00	503.81	106.07	0.104	10.89	0.1	9.444	A

#### 07:30 - 07:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	277.00	7.02	547.22	0.506	276.66	1.0	3.322	A
2 - Site Access East	61.00	270.68	225.69	0.270	60.93	0.4	5.460	A
3 - Newgate Lane South	407.00	60.94	567.49	0.717	408.36	2.6	5.703	A
4 - Newgate Lane West (Connection)	11.00	458.30	135.95	0.081	11.03	0.1	7.207	A

#### 07:45 - 08:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	289.00	8.96	545.74	0.530	288.90	1.1	3.501	A
2 - Site Access East	61.00	284.87	216.28	0.282	60.98	0.4	5.795	A
3 - Newgate Lane South	458.00	60.98	567.48	0.807	456.58	4.0	8.008	A
4 - Newgate Lane West (Connection)	13.00	506.57	105.03	0.124	12.95	0.1	9.769	A

#### 08:00 - 08:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	205.00	7.04	547.69	0.374	205.52	0.6	2.635	A
2 - Site Access East	61.00	199.54	273.22	0.223	61.10	0.3	4.244	A
3 - Newgate Lane South	411.00	60.10	568.22	0.723	412.34	2.7	5.822	A
4 - Newgate Lane West (Connection)	10.00	463.41	133.36	0.075	10.06	0.1	7.304	A

# 2036 with CD + Development , PM

## Data Errors and Warnings

Severity	Area	Item	Description
Warning	Geometry	1 - Newgate Lane North - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.
Warning	Geometry	3 - Newgate Lane South - Roundabout Geometry	Effective flare length is over 30m, which is outside the normal range. Treat capacities with increasing caution.

## Junction Network

### Junctions

Junction	Name	Junction type	Use circulating lanes	Arm order	Junction Delay (s)	Junction LOS
1	Site Access	Standard Roundabout		1, 2, 3, 4	5.26	A

### Junction Network Options

Driving side	Lighting
Left	Normal/unknown

## Traffic Demand

### Demand Set Details

ID	Scenario name	Time Period name	Traffic profile type	Start time (HH:mm)	Finish time (HH:mm)	Time period length (min)	Time segment length (min)
D4	2036 with CD + Development	PM	DIRECT	16:00	17:00	60	15

Vehicle mix source	PCU Factor for a HV (PCU)	O-D data varies over time
HV Percentages	2.00	✓

### Demand overview (Traffic)

Arm	Linked arm	Use O-D data	Scaling Factor (%)
1 - Newgate Lane North		✓	100.000
2 - Site Access East		✓	100.000
3 - Newgate Lane South		✓	100.000
4 - Newgate Lane West (Connection)		✓	100.000

## Origin-Destination Data

### Demand (Veh/TS)

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
16:00 - 16:15	From				
	1 - Newgate Lane North	0.00	53.00	347.00	6.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	241.00	6.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:15 -  
16:30

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	364.00	6.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	293.00	6.00	0.00	5.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:30 -  
16:45

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	375.00	6.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	262.00	6.00	0.00	4.00
	4 - Newgate Lane West (Connection)	6.00	0.00	8.00	0.00

**Demand (Veh/TS)**

 16:45 -  
17:00

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0.00	53.00	342.00	5.00
	2 - Site Access East	23.00	0.00	3.00	0.00
	3 - Newgate Lane South	236.00	6.00	0.00	4.00
	4 - Newgate Lane West (Connection)	5.00	0.00	8.00	0.00

## Vehicle Mix

**Heavy Vehicle Percentages**

		To			
		1 - Newgate Lane North	2 - Site Access East	3 - Newgate Lane South	4 - Newgate Lane West (Connection)
From	1 - Newgate Lane North	0	0	1	0
	2 - Site Access East	0	0	0	0
	3 - Newgate Lane South	1	0	0	0
	4 - Newgate Lane West (Connection)	0	0	0	0

## Results

**Results Summary for whole modelled period**

Arm	Max RFC	Max Delay (s)	Max Queue (Veh)	Max LOS
1 - Newgate Lane North	0.76	6.67	3.2	A
2 - Site Access East	0.16	6.77	0.2	A
3 - Newgate Lane South	0.50	2.99	1.0	A
4 - Newgate Lane West (Connection)	0.06	3.98	0.1	A

## Main Results for each time segment

### 16:00 - 16:15

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	406.00	13.95	568.31	0.714	403.55	2.4	5.386	A
2 - Site Access East	26.00	358.84	177.91	0.146	25.83	0.2	5.912	A
3 - Newgate Lane South	251.00	28.81	604.64	0.415	250.29	0.7	2.534	A
4 - Newgate Lane West (Connection)	14.00	269.15	275.77	0.051	13.95	0.1	3.437	A

### 16:15 - 16:30

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	423.00	13.99	568.25	0.744	422.61	2.8	6.159	A
2 - Site Access East	26.00	377.64	165.94	0.157	25.99	0.2	6.430	A
3 - Newgate Lane South	304.00	28.98	604.49	0.503	303.70	1.0	2.989	A
4 - Newgate Lane West (Connection)	14.00	321.69	240.27	0.058	13.99	0.1	3.977	A

### 16:30 - 16:45

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	434.00	14.00	568.22	0.764	433.69	3.2	6.670	A
2 - Site Access East	26.00	388.72	158.88	0.164	25.99	0.2	6.772	A
3 - Newgate Lane South	272.00	28.99	604.49	0.450	272.18	0.8	2.709	A
4 - Newgate Lane West (Connection)	14.00	291.17	260.90	0.054	14.00	0.1	3.644	A

### 16:45 - 17:00

Arm	Total Demand (Veh/TS)	Circulating flow (Veh/TS)	Capacity (Veh/TS)	RFC	Throughput (Veh/TS)	End queue (Veh)	Delay (s)	Unsignalised level of service
1 - Newgate Lane North	400.00	14.00	568.27	0.704	400.73	2.4	5.395	A
2 - Site Access East	26.00	355.67	179.92	0.145	26.02	0.2	5.850	A
3 - Newgate Lane South	246.00	28.03	605.26	0.406	246.14	0.7	2.506	A
4 - Newgate Lane West (Connection)	13.00	265.15	278.48	0.047	13.01	0.0	3.392	A



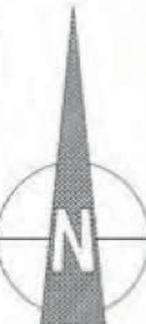
# Newgate Lane South Draft Development Framework

## Legend

- Promoted residential development
- Existing ditch network to be used for potential SuDS incorporated into natural greenspace & footpath network
- Tree Belts identified as important features for detailed survey and future retention (indicative based on 2013 aerial survey)
- 25m MoD and Road buffer for use as Natural Greenspace
- Existing sports pitches and open space
- Potential Roundabout Principal Access
- Potential secondary access options
- Indicative Internal access links
- Existing Public Rights of Way
- New pedestrian / cycle network
- Proposed LEAP 20m x 20m with 20m buffer

**Total residential units circa 475 units**  
(subject to tree, biodiversity, overwintering bird survey and discussions with Environment Agency)

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Site Area  
5.64 ha

Site Area  
1.63 ha

Colingwood  
Sports Pitches

Meadow Walk  
recreation ground  
(Gosport BC)

MUGA expansion  
600sqm to create  
NEAP

Existing Play Area  
(Gosport BC)

SCHOOL

# **FAREHAM REVISED PUBLICATION LOCAL PLAN 2037**

## **REGULATION 19 CONSULTATION:**

### **REPRESENTATIONS ON HOUSING PROVISION AND AFFORDABLE HOUSING PROVISION**

**ON BEHALF OF: THE HAMMOND FAMILY, MILLER HOMES AND  
BARGATE HOMES**

**PREPARED BY NEIL TILEY**

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**DESIGN** | **ENVIRONMENT** | **PLANNING** | **ECONOMICS** | **HERITAGE**

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## **CONTENTS:**

	<b>Page No:</b>
<b>1. INTRODUCTION</b>	<b>2</b>
<b>2. STRATEGIC POLICY H1: HOUSING PROVISION</b>	<b>3</b>
<b>3. POLICY HP4: FIVE-YEAR HOUSING LAND SUPPLY</b>	<b>17</b>
<b>4. APPENDIX B: THE HOUSING TRAJECTORY</b>	<b>19</b>
<b>5. SUMMARY AND CONCLUSIONS</b>	<b>25</b>

## **1. INTRODUCTION**

- 1.1 Pegasus Group welcome the opportunity to submit representations to the Revised Regulation 19 Public Consultation on the emerging Fareham Local Plan 2037 (eFLP) on behalf of The Hammond Family, Miller Homes and Bargate Homes. This element of those representations is a specialist representation which addresses the matters of housing provision and affordable housing provision. It is submitted alongside, and supplementary to, the over-arching representations on the Revised Publication Local Plan prepared by Jeremy Gardiner and Trevor Moody.

## 2. STRATEGIC POLICY H1: HOUSING PROVISION

### The minimum local housing need

2.1 Paragraph 4.3 of the eFLP correctly recognises that the standard method provides only the minimum local housing need<sup>1</sup> and that as such there may be circumstances in which the local housing need is greater than that provided by the standard method including for example:

- (i) to address affordable housing needs<sup>2</sup>,
- (ii) to address unmet housing needs within neighbouring areas<sup>3</sup>.

### The need for affordable housing

2.2 National planning guidance provides a clear methodology for calculating the number of households that will be in need of an affordable home over the plan period<sup>4</sup> as required by paragraph 61 of the NPPF. This requires that the current unmet gross need, the newly arising gross need, and the current supply are assessed to provide the net need for additional affordable homes.

2.3 Fareham Borough Council has published an Affordable Housing Strategy which identifies a need for 3,500 affordable homes over the period 2019-36 but does not explain the methodology or provide any of the calculations used to identify this figure. It is therefore entirely unclear whether this document has been prepared in accordance with the methodology of national guidance and even assuming that it has, it does not identify the necessary components of the identified affordable housing need.

2.4 Furthermore, the Affordable Housing Strategy only assesses the need for affordable housing over the period 2019-36 rather than across the plan period of 2021-37. For each of these reasons, the resultant affordable housing need

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<sup>1</sup> As confirmed in paragraph 60 of the NPPF and the PPG (2a-002), (2a-004), (2a-006), (2a-007), and (2a-010).

<sup>2</sup> As confirmed in paragraph 4.3 of the FLP, paragraph 61 of the NPPF and the PPG (2a-024).

<sup>3</sup> As confirmed in paragraph 4.4 of the FLP, paragraphs 35a and 60 of the NPPF and the PPG (2a-010).

<sup>4</sup> See the PPG (2a-018) to (2a-024).

- cannot currently be demonstrated to be justified, effective or consistent with national policy.
- 2.5 Pegasus Group looks forward to the publication of the necessary assessment and reserves the right to respond once this is available. In the interim in the absence of an assessment which accords with the eFLP or national guidance, the following representations have been prepared on the basis that there is a need for 3,500 affordable homes in the period 2019-36 or 206 per annum. In the absence of an assessment for the plan period it is assumed as a working proxy that the annual need for 206 affordable homes per annum is maintained for 2036/37 and that there is therefore a need for 3,706 homes over the period 2019-37.
- 2.6 In the year 2019/20, 10 additional affordable homes were delivered<sup>5</sup> in Fareham Borough and there was a loss of 15 affordable homes as a result of the Government's Right to Buy scheme<sup>6</sup>. This results in a need for 3,711 affordable homes over the period 2020-37 or 218 per annum. The net change in affordable homes in Fareham Borough are not yet available for 2020/21 and so as a further working assumption, it is assumed that the needs were met in 2020/21 with 218 affordable homes delivered. This would leave a need for c.3,493 affordable homes over the plan period 2021-37 for Fareham Borough alone.
- 2.7 The eFLP also proposes to contribute 900 homes towards the unmet needs of other neighbouring authorities. These unmet needs will encompass the unmet affordable housing needs of neighbouring authorities which will be additional to the need for 3,493 affordable homes to meet the needs of Fareham Borough alone. Therefore, there will be a need for more than c.3,493 affordable homes throughout the plan period.

The supply of affordable housing

- 2.8 Paragraph 4.3 of the eFLP states that the affordable housing needs will be met. This accords with the Vision which sets out that the eFLP will address the particular needs for new homes, and it accords with Strategic Priority 1 which

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<sup>5</sup> According to MHCLG Live Table 1008C.

<sup>6</sup> According to MHCLG Live Table 691.

seeks to address housing needs. It is also a requirement of paragraph 20a of the NPPF.

2.9 However, it is entirely unclear that this objective and therefore the Vision and Strategic Priority will be achieved. Not only is there no assessment of what the affordable housing needs are over the plan period, there is no assessment to demonstrate that these will be met as would be necessary to justify this statement and to demonstrate that the policies of the eFLP support the Vision of the eFLP.

2.10 Indeed, based on the supply of 10,594 homes identified in Table 4.2 of the eFLP, it is possible to estimate the number of affordable homes that would be facilitated by the eFLP. Table 4.2 suggests that:

- (i) 1,291 homes will be delivered on small sites<sup>7</sup> which will not be required to contribute any affordable homes<sup>8</sup>,
- (ii) 1,411 homes will be delivered on large sites with planning permission or a resolution to grant planning permission (excluding Welborne)<sup>9</sup> which could contribute c.423 to c.564 affordable homes (depending upon their size) assuming that the applications have been determined in accordance with Policy CS18 and that they are able to be viably delivered whilst providing 30-40% affordable housing,
- (iii) 3,610 homes will be delivered at Welborne which will provide at most 362 affordable homes based on the latest revisions proposed to the planning application,
- (iv) 916 homes will be delivered on proposed allocations in Fareham Town Centre which could provide c.183 affordable homes if they are able to be viably delivered whilst providing the 20% affordable housing sought by Policy HP5, and

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<sup>7</sup> Arising from 67 with outstanding planning permission and a windfall allowance of 1,224 homes.

<sup>8</sup> Based on Policy CS18 of the adopted Core Strategy and Policy HP5 of the eFLP.

<sup>9</sup> Arising from 401 on sites with full planning permission, 436 with outline planning permission and 574 on sites with resolution to grant planning permission (excluding Welborne).

- (v) 3,366 homes will be delivered on proposed allocations outside of Fareham Town Centre which could provide somewhere between c.1,178 and c.1,346 affordable homes (depending on the mix of greenfield and brownfield sites) if they are able to be viably delivered whilst providing the 35-40% affordable housing sought by Policy HP5.

2.11 Therefore, even if every site is able to viably deliver the levels of affordable housing sought by adopted and emerging policies, the eFLP will facilitate the delivery of at most c.2,455 affordable homes. It is therefore evident that contrary to the position stated in paragraph 4.3, the policies of the eFLP will not meet the need for in excess of c.3,493 affordable homes as required by the Vision, Strategic Priority 1 and paragraph 20a of the NPPF.

2.12 If the affordable housing needs of Fareham Borough are to be met in full as suggested by paragraph 4.3 of the eFLP, it will therefore be necessary to increase the supply of affordable homes by at least c.1,038. This would require an additional supply of c.2,594 homes on greenfield sites<sup>10</sup> or c.2,965 homes on brownfield sites<sup>11</sup>. In total it would therefore be necessary to deliver **at least c.13,188 homes**<sup>12</sup> over the plan period to meet the affordable housing needs of Fareham Borough alone, without any contribution towards the unmet affordable housing needs of neighbouring authorities.

2.13 In summary, the policies of the eFLP do not provide a sufficient supply of housing to meet affordable housing needs, contrary to the position stated in paragraph 4.3 of the eFLP and contrary to the requirements of the Vision, Strategic Priority 1 and paragraph 20a of the NPPF. The eFLP is therefore not effective in addressing affordable housing needs, it is not positive, it is not consistent with the NPPF and the stated position in paragraph 4.3 is factually incorrect and unjustified. Accordingly, the eFLP is not sound in this regard.

2.14 In order to address this it will be necessary to increase the housing requirement to meet the affordable housing needs in full unless as set out in paragraph 11b of the NPPF it can be demonstrated that either the application

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<sup>10</sup> 40% of which should be provided as affordable housing according to Policy HP5.

<sup>11</sup> 35% of which should be provided as affordable housing according to Policy HP5.

<sup>12</sup> =10,594 + 2,594.

of policies in the NPPF that protect areas or assets of particular importance provide a strong reason for not doing so, or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. No evidence is available to demonstrate that either paragraph 11bi or 11bii of the NPPF apply and so national policy requires that sufficient provision is made for the full affordable housing needs<sup>13</sup>.

- 2.15 If new evidence is produced which demonstrates that it would be unsustainable to meet the affordable housing needs in full, then paragraph 4.3, the Vision and Strategic Priority 1 will need to be amended accordingly, and Fareham Borough Council will need to work through the duty to cooperate to see if the unmet affordable housing needs can be met in neighbouring authorities.

The unmet needs of neighbouring authorities

- 2.16 Local planning authorities are under a statutory duty to co-operate with one another and prescribed bodies on strategic matters that cross administrative boundaries.
- 2.17 Paragraph 26 of the NPPF requires that authorities work together to determine how any development needs that cannot be met in one area can be addressed. Paragraph 27 requires that this joint working is effective and on-going and that it is demonstrated through one or more Statements of Common Ground which should be made publicly available throughout the plan-making process and prepared in accordance with national guidance.
- 2.18 The PPG (61-020) and (61-021) require that such Statements of Common Ground are published on the website in support of a publication draft Local Plan. However, no Statement of Common Ground is available amongst the documents available on the Council's eFLP website as required by national guidance and paragraph 27 of the NPPF. Instead there is a Statement of Compliance with the Duty to Cooperate. This does not however meet the requirements of national guidance including for example as it does not identify the housing requirements in adopted and emerging strategic policies across the sub-area<sup>14</sup>, nor the capacity of each LPA to meet their housing needs<sup>15</sup>, nor

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<sup>13</sup> See paragraph 20a of the NPPF.

<sup>14</sup> As required by the PPG (61-011e).

- the extent of any unmet needs<sup>16</sup>, nor any agreements or disagreements as to the extent to which these unmet needs are capable of being met across the wider area<sup>17</sup>.
- 2.19 In the absence of such a Statement of Common Ground being made available in support of a Regulation 19 consultation as required by national policy, there is not only an evidential gap to demonstrate that the requirements of paragraphs 35a and 60 of the NPPF are satisfied, but consultees have also not been provided the evidence necessary to make informed representations.
- 2.20 Notwithstanding the absence of the necessary evidence, paragraph 4.5 of the eFLP indicates that in September 2020 it was estimated that there was an unmet need of circa 10,750 homes across the sub-region. This figure appears to originate from a Statement of Common Ground between the Partnership for South Hampshire Joint Committee of 30<sup>th</sup> September 2020<sup>18</sup>. This Statement of Common Ground was based on a minimum local housing need for 83,600 and a supply of 72,850 over the period 2020-36. This included an unmet need of 2,769 homes in Eastleigh, 2,585 homes in Gosport, 669 homes in Portsmouth and 3,128 homes in Southampton. The Statement of Common Ground however did not propose any distribution to address these unmet needs and as a result, it too did not meet the minimum requirements of the PPG (61-012c). As a result, the eFLP has been unable to take into account the extent of unmet needs which should be responded to in Fareham Borough to accord with paragraph 60 of the NPPF.
- 2.21 Furthermore, since this Statement of Common Ground was prepared the standard method for determining the minimum local housing need has been revised and updated. For the authorities which fall wholly within the sub-region<sup>19</sup>, the minimum local housing need for 16 years has increased by

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<sup>15</sup> As required by the PPG (61-012a).

<sup>16</sup> As required by the PPG (61-012b).

<sup>17</sup> As required by the PPG (61-012c).

<sup>18</sup> Which is not only out-of-date it is not available in the evidence base of the eFLP.

<sup>19</sup> Comprising Eastleigh, Fareham, Gosport, Havant, New Forest, Portsmouth and Southampton.

5,504<sup>20</sup>. It is therefore likely that the unmet need has increased substantially in the interim and this has not been responded to within the evidence base of the eFLP or the eFLP itself. As a result not only is there no Statement of Common Ground which meets the minimum requirements of the PPG or that is available on the eFLP website as required by national guidance, there is no Statement of Common Ground which reflects the most up to date position.

2.22 Indeed, there is no evidence of ongoing engagement and no Statement of Common Ground which reflects the current unmet need for housing across the sub-region as required by the PPG (61-020) and therefore the duty to cooperate has not been met and the requirements of paragraph 27 of the NPPF have not been fulfilled.

2.23 The fact that the cooperation has not been ongoing is perhaps most apparent from the fact that paragraph 4.5 of the eFLP indicates that Portsmouth City had requested that Fareham Borough contribute 1,000 homes to address unmet needs, but the eFLP has nevertheless been progressed on the basis of an unmet need of 669 homes in Portsmouth City from September 2020 in the absence of a request from Portsmouth City for a different level of contribution. This is even more alarming when it is recognised that the unmet need in Portsmouth has now increased as a result of the updates to the standard method and so there remains an unmet need for c.1,000 homes<sup>21</sup>

#### Contributions towards unmet needs of neighbouring authorities

2.24 The Statement of Common Ground from September 2020 which addresses the unmet needs which arose under the former standard method proposes that the unmet needs identified at that time would be addressed through a non-statutory Spatial Position Statement and Joint Strategy. Whilst this may be a pragmatic way forward given the absence of the evidence necessary to meet the requirements of national policy and guidance, it would give rise to unsustainable delays in meeting the needs of households and as a minimum it would necessitate a commitment to an immediate review of the eFLP to respond to the distribution of these needs once identified.

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<sup>20</sup> It is not possible to estimate the change in those authorities of which only part is within the sub-region.

<sup>21</sup> 973 homes based on the unmet need of 669 identified in September 2020 and the fact that the minimum local housing need has increased by 304 homes in the interim.

- 2.25 Notwithstanding the absence of the necessary evidence, the eFLP nevertheless proposes to increase its housing requirement by 900 homes to provide a contribution towards the unspecific unmet needs of the sub-region. There is no evidence that this proposed contribution is sufficient or in a sustainable location to address the current unmet needs of other authorities including Gosport, Southampton or Portsmouth. Further work will be required to ensure that this increased housing requirement is both sufficient and that it is responded to in an appropriate location to address the unmet needs to which it responds.
- 2.26 The eFLP also continues to rely upon the delivery of the Strategic Development Area at Welborne, which was identified in response to sub-regional needs<sup>22</sup>. It is therefore clear that at least some of the homes proposed at this site were not intended to respond to the needs of Fareham Borough but rather unmet needs. It may be that the eFLP is being progressed on the basis that the contribution of 900 homes towards the unmet needs of neighbouring authorities will be provided at Welborne, with the remaining 2,710 homes at Welborne intended to respond to the housing needs of Fareham Borough itself. If this is the case, this should be made clear within the eFLP. If not, then the proposed contribution of 900 homes will be additional to the homes which meet the unmet needs of the sub-region at Welborne, and as such more of the homes proposed in the eFLP will respond to unmet needs such that the housing requirement of the eFLP will need to be increased accordingly.
- 2.27 In any event, it should be recognised that Welborne does not provide a sustainable location to address any of the significant unmet needs of Gosport Borough and that some other sub-regional solution will need to be identified to respond to this need<sup>23</sup>. Such a solution, if deferred to the proposed Joint Strategy, is again likely to require an immediate review of the eFLP to ensure that there are not unnecessary and unsustainable delays in meeting housing needs.
- 2.28 At present in the absence of a Statement of Common Ground which reflects current minimum housing needs the duty to co-operate has not been met. In

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<sup>22</sup> As set out in paragraph 2.7 of the South Hampshire Strategy 2012.

<sup>23</sup> Potentially through the proposed Joint Strategy.

order to address this it is recommended that Fareham Borough Council in combination with its partner authorities:

- (i) update the Statement of Common Ground to reflect the current need for housing as required by the NPPF,
- (ii) publicise this on the eFLP website as required by the NPPF,
- (iii) work together to identify which of these unmet needs can be addressed within emerging Local Plans and which are best left to the Joint Strategy,
- (iv) ensure that the distribution of development within each LPA responds appropriately to the unmet needs which are to be addressed within the emerging Local Plans,
- (v) ensures that alongside sites proposed to address unmet needs, there is a sufficient supply to address indigenous needs,
- (vi) seeks to deliver housing to meet the housing requirements (excluding the unmet needs to be addressed through the Joint Strategy) in the first part of the plan periods to compensate for the remaining unmet needs being postponed until such time as the Joint Strategy is in place, and
- (vii) commits to an immediate review of Local Plans once the Joint Strategy is in place.

#### The plan period housing requirement

2.29 As identified above there is a housing need for at least c.13,188 homes as well as an unknown additional need to address unmet needs across the sub-region. In the absence of the preparation of a Statement of Common Ground which reflects current housing needs, for the purposes of these representations it is assumed that the proposed contribution of 900 homes towards unmet needs is appropriate. There is therefore **a need for at least c.14,088 homes** over the plan period.

2.30 The housing need forms the basis of identifying a housing requirement. In Fareham Borough there are no constraints that would justify a housing requirement below the housing need and so it would be expected that as a minimum the eFLP would identify an interim housing requirement which at least meets the housing needs acknowledging that this is likely to increase

following the preparation of the Joint Strategy to respond to unmet housing needs across the sub-region<sup>24</sup>.

- 2.31 Many Inspectors have found that it is necessary to set a housing requirement in excess of the minimum housing need in order to ensure that a sufficient choice of housing is made available to meet the needs of households in accordance with paragraph 8b of the NPPF. Without such an increase, a housing requirement which provided for the minimum housing need may not provide for a sufficient choice of house sizes, types, tenures, or specialist needs to meet the needs of different groups as required by paragraph 61 of the NPPF. In both the Vale of Aylesbury Local Plan and the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, the respective Inspectors have considered it necessary to set a housing requirement circa 5% in excess of the minimum housing need. This would result in **a housing requirement for c.14,800 homes** in Fareham Borough.

A stepped housing requirement

- 2.32 Strategic Policy H1 proposes to step the housing requirement to reflect the fact that the strategic allocation at Welborne is anticipated to deliver towards the end of the plan period.
- 2.33 A planning balance needs to be reached to determine whether or not it is appropriate to adopt such a stepped housing requirement and then to determine the precise steps. This requires a consideration as to whether it is sustainable to defer providing the housing needed by households to facilitate the delivery of sites with longer lead-in times or whether to meet the needs of households should be met sooner by identifying sites with shorter lead-in times in accordance with the PPG (68-021).
- 2.34 In Fareham Borough, an average of 282 homes per annum have been built in the period 2011-20 in response to the objectively assessed need for 420 homes per annum from 2011 onwards<sup>25</sup>. This equates to an under-delivery of 1,240 homes relative to need, or to put this another way only 67% of housing needs have been met within the Borough over the past 9 years.

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<sup>24</sup> And particularly from Gosport Borough.

<sup>25</sup> As identified in the Objectively Assessed Housing Need Update of April 2016.

- 2.35 Similarly, an average of 69 affordable homes per annum have been constructed and an average of 11 affordable homes per annum have been lost through the Government's Right to Buy programme during the period 2011-20. There has therefore been an average increase of 52 affordable homes per annum in response to the need for 302 affordable homes per annum over this period<sup>26</sup>. This equates to an under-delivery of 2,201 affordable homes such that only 19% of the affordable housing needs have been met in the past 9 years.
- 2.36 In response to this critically low level of housing delivery and affordable housing delivery, it is therefore perhaps unsurprising that the current need for affordable housing increased from 2,002 households in 2016<sup>27</sup> to 3,000 households in 2019<sup>28</sup>.
- 2.37 The extent of the local housing crisis is also apparent from the fact that of all 314 LPAs in England, Fareham Borough saw:
- (i) Saw the third greatest increase in the median workplace-based house price to income ratio from 2019 to 2020,
  - (ii) Saw the 40<sup>th</sup> greatest increase in the median workplace-based house price to income ratio over the preceding five-years, and
  - (iii) Saw the greatest increase in its minimum local housing need from 2020 to 2021.
- 2.38 There is therefore a demonstrable pressing need for housing in Fareham Borough<sup>29</sup> which has arisen as a result of the significant under-delivery of housing in recent years. To adopt a stepped housing requirement will further compound the ability of households to access suitable accommodation which has already not been forthcoming for years and would be wholly unsustainable. This proposal would not be effective in responding to the backlog of housing need that has already accrued, it would be the very opposite of positive planning and it would not meet the needs of the present

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<sup>26</sup> As identified in the Housing Evidence: Overview Report of the Borough Council.

<sup>27</sup> As identified in the Objectively Assessed Housing Need Update of April 2016.

<sup>28</sup> As identified in the Affordable Housing Strategy of 2019.

<sup>29</sup> Even by comparison to the nation which is facing a housing crisis.

- and would not therefore provide for sustainable development as defined by paragraph 7 of the NPPF.
- 2.39 Furthermore, as the unmet needs across the sub-region have yet to be established and distributed, those housing needs will only be responded to in the medium/longer term once the Joint Strategy is in place. This means that if the identified housing needs are provided for now, this will still not meet the unmet needs of households in the short-term. To compound this with a stepped housing requirement in Fareham Borough would therefore be even less sustainable than it would otherwise be.
- 2.40 Paragraph 4.16 of the eFLP seeks to justify the proposed stepped housing requirement as being necessary to secure a five-year housing land supply. However, the requirement for a five-year land supply should not be used as a tool to unsustainably defer addressing the pressing needs of households. The requirement for a five-year land supply seeks to provide a positive tool to ensure that the needs of households are met in a timely fashion. The Council's proposed approach entirely undermines that objective.
- 2.41 The Borough Council has also recently acknowledged<sup>30</sup> that owing to the record of delivery in recent years, Fareham Borough is likely to be subject to a record of substantial under-delivery later this year and as such the 'presumption in favour of development' will be engaged regardless of the five-year land supply position<sup>31</sup>. Therefore, regardless of the five-year land supply position, the policies of the eFLP once adopted will be rendered out-of-date. The Council has the option to either respond to the shortfall in housing delivery through the approval of planning applications which are contrary to the eFLP under the 'presumption in favour of sustainable development'; or by adopting policies in the eFLP which recognise the current need for housing and allow planning applications to be determined in accordance with the eFLP<sup>32</sup> to address the existing need for housing. The latter approach, namely an effective and positive eFLP that responds to housing needs is clearly preferable.

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<sup>30</sup> At recent S78 appeals.

<sup>31</sup> As set out in footnote 7 of the NPPF.

<sup>32</sup> Recognising that the 'presumption in favour of sustainable development' will be engaged regardless.

- 2.42 Pegasus Group therefore object in the strongest possible terms to the proposed stepped housing requirement as this is the very antithesis of sustainable development.
- 2.43 This is perhaps best illustrated by the fact that there is currently a minimum need for 541 homes per annum, which itself has arisen as a result of the significant under-delivery of housing since at least 2011, but the proposed stepped housing requirement would require the delivery of only 300 homes per annum to 2024 such that at least an additional 723 households<sup>33</sup> would not be provided the housing they need in the short-term.
- 2.44 Nevertheless, even if such a stepped housing requirement were found to be sound notwithstanding the fact that a stepped housing requirement would be unsustainable and would undermine the objectives of national policy in Fareham Borough, it would be necessary to ensure that the significant adverse effects that arise from this are as limited as they can be, and that the stepped housing requirement is not used as a tool to seek to unnecessarily delay meeting identified development needs<sup>34</sup>.
- 2.45 The housing trajectory in Appendix B of the eFLP suggests that 745 homes will be delivered from 2021-23 in response to the minimum need for 1,082 homes. It is therefore apparent that in the absence of either (or both) the Council adopting a more positive approach when determining planning applications currently or in the absence of additional allocations capable of delivering rapidly, there will be a shortfall in housing delivery relative to the minimum need. In such circumstances, even if such a stepped housing requirement were to be accepted, it would be wholly unjustified to set a requirement for less than 745 homes in the period 2021-23 as this is achievable according to the trajectory of the eFLP. Strategic Policy H1 however proposes a requirement for only 600 homes in this period. This is not justifiable nor effective in minimising the harms to households and it clearly does not represent positive planning.
- 2.46 Similarly, in the period 2021-24, Appendix B suggests that 1,538 homes will be delivered in response to the minimum need for 1,623 homes. However, once again rather than setting a housing requirement for 1,538 homes which

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<sup>33</sup> = (541 x 3) – 900.

<sup>34</sup> As set out in the PPG (68-021).

can be achieved according to the housing trajectory, Strategic Policy H1 proposes a housing requirement for only 900 homes, some 638 homes less than that which the eFLP assumes will be achieved and some 985 less than the minimum need.

2.47 The stepped housing requirement is similarly unjustified, ineffective and negative for the period 2021-25.

2.48 If a stepped housing requirement were to be accepted notwithstanding the significant harms that arise from such an approach, especially in an LPA which has such a pressing need for housing currently, this should be informed by the housing trajectory and should identify a minimum requirement for:

- (i) 244 homes in 2021/22,
- (ii) 501 homes in 2022/23,
- (iii) 793 homes in 2023/24,
- (iv) 736 homes in 2024/25,
- (v) The residual housing requirement annualised over the remainder of the plan period 2025-37 which would require 1,044 homes per annum based on the plan period requirement for c.14,800 homes identified above.

### 3. POLICY HP4: FIVE-YEAR HOUSING LAND SUPPLY

- 3.1 The absence of a five-year land supply demonstrates that the policies of the Development Plan have been ineffective in identifying a sufficient supply of sites to respond to housing needs. In such circumstances, it is appropriate to reduce the weight afforded to those policies and to increase the weight afforded to proposals to address the shortfall in housing. This is achieved through the tilted balance of paragraph 11d of the NPPF which indicates that planning permission should be granted unless any adverse impacts significantly and demonstrably outweigh the benefits<sup>35</sup>.
- 3.2 Policy HP4 however seeks to replace paragraph 11d of the NPPF such that:
- (i) planning permission will be granted providing five criteria are met without any consideration of whether any adverse effects would significantly and demonstrably outweigh the benefits, and
  - (ii) it is inferred that planning applications will be refused if they don't meet the five criteria even if any adverse effects do not significantly and demonstrably outweigh the benefits.
- 3.3 Policy HP4 is therefore not only contrary to national policy, but its application could also actively undermine the operation of the NPPF. This would be especially harmful in Fareham Borough where there is a significant backlog of housing need that should be responded to rapidly by facilitating opportunities for sustainable development where any adverse impacts do not significantly and demonstrably outweigh the benefits of responding to the backlog.
- 3.4 Policy HP4 is proposed so as to avoid a 'precedent for unsustainable development'. The justification for this proposed policy therefore appears to be based on an unjustified assumption that paragraph 11d of the NPPF which provides for sustainable development will be misapplied by decision-takers.
- 3.5 In summary, Policy HP4 is clearly inconsistent with national policy, it is unjustified, it is not positive, and it will act as a constraint on effectively responding to housing needs in Fareham Borough.

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<sup>35</sup> And providing there are no policies in the NPPF that protect areas or assets of particular importance which provide a clear reason for refusal.

- 3.6 In order to address this, either Policy HP4 should be deleted from the eFLP; or it should be modified to replicate the wording of paragraph 11d of the NPPF; or it should be modified to ensure that the particular criteria are taken into account within the tilted balance but these alone would not justify either approval or refusal of a planning application.

#### 4. APPENDIX B: THE HOUSING TRAJECTORY

##### The developable supply

- 4.1 Paragraph 73 of the NPPF requires that strategic policies should include a trajectory which sets out the anticipated rate of development for specific sites. However, the eFLP does not provide such a detailed housing trajectory and does not therefore accord with national policy and there is no evidence to justify the supply relied upon in Strategic Policy H1.
- 1.1 Notwithstanding the absence of the necessary evidence, it is apparent from Table 4.2 that the eFLP relies upon the delivery of 3,610 homes at Welborne through the plan period. It is assumed that this is consistent with the position presented in the latest Five Year Housing Land Supply Position Statement which assumes that the first 30 completions will be achieved in 2022, and with that presented in previous trajectories provided by the applicant which indicate that over time this will increase to deliver 300 homes per annum 5 years later<sup>36</sup>.
- 4.2 The applicant and the Borough Council has produced numerous trajectories for this site over recent years and all of these have been demonstrated to be unrealistic. For example:
- (i) in the Welborne Plan of June 2015 it was assumed that this site would have delivered 1,160 completions by March 2021,
  - (ii) in the Infrastructure Delivery Plan provided by the applicant in March 2017 it was assumed that this site would have delivered 500 completions by March 2021,
  - (iii) in each of the Five Year Housing Supply Position Statements of the Borough Council of December 2017, March 2018, June 2018, September 2018, October 2018 and December 2018 it was assumed that this site would have delivered 140 completions by March 2021, and
  - (iv) in the Infrastructure Delivery Plans provided by the applicant in December 2018 and March 2019 and the Five Year Housing Supply Position Statements of the Borough Council of January 2019 and

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<sup>36</sup> See for example, the Supplementary Planning Statement of December 2020.

April 2019 it was assumed that this site would have delivered 30 completions by March 2021.

- 4.3 However, in March 2021 this site did not even benefit from outline planning permission let alone having delivered any completions. It is therefore demonstrably the case that the trajectories provided by the applicant and supported by the Borough Council cannot be relied upon.
- 4.4 The latest trajectory provided by the applicant in the Supplementary Planning Statement of December 2020 recognises that it presents a 'best-case' scenario and from even a cursory analysis it is evident that it is unrealistic. It assumes that notwithstanding the absence of any funding solution at this time and the absence of an outline planning permission in December 2020, the first completions would be achieved in early 2023 (i.e. within just over 2 years). Such a short lead-in time has never been achieved on any site nationally even once outline planning permission has been granted in the experience of Pegasus Group.
- 4.5 Indeed, the unrealistic nature of the trajectory for Welborne has been acknowledged by the s78 Inspectors in the recent Land at Newgate Lane conjoined appeals (3252180/3252185) in which the Inspector identified that:
- "...housing delivery on that site within the five-year period will fall well short of that assumed by the Council."**
- 4.6 Furthermore, the applicant has identified in their latest trajectory that if the funding for the M27 J10 works necessary to bring forward the site is not achieved as soon as possible, the delay to the delivery of this site could be exponential. This is exactly what has occurred, the proposed funding solution relied upon by the applicant at that time has not been secured, such that it is likely that the delivery of this site will be delayed by a significant period.
- 4.7 As a result, there is no clear evidence as to when or how this site will achieve completions and so in accordance with the NPPF, this site should not be considered to be deliverable within five-years, such that the trajectory of the eFLP can only include this site from year 6 onwards (namely 2027).
- 4.8 Furthermore, not only is there no clear evidence as required by the NPPF the trajectory of the Council is wholly unrealistic even in the absence of the constraints faced by this site.

- 4.9 An alternative funding mechanism has been proposed and the applicant has proposed further amendments to the scheme<sup>37</sup> to accommodate this which has yet to go before committee. Even if the necessary funding is secured imminently, planning committee approve the further revisions imminently, the remaining issues with the s106 are agreed forthwith, outline planning permission is granted immediately and that following this the shortest lead-in time ever achieved on a site of more than 1,000 homes in Hampshire is achieved, this site would not achieve the first completions until April 2024 rather than in autumn 2022 as assumed by the Council. However, there is no evidence that this can or will be achieved on this site.
- 4.10 Based on the current evidence this site can only be included in the trajectory from 2027, such that based on the trajectory of the applicant this site would then contribute 2,410 homes during the plan period rather than the 3,610 identified in Table 4.2 of the eFLP. This alone would reduce the developable supply from 10,594 to 9,394 homes such that there would be an insufficient supply to meet even the housing requirement of 9,556 proposed in the eFLP which itself is insufficient.
- 4.11 Furthermore, the applicant's and Council's trajectory assumes that an average of 283 homes per annum<sup>38</sup> will be completed. Such average delivery rates have only ever been achieved on very few sites nationally. Once again there is no clear evidence as to how or whether this could be achieved such that there is likely to be a much greater shortfall in the developable supply.

The five-year land supply

- 4.12 The eFLP is not supported by an assessment of the five-year land supply position that will exist at the point of adoption. The specific deliverable sites are not identified, and no clear evidence is provided in support of any major sites with outline planning permission or subject to allocations as required by paragraph 73 of the NPPF. As such there is no evidence that the requirements of paragraph 67 and 73 will be met by the eFLP.

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<sup>37</sup> Which have been objected to by officers of the Council including as a result of further reduction to the provision of affordable housing.

<sup>38</sup> Excluding the first year of development which does not reflect a full year.

4.13 The Council's recent assessments of the deliverable supply have been demonstrably unrealistic and have not been undertaken in accordance with the NPPF as recognised by numerous S78 Inspectors including for example in the appeal decision at Rear of 77 Burridge Road (3209865) where the Inspector stated that the Council:

**"...has not provided the clear evidence sought by the Framework in relation to at least 1700 dwellings. The information before me does not enable me to reach a definitive figure for the current housing land supply position, but the probability is that it is significantly below that published by the Council, and much closer to that advanced by the appellant."**

4.14 Similarly, in the appeal decision at Land to the east of Downend Road (3230015) the Inspector stated:

**"The 5yrHLS evidence put before me shows that there are a significant number of dwellings subject to applications with resolutions to grant planning permission that are subject to unresolved matters, including the execution of agreements or unilateral undertakings under Section 106 of the Act. In many instances those resolutions to grant planning permission are 18 or more months old and I consider they cannot be considered as coming within the scope of the Framework's deliverability definition. I therefore consider that the Council's claimed 4.66 years HLS position is too optimistic and that the appellant's figure of 2.4 years better represents the current situation."**

4.15 The unrealism of the Council's trajectories, which is likely to have arisen in part as a result of the departures from national policy identified by these Inspectors, is apparent from an analysis of what has actually been delivered:

- (i) The Council forecast that there would be 1,034 completions from 2017-20 in December 2017 and 1,097 completions from 2017-20 in March 2018. There were only 866 completions in this period, such that the forecasts of the Council had over-estimated the supply by 19.4% and 26.7% respectively.
- (ii) The Council forecast that in the period 2018-20 there would be 815 completions in June 2018, 893 in September 2018, October 2018 and December 2018 and 836 completions in January 2019. There were only 575 completions in this period, such that the forecasts of the Council had over-estimated the supply by 41.7%, 55.3%, and 45.4% respectively.

- 4.16 Notwithstanding the absence of any of the evidence required by national policy and the demonstrable unrealism of the previous forecasts of the Council, the housing trajectory in Appendix B provides an indication of the forecast levels of delivery.
- 4.17 Assuming that this trajectory has been prepared in accordance with national policy unlike the previous forecasts of the Council, and that it is realistic unlike the previous forecasts of the Council, it identifies a supply of 2,883 homes from 2021-26.
- 4.18 The standard method identifies a minimum need<sup>39</sup> for 541 homes per annum, which in addition to the 20% buffer required by paragraph 73 of the NPPF, would identify a need for a deliverable supply of 3,246 homes.
- 4.19 It is therefore apparent that the eFLP does not identify a sufficient supply of housing to demonstrate a five-year land supply against the minimum housing need. However, assuming that the trajectory is robust, the eFLP is only 363 homes short of providing the necessary five-year land supply. This should be able to be accommodated by either (or both) the approval of planning applications prior to adoption of the eFLP or the identification of a relatively limited number of additional allocations within the eFLP.
- 4.20 However, rather than take this opportunity, the eFLP unsustainably seeks to disregard the need for housing through the use of a stepped housing requirement in the short-term rather than identify the sites necessary to meet housing needs. This is directly contrary to the PPG (68-021) and is unsound.
- 4.21 Furthermore, even if a stepped housing requirement were considered to be sound notwithstanding the circumstances in Fareham Borough, this should be set at a level to ensure that housing needs are responded to as rapidly as possible.
- 4.22 Based on the supply of 2,883 homes identified in the housing trajectory, the Council would be able to demonstrate a five-year land supply (including 20% buffer) against a housing requirement for 2,402 homes in the period 2021-26. The stepped housing requirement of Strategic Policy H1 however provides a housing requirement for only 1,990 significantly below the minimum housing

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<sup>39</sup> Excluding any consideration of the need for affordable housing or unmet needs.

need for 2,705 homes (excluding buffer) and significantly below a housing requirement against which the eFLP would be able to demonstrate a five-year land supply namely 2,402 homes. The proposed stepped housing requirement is therefore unjustifiable and simply serves to delay meeting development needs directly contrary to the PPG (68-021).

## 5. SUMMARY AND CONCLUSIONS

5.1 The Regulation 19 consultation is not supported by numerous of the pieces of evidence required by national policy and guidance and as such the resultant eFLP is not justified or consistent with national policy. In particular, there is:

- (i) No assessment of the need for affordable housing over the plan period as required by paragraph 61 of the NPPF,
- (ii) No assessment of the need for affordable housing which demonstrably adopts the methodology of national guidance or which provides the necessary outputs,
- (iii) No assessment of the unmet need for affordable housing from neighbouring authorities as required by paragraphs 35a and 60 of the NPPF,
- (iv) No Statement of Common Ground with neighbouring authorities that reflects the current minimum need for housing as required to meet the duty to cooperate and as required by paragraph 27 of the NPPF,
- (v) No assessment of how the out-of-date identified unmet needs are to be distributed as required by the PPG (61-012) and thereby paragraph 27 of the NPPF,
- (vi) No detailed housing trajectory as required by paragraph 73 of the NPPF,
- (vii) None of the evidence required to demonstrate a five-year land supply at the point of adoption is available as required by paragraph 73 of the NPPF, and
- (viii) No clear evidence that completions will be achieved on any sites with outline planning permission, or which are allocated or proposed to be allocated such that these cannot be considered to be deliverable according to the NPPF.

5.2 In the absence of the necessary evidence, the eFLP cannot be demonstrated to be justified, effective, positive or consistent with national policy and does not meet the duty to co-operate. The absence of this evidence will also have prejudiced the ability of consultees to respond.

5.3 Nevertheless, on the basis of the partial information that is available it is evident that the eFLP is unsound including because it:

- (i) Proposes a housing requirement that will not meet the affordable housing needs of Fareham Borough<sup>40</sup> contrary to the Vision and Strategic Priority 1 of the eFLP and contrary to paragraph 20a of the NPPF,
- (ii) Proposes a contribution towards the unmet needs of neighbouring authorities that has not been demonstrated to be sufficient or to be in an appropriate location as required by paragraphs 11b and 60 of the NPPF,
- (iii) Has not been informed by effective and on-going joint working such that the duty to cooperate has not been met as required by paragraphs 26 and 27 of the NPPF,
- (iv) Proposes a stepped housing requirement without any consideration of the significant existing backlog of housing supply such that the needs of the present will not be provided for as required by paragraph 7 of the NPPF,
- (v) Unjustifiably proposes a stepped housing requirement which requires less development in the early years of the plan period than the trajectory suggests can be achieved which will only serve to unnecessarily delay meeting development needs contrary to the PPG (68-021),
- (vi) Unjustifiably proposes a stepped housing requirement to secure a five-year land supply but sets this significantly below the level at which the eFLP would demonstrate a five-year land supply<sup>41</sup> and therefore serves to delay meeting development needs contrary to the PPG (68-021),
- (vii) Seeks to replace paragraph 11d of the NPPF with Policy HP4 which is clearly inconsistent with the NPPF and actively undermines the operation of the NPPF,

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<sup>40</sup> Let alone contribute to the unmet affordable housing needs of neighbouring authorities.

<sup>41</sup> Assuming that the housing trajectory of the eFLP is robust.

- (viii) Does not identify a sufficient developable supply to meet even the proposed housing requirement for 9,556 homes in the eFLP<sup>42</sup> contrary to paragraph 67 of the NPPF, and
- (ix) Does not provide any evidence that a five-year land supply will be able to be demonstrated at the point of adoption as required by paragraph 73 of the NPPF.

5.4 The failure to meet the procedural requirements of the duty to co-operate cannot be retrospectively addressed, but given that it appears that the duty had been satisfied up until the latest consultation draft, Pegasus Group consider that this could be rectified through a revised Regulation 19 consultation document that has been informed by Statements of Common Ground with the prescribed bodies and in particular other LPAs in the sub-region.

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<sup>42</sup> Let alone meet the actual housing needs or provide any buffer to ensure that these needs are met.

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## CONTENTS

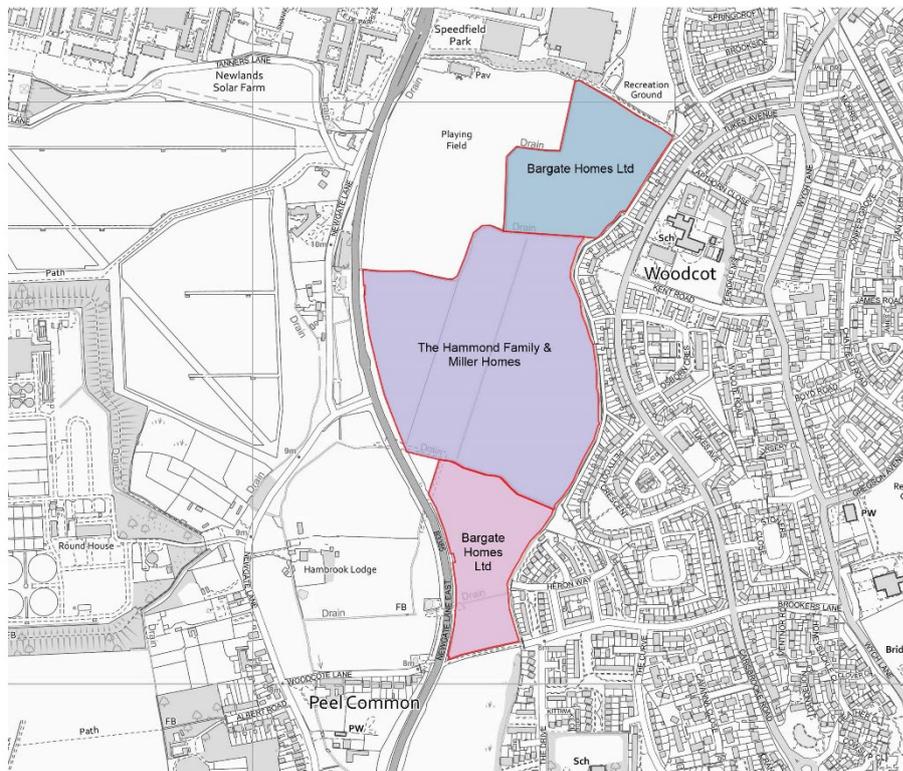
<b>1.</b>	<b>INTRODUCTION</b>	<b>2</b>
<b>2.</b>	<b>FAREHAM LANDSCAPE ASSESSMENT 2017</b>	<b>6</b>
<b>3.</b>	<b>TECHNICAL REVIEW OF AREAS OF SPECIAL LANDSCAPE QUALITY AND STRATEGIC GAPS</b>	<b>12</b>
<b>4.</b>	<b>DEVELOPMENT POTENTIAL OF THE WIDER SITE AREA</b>	<b>18</b>
<b>5.</b>	<b>SUMMARY AND CONCLUSIONS</b>	<b>24</b>

## 1. INTRODUCTION

### Terms of reference

- 1.1. Pegasus Group has been commissioned to review landscape and visual matters in respect of land to the south of Fareham, Hampshire.
- 1.2. The land considered as part of this submission formally comprises two site areas under separate ownerships (refer to **Plate 1**). These include a central parcel of land (on behalf of 'The Hammond Family & Miller Homes') and land to the north and south of this (on behalf of Bargate Homes Ltd).

**Plate 1: Site Overview**



- 1.3. Notwithstanding the potential for each of these sites to come forward for development independently, the parties are working collaboratively to deliver an option for a comprehensive masterplan for the area.
- 1.4. The report has been prepared in support of representations being made to the Regulation 19 consultation on Fareham Borough Council's **Revised** Publication Local Plan.

## Background

- 1.5. The wider site comprises land to the south of Fareham, between Bridgemary (Gosport) to the east and Newgate Lane East to the west (refer to **Figure 1, Site Location**).
- 1.6. The wider site had previously formed a draft allocation for housing (HA2) as part of the emerging local plan, however, was omitted from the publication version of the local plan and subsequently omitted from the revised publication version.
- 1.7. The southern parcel of the site (Bargate Homes) has been subject to a planning application for up to 99 residential dwellings (100% affordable). An appeal was submitted for non-determination with the formal appeal hearing conducted in June 2021 (reference **APP/J125/W/20/3265860**). The appeal has subsequently been allowed, with the decision notice dated 28th July 2021.
- 1.8. Outside of the scope of the wider site, but relevant to the context, land to the east of Peel Common and west of Newgate Lane East was subject of a planning application that was subsequently dismissed at a conjoined appeal (reference **APP/A1720/W/20/3252180** and **APP/A1720/W/20/3252185** - noting that the conjoined appeal addressed two sites together as they effectively formed 'one masterplan'). The appeal was dismissed with issues raised across several topics, however in respect of landscape, the dismissal generally related to points of consistency with the settlement pattern of Peel Common. Notwithstanding the dismissal, the Inspector recognised the opportunities for development east of Newgate Lane East, adjacent to the settlement edge of Bridgemary (refer to Inspectors Report paras 34 and 84).

## Scope

- 1.9. The wider landscape between Fareham, Stubbington and Gosport is included in the current Strategic Gap policy designation, with this landscape also being almost entirely defined as 'high landscape sensitivity' by the Fareham Landscape Assessment (2017) (part of the local plan evidence base).
- 1.10. There have been several previous submissions to the local plan process in respect of the wider site area and addressing landscape and visual matters. This includes detailed landscape and visual appraisal of the wider site area<sup>1</sup> and a more strategic document

<sup>1</sup> Regulation 19 Consultation Response: Preliminary Landscape and Visual Appraisal, Pegasus Group, December 2020

that addressed the potential capacity for development of the strategic gap (in landscape and visual terms)<sup>2</sup>.

- 1.11. Despite the 'strategic gap' and 'landscape sensitivity' constraints being common to all parts of this landscape, the wider site – formerly referred to as HA2 – has been removed from the emerging plan.
- 1.12. Furthermore, again despite the common constraints to this part of the landscape, the revised local plan includes two extensive allocations (including HA54 and HA55) which are located within the Stubbington to Fareham strategic Gap in a landscape defined by the evidence base as 'high' sensitivity.
- 1.13. On review of the evidence base documents relevant to landscape and visual matters (i.e. the Fareham Landscape Assessment and the Council's Strategic Gap Study) it is clear that:
  - as a key part of the evidence base, since its publication the Fareham Landscape Assessment (2017) has quickly become out of date and that, in its current format, it could be improved in terms of its robustness and consistency;
  - also a key part of the evidence base, the Technical Review of Areas of Special Landscape Quality and the Strategic Gaps, in its current format, fails to respond to its own findings in respect of strategic gaps boundaries; and
  - the wider site considered in this report has the potential to accommodate options for growth that will result in only limited landscape and visual impacts in a discreet part of the landscape, whether these come forward as individual sites or as part of a more comprehensive masterplan.
- 1.14. This report addresses some of the issues in the relevant evidence base documents, and the implications of these before going on to discuss the constraints and opportunities of the wider site area.
- 1.15. It should be noted that a landscape and visual appraisal (LVA) of the wider site area was prepared and submitted in response to the original Regulation 19 consultation (submitted in December 2020). That document included a comprehensive appraisal of landscape and visual constraints and opportunities.

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<sup>2</sup> Landscape and Visual Appraisal of the Stubbington to Fareham Strategic Gap - Strategic Landscape and Visual Appraisal, Pegasus Group, March 2020

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1.16. Therefore, this report should be read in conjunction with the Pegasus Group LVA (December 2020). On that basis, it is not intended to repeat the information of the LVA in this document, but rather to highlight the key findings of that appraisal and consider how a masterplan might come forward for the wider site area.

## 2. FAREHAM LANDSCAPE ASSESSMENT 2017

### Overview

- 2.1. The Fareham Landscape Assessment (FLA) comprises three main components including, a review of the landscape character baseline, a landscape sensitivity assessment and a designations review.
- 2.2. The FLA notes that its approach is predicated on the basis that:
  - 'all countryside matters' (FLA, page 8); and
  - that 'some form of development can potentially be accommodated within most landscapes, as long as it can be demonstrated that it would not have unacceptable impacts on valued landscape assets or visual amenity, and would provide positive landscape benefits' (FLA, page 8)
- 2.3. The FLA also goes on to state that 'it has not been influenced by any knowledge of the amount of development land that might be required to meet future targets or by any other environmental, socioeconomic or planning considerations which may influence development potential.' (FLA, page 9).
- 2.4. In general terms landscape sensitivity is often cited as a key constraint to development however, whilst landscape sensitivity is a relevant factor, it should not be treated as an absolute constraint and should instead be placed in the balance as part of the range of environmental issues.
- 2.5. Landscape sensitivity should also be judged at a scale that is appropriate to the specific site, landscape context and development proposal being considered.
- 2.6. The FLA is clear that it accepts development is expected to come forward in the Borough and that some form of development can be accommodated in most landscapes.

### FLA landscape sensitivity of the wider site area

- 2.7. The wider site area is located in an area defined by the FLA as 'LCA 8: Woodcote-Alver Valley' (sub area 08.1a) (FLA, page 151). This area is defined as a whole as 'high sensitivity'. The supporting analysis notes that this degree of sensitivity is not directly related to its inherent landscape character, but instead relates more to its deemed spatial function in separating different settlements. The FLA states that (FLA, page 161):

- 2.8. *"As a whole, this area is of high sensitivity primarily on account of its critical role in preventing the coalescence of the urban areas of Fareham, Bridgemary and, to a lesser extent, Stubbington, and in defining the edges, setting and separate identity of these settlements."*
- 2.9. It is important to note that the boundaries of the LLCA exclude the settlement edges and consequently judgements on sensitivity tend to downplay or omit the influence of the settlement edge on local landscape character.
- 2.10. The recent appeal decision, allowing up to 99 dwellings in the southern parcel, will further alter the local landscape context in respect of the settlement edge and its interface with the adjacent countryside.

### **How landscape sensitivity informs decision making**

- 2.11. The FLA recognises its purpose as forming a 'neutral baseline' of the current character of the landscape that can subsequently be used as part of an evidence base to inform decisions and judgements...' (FLA, page 7).
- 2.12. However, it importantly notes that (FLA, page 12):
- 2.13. *"... there is a specific focus on the countryside areas of the Borough, i.e. land outside of the defined urban settlement boundaries (DUSB), in order to assist the Council in making decisions regarding the most appropriate directions for future growth beyond existing settlement limits in the event that there is insufficient capacity within the urban areas."*
- 2.14. As noted, the wider site area is located in an area defined as 'high sensitivity' by the FLA, HA2 was removed as a potential allocation and the application for the site Newgate Lane East was refused. If sensitivity is a key constraint, it would be reasonable to expect that alternative development sites have been identified that are of lower sensitivity.
- 2.15. However, emerging sites in the revised Local Plan are situated in an area defined by the FLA as 'LCA 7: Fareham to Stubbington Gap' with a sensitivity determined to be 'high sensitivity' (FLA, page 144).
- 2.16. Furthermore, on review of the FLA as a whole, the study identifies a total of fourteen landscape character areas (LCAs), with some of these further sub-divided into smaller or specific land parcels. Of the fourteen LCA's the overriding majority are defined as 'high' or 'moderate to high' sensitivity, including:

- 1. Upper Hamble Valley (1.1 Upper Hamble River Valley / 1.2 Swanwick Wood and Lakes);
- 2. Lower Hamble Valley (2.1 Lower Hamble Valley Side / 2.2 Warsash Nurseries);
- 3. Hook Valley (3.1 Hook Valley);
- 4. Chilling - Brownwich Coastal Plain (4.1 Chilling - Brownwich Coastal Plain);
- 5. Titchfield Corridor (5.1 Titchfield Corridor);
- 6. Meon Valley (6.1 Lower Meon Valley / 6.2 Upper Meon Valley);
- 7. Fareham - Stubbington Gap (7.1 Fareham - Stubbington Gap);
- 8. Woodcot - Alver Valley (8.1 Woodcot - 8.1b / 8.2b Peel Common);
- 9. North Fareham Downs (9.1 Wallington River Valley / 9.2 Furze Hall Fringe);
- 10. Forest Of Bere (10.1 Forest Of Bere);
- 11. Portsdown (11.1 Western Portsdown Hill / 11.2 Portsdown Escarpment); and
- 12. Cams - Wicor Coastal Plain (12.1 Cams/Wicor Coastal Plain).

2.17. Essentially, the implications of these conclusions are that the vast majority of the Borough's landscape is of 'high sensitivity' and that **any** emerging development in **any** of these parts of the landscape are likely to conflict with landscape sensitivity.

2.18. In summary, although the FLA represents a useful baseline, its overarching judgments (i.e. defining the majority of the Borough as a high sensitivity landscape') are less useful in terms of making decisions and judgments about the location and extent of developments.

2.19. Consequently, landscape sensitivity in itself should not be a criteria used to inform whether sites should come forward in the revised local plan as there is no clear and robust evidence as to why one site in a high sensitivity landscape has been selected whilst others in high sensitivity landscapes have been excluded.

### **Decision making requires up to date evidence**

2.20. As noted, the FLA represents a relatively comprehensive baseline position for the Borough's landscape. However, it is considered to be out of date and no longer represents a clear, robust and up to date part of the evidence base.

2.21. This matter was relevant in terms of recent development and the implementation of Newgate Lane East, however is of greater relevance since the appeal for proposed development of the southern parcel has been allowed.

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- 2.22. The FLA sets out the purpose of landscape characterisation as forming a 'neutral baseline' against which that can subsequently be used as part of an evidence base to inform decisions and judgements concerning the planning, management, protection and enhancement of our environment (FLA, page 7).
- 2.23. However, given the timescales for the production of the local plan, the FLA is now already 4 years old; it's baseline data potentially older, given the assessment and reporting time required prior to the 2017 publication.
- 2.24. As a result, there has been considerable change in parts of Fareham's landscape.
- 2.25. Of relevance to the wider site area and its landscape context, there has been significant change to the baseline landscape through the construction of Newgate Lane East (now complete and operational, but with mitigation far from established); the Stubbington Bypass is currently under construction; and development at HMS Daedalus continues to evolve. Across the Borough there will also be further change resulting from completed residential and commercial developments. The recently allowed appeal for the southern parcel will result in a direct change to the LLCA that will affect not just sensitivity judgements, but the boundary of the LLCA itself.
- 2.26. Although some of these developments are heralded by the FLA, the details of such changes were not known, and any potential impacts were only predicted in the most general of terms. The implications for the baseline landscape character (and sensitivity) are consequently uncertain and not clear.
- 2.27. This introduces a considerable degree of subjective judgement that needs to be applied to bridge the gap between the published FLA and the situation on the ground.
- 2.28. The inherent nature of those subjective judgements – drawn as they are by a wider range of stakeholders and interested parties – means that the FLA now fails to deliver its function as an objective and neutral baseline.
- 2.29. It's acknowledged that the FLA cannot be a 'live document', however with the revised local plan progressing there is an opportunity to update and revise the FLA to account for these major projects and infrastructure and the significant implications they have for the landscape baseline.
- 2.30. An update to the FLA could readily address these issues. The update is considered to be essential to inform a more robust evidence document that can be relied on for the duration of the plan period.

### Clear definitions of guidance and criteria

- 2.31. The FLA also sets out a series of 'development criteria and enhancement opportunities' that are set out for each local landscape character area (LLCA). For each LLCA these initially appear as a list of criteria to be met in all scenarios.
- 2.32. However, the FLA does state that the sensitivity assessment is also intended to inform the management of landscape change in other ways, including by 'informing the design of new development proposals' and 'identifying opportunities for positive landscape enhancement as part of new development or by other means' (FLA, Part 2, page 7).
- 2.33. The FLA sets out the 'key aspects' approach, which includes reference to the 'criteria/considerations' to be met for any development to be deemed acceptable (FLA, Part 2, Page 9, 1st column, last bullet).
- 2.34. There is a clear difference between the meaning of 'criteria' and 'consideration' but here they are used interchangeably.
- 2.35. The introductory sections of the FLA are clear that further development of the countryside is expected but that the management of such change can be 'inform' the design of new development proposals.
- 2.36. This must be the basis of the 'development criteria' set out in respect of each LLCA and consequently these should be viewed as constructive guidance for proposals to adopt as far as possible, and **not restrictive criteria to be met in each and every occasion.**
- 2.37. Furthermore, the FLA states that (FLA, Section 2, page 11):
- 2.38. *This study examines the sensitivity of the landscape to 'development' but the nature of that development is not specifically defined, the primary purpose of the assessment is to assist the council in evaluating different development options to meet future housing needs beyond those already planned for in the adopted Local Plan. Therefore, new housing development is the principal type of development that is addressed in the sensitivity assessment, based upon an appreciation of the typical scale and nature of potential schemes put forward by landowners and site promoters in the area during previous calls for sites. However, the development principles and criteria that arise from the sensitivity assessment (see below) are also relevant in testing the suitability of other types and forms of development."*

- 2.39. Given that there will be inherent, and often significant, differences between residential and other forms of development (for example larger scale commercial buildings), the nature of mitigation will also vary considerably. This further supports the principle that the 'development criteria' are not restrictive criteria as it would not be possible for all criteria to be met for all types of development in all landscapes.
- 2.40. An update to the FLA would provide the opportunity to clarify the purpose and scope of these 'criteria/considerations' to avoid uncertainty between relevant stakeholders and interested parties when referring to the FLA. This would make the FLA a clearer and more robust part of the evidence base.
- 2.41. The need to update the FLA is supported by other parts of the evidence base, whereby it forms one of the key recommendations of the Technical Review of Areas of Special Landscape Quality and Strategic Gaps, Hampshire County Council (Sept 2020). This states that (Technical Review, page 109):
- 2.42. *"Whilst the PINs report for last Local Plan concludes that Stubbington By-pass and Newgate Lane enhancement did not justify a revision to the Strategic Gap Policy CS22 and this study confirms that the By-pass and Newgate Lane, in principle, do not affect the core functional aspects of a Strategic Gap they have an impact on the Landscape Character Areas within which they sit, it is strongly recommended that once the road is fully operational that a review of the relevant Landscape Character Areas are carried out."*
- 2.43. This recommendation is now more relevant and strongly supported due to the recent appeal decision, allowing development in the southern parcel of the wider site area. The FLA should be updated to account for the recent changes in the landscape, and also this likely change to the settlement character in the locality.
- 2.44. Further reference to the Technical Review is set out in the following sections, in the context of the Strategic Gap.

### **3. TECHNICAL REVIEW OF AREAS OF SPECIAL LANDSCAPE QUALITY AND STRATEGIC GAPS**

- 3.1. The 'Technical Review of Areas of Special Landscape Quality and Strategic Gaps' was undertaken by Hampshire County Council (HCC) on behalf of FBC and published in September 2020<sup>3</sup> (referred to as 'the Technical Review').
- 3.2. The study undertook a Technical Review of the six proposed 'Areas of Special Landscape Quality' and two proposed strategic countryside gaps (including the Meon Gap and the Fareham and Stubbington Gap).

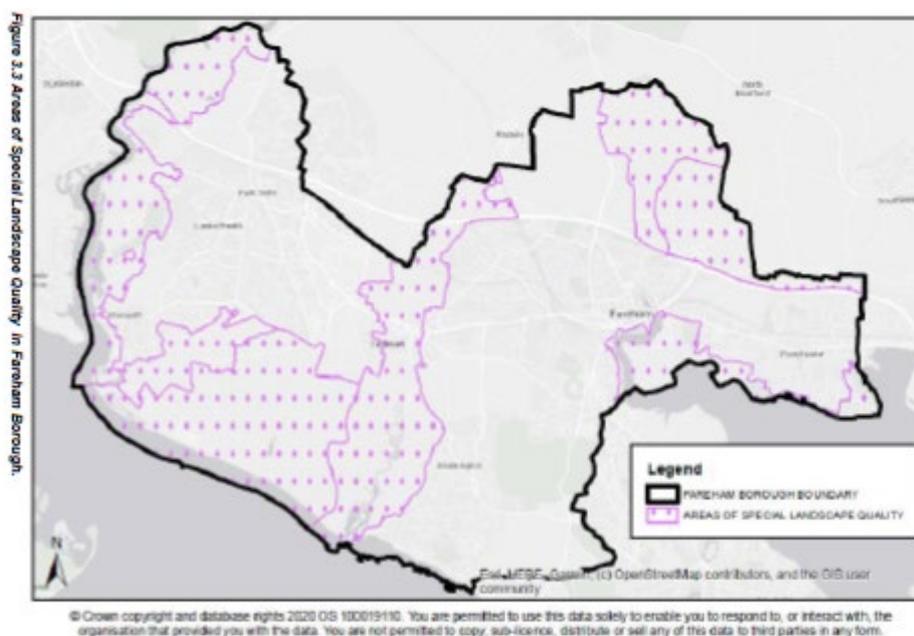
#### **'Areas of Special Landscape Quality' and landscape sensitivity**

- 3.3. Across the Borough, extensive areas are designated as 'Areas of Special Landscape Quality' (ASLQs).
- 3.4. The Technical Review sets out how the review of the proposed ASLQs includes 'Task 1' which it notes (Technical Review, page 13):
- 3.5. *"...establishes appropriate criteria and methodology for identifying areas of 'special landscape quality' where 'valued landscapes' would be conserved and enhanced, and major development would be deemed inappropriate."*
- 3.6. Notwithstanding the identified levels of sensitivity set out in the FLA, this clearly sets the bar higher for ASLQs in terms of options for emerging development. Essentially these differentiate the most valued parts of Fareham's landscape, from the more ordinary parts.
- 3.7. In this context, it is important to note that ASLQ incorporate a large proportion of the Boroughs landscape (refer to **Plate 2**).

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<sup>3</sup> Technical Review of Areas of Special Landscape Quality and Strategic Gaps, Hampshire County Council, Sept 2020

**Plate 2: Extract from Revised Local Plan showing extent of ASLQ**



- 3.8. The summary and conclusions of the 'Technical Review' state that (Technical Review, page 111):
- 3.9. *"The six proposed ASLQ put forward for designation in the Fareham Local Plan Supplement (Reg 18 consultation document, Jan-March 2020), can be considered as 'valued landscapes'."*
- 3.10. Consequently, notwithstanding the judgements on landscape sensitivity presented in the FLA, the ASLQ present an additional (and significant) constraint to emerging development sites.

**Strategic Gaps**

- 3.11. In respect of Strategic Gaps, the Technical Review refers to the draft Local Plan, and states that ('Technical Review' page 5):
- 3.12. *"...Strategic Gaps do not necessarily have intrinsic landscape value but are important in maintaining the settlement pattern, protecting settlement identity and providing green infrastructure opportunities (page 27, Fareham Draft Local Plan 2036)"*
- 3.13. The executive summary makes two observations in respect of the Fareham to Stubbington Strategic Gap, stating that (following extracts from the Technical Review, pages 6 and 7):

- 3.14. *"The Fareham-Stubbington Strategic Gap is proposed for continued designation, also having strong sub-regional agreement for its designation, and a clear role in preventing settlement coalescence through continued and heavy pressure for Southern expansion of Fareham and Northern and Eastern expansion of Stubbington, but it is considered that there are some opportunities for development to be accommodated within the landscape, without compromising the Strategic Gaps function..."*
- 3.15. *Possible adjustments to the Fareham-Stubbington Strategic Gap could be considered in the following locations:*
- *An area to the South of Fareham, and west of HMS Collingwood, as some development in this area could be visually absorbed into the Gap without compromising the Gap function...*
- 3.16. *It is also noted that the Newgate Lane Area (Newgate Lane West and East from Fareham to Peel Common Roundabout) has undergone a significant amount of change in the recent past."*
- 3.17. Although the Technical Review recognises recent change in terms of Newgate Lane East, it could not, at the time, acknowledge that this area will be subject to further change in respect of the 99 dwellings in the southern parcel of the wider site area, recently allowed at appeal.
- 3.18. The Technical Review goes on to 'test' a series of areas against defined criteria, including primary and secondary measures that set the principles for the strategic gap criteria.
- 3.19. Further detail of these measures is set out in the detailed methodology to the Technical Review. It is these aspects which are considered by the Technical Review in respect of determining the nature and appropriateness of different parts of the strategic gap and whether it is full filling its function.
- 3.20. In respect of the wider site area, Chapter 4 of the Technical Review sets out an overview of the Fareham to Stubbington Strategic Gap, it states that (Technical Review, page 84, para 8):
- 3.21. *"The aim of the Fareham-Stubbington Gap is to avoid coalescence between the settlements of: Fareham and Bridgemary, with Stubbington and Lee-on-the-Solent."*
- 3.22. Having considered the key features of the strategic gap, the Technical Review draws together conclusions in respect of the primary and secondary measures (Technical

Review, page 105) and are illustrated in the Technical Review by a series of analysis diagrams that show legibility/visibility and key distances. These are summarised as follows:

- Minimum and maximum distances of ca. 300m to 1.8m [sic] (assumed km);
- That Peel Common represents a 'false' settlement edge;
- Two areas of the gap have distances of 350m and 300m but that these distances are still perceived as a sense of separation between neighbouring settlements, partly due to presence of mature vegetation;
- These represent 'minimum' gaps (within the 'rule of thumb') but are not appropriate to become a standard dimension as they would be weak and at risk of being lost (i.e. they are acceptable, but not ideal) – furthermore they function due to the context of linking to wider sections of the gap either side;
- Moderate to large gap distances of ca. 600m to 1.8km are 'good' distances;
- Presence of urban land uses can correspond to loss of tranquillity and dark night skies as urban fringe characteristics 'creep into the gap';
- In terms of land uses, sports fields and recreation grounds on the fringes of urban settlements have the potential to bring urbanising influence;
- In comparison to the Meon Gap there is not the same level of GI resource, however measures could be taken to increase these through positive environmental management; and
- Mitigation will be required where there is considered to be capacity to absorb development.

3.23. The executive summary of the Technical Review acknowledges that there exist some opportunities for development to be absorbed within the strategic gap without compromising its function. The Technical Review goes on to state that an area south of Fareham and west of HMS Collingwood be considered.

3.24. However, in comparison to the wider site area, this development in that location would place development in a more open and exposed part of the landscape, at a point where the existing gap (between HMS Collingwood and Newlands Farm/Stubbington) is only between ca. 325m and 550m. This would seem to contradict some of the principles set out in the analysis and conclusions of the Technical Review.

3.25. In the context of the wider site area, the findings of the Technical Review set out the following key points:

- Some physical coalescence has already occurred;

- These are some of the narrowest parts of the gap, resulting in a 'minimum functioning gap, that is weak';
- Suburban edges and influences are often prominent, which reduces the effectiveness of the gap, including loss of tranquillity and presence of lighting;
- Recreational land uses are present in the form of several sports and recreation grounds and these are noted as an issue in terms of their 'visual appropriateness'; and
- The road network is such that there is no genuinely clear experience of a break between the settlement areas, particularly between Peel Common, Bridgemary and the southern edge of Fareham.

3.26. In relation to the landscape around the wider site area, and particularly between Fareham and Bridgemary, it is not clear to see how these 'trends' in terms of the urban/settlement fringe, would be reversed nor how the strategic gap could be strengthened, particularly with Newgate Lane East now forming such a strong urbanising feature in the local landscape context.

3.27. However, in its current form, the recommendations of the Technical Review will result in the continued inclusion of a part of the strategic gap that is weak, under pressure and not functioning. In the long term, this will be an area that is never likely to properly fulfil a positive role in terms of the wider Fareham to Stubbington strategic gap.

3.28. In that context a logical and appropriate conclusion for the Technical Review would be to amend the boundary to omit this part of the landscape from the strategic gap, creating capacity for appropriate forms of development that could come forward with a strong framework of green infrastructure and mitigation and with a clear and logical connection to the existing urban edges of Fareham and Gosport.

3.29. This would place an emphasis on the importance of the core, priority areas of the strategic gap, between Fareham and Stubbington, where the gap clearly delivers its role and function in full.

3.30. Having considered the analysis within the Technical Review, the wider site area is considered to be well placed to accommodate development without undue consequences or impacts on the role and function of the Stubbington to Fareham strategic gap. This is on the basis that:

- In relation to distances, this is one of the narrowest parts of the gap and on the minimum distance required for the strategic gap to function;

- To the west, a substantial physical gap would be maintained between Peel Common and Stubbington – this would remain a considerable distance and well within the thresholds of the 'rule of thumb' appropriate distances set out by the Technical Review;
- In terms of visibility, the wider site area is physically and visually well contained within the local landscape context and there are no long distance views across the wider landscape, as can be experienced in the open areas between Stubbington and Fareham;
- Furthermore, the wider site area is situated within strong framework of existing built form, highways infrastructure and existing green infrastructure - the latter being evident in the form of blocks of woodland and tree lined hedges which screen or partially screen views;
- The surrounding context and urbanising influences, including the settlement area of Peel Common which reduce the degree of change and are noted by the Technical Review as weakening the strategic gap;
- The wider site area (and potential development within this area) has the opportunity to contribute to, and maintain, a strong green infrastructure network that complements both the strategic gap and the areas of settlement, in the form of the landscaped areas and landscape buffer; and
- In connection with the green infrastructure provision, the ability to incorporate substantial mitigation that will successfully avoid or minimise landscape and visual effects.

3.31. Furthermore, notwithstanding differences in the technical approaches, the Pegasus Group SLVA (submitted previously) and the Technical Review both independently acknowledge that the strategic gap can accommodate some form of growth and development within it. Both also recognise the need for additional, more detailed assessment on a site /project basis.

## **4. DEVELOPMENT POTENTIAL OF THE WIDER SITE AREA**

### **Overview**

- 4.1. As noted at the outset of this report, the wider site area effectively comprises land previously included in the Regulation 18 draft Local Plan as HA2.
- 4.2. That land includes a central parcel of land under the ownership of The Hammond Family & Miller Homes; to the north of that a parcel under the ownership of Bargate Homes, and to the south of these, an area of land also owned by Bargate Homes (and subject to the application for up to 99 dwellings which has recently been allowed at appeal).

### **Wider site area**

- 4.3. A Preliminary Landscape and Visual Appraisal was prepared in relation to the wider site area (Pegasus Group, December 2020). This addressed the constraints and opportunities of the landscape and illustrated how these could be used to positively influence a masterplan for the wider site area which responded to the local landscape context.
- 4.4. The findings of the PLVA remain relevant in that, in the context of delivering housing, and the associated need for using greenfield sites to deliver the housing within the plan period, there will be an inherent degree of landscape and visual impacts for all proposed and emerging sites.
- 4.5. What remains is to identify sites that can deliver housing whilst avoiding or minimising impacts and whilst respecting landscape and visual amenity.
- 4.6. In the context of the existing settlement edge at Fareham and Gosport, the weakened landscape structure that has arisen from the construction of Newgate Lane East, it's considered that the wider site area has potential for development to come forward in a way that is acceptable in landscape and visual terms. This is because a masterplan for residential development can come forward that incorporates a successful landscape mitigation strategy as an inherent part of the scheme.

### **Landscape and visual effects of 'individual sites'**

- 4.7. The wider site area has the potential to come forward as a single masterplan and the land-owners are working collaboratively toward his outcome. However there remains an alternative scenario whereby each of the 'sub sites' come forward individually.

4.8. On that basis the following section sets out a brief analysis of the constraints and opportunities to each of the 'sub parcels' and any implications arising.

***Northern parcel***

4.9. The northern part of the wider site area comprises a single agricultural field, located directly adjacent to the settlement edge.

4.10. In respect of constraints, opportunities and judgements on the development potential/capacity for this parcel, the following are considered relevant:

- The parcel is contained by a strong framework of existing green infrastructure that compartmentalises it within the landscape;
- This includes suburban land uses to the north and west (amenity open space and sports pitches respectively) and by the residential edge to the east;
- Consequently, development will be consistent and compatible with the existing settlement edge at this point;
- In respect of the Woodcot-Alver Valley, its suburban context and lack of connection to the wider LLCA reduce its contribution to the LLCA;
- Closest visual receptors are very limited and include adjacent residential receptors (common to most settlement edge locations) and users of the adjacent public footpath and open space (albeit views are heavily screened from these locations; and
- There would be no material impact on the strategic gap between Fareham and Stubbington, given the lack of inter-visibility between the parcel and Stubbington, and the adjacent sports pitches and solar farm.

4.11. On balance, it is considered that this parcel could accommodate development as a single site, with only limited landscape and visual impacts, and effects that would not be significant.

4.12. Mitigation measures would need to focus on maintaining and enhancing the strong framework of existing vegetation and potentially incorporating an appropriate landscape buffer on the southern edge of the parcel.

***Central parcel***

4.13. The central part of the wider site area comprises several agricultural fields situated between Bridgemary (to the east) and Newgate Lane East (to the west); to the north

and south the parcel is bordered by sports pitches/agricultural land (Northern Parcel) and agricultural land (Southern Parcel) respectively.

4.14. In respect of constraints, opportunities and judgements on the development potential/capacity for this parcel, the following are considered relevant:

- The larger of the three parcels, this represents an area of agricultural land on the settlement fringe;
- Suburban land uses include the substantial highways corridor of Newgate Lane East which defines its western edge, and also the residential settlement edge of Bridgemary to the east – both have an influence on the local landscape context and differentiate this area from other parts of the more rural agricultural landscape in the Borough;
- Consequently, development will be consistent with the existing settlement edge and proposals can be evolved that respond to the scale and pattern of the parcel so as to reflect the local landscape in any emerging masterplan;
- Closest visual receptors are very limited and include adjacent residential receptors (common to most settlement edge locations) – views from higher sensitivity receptors using rights of way are very limited (due to the general lack of public access across the area) and users of Newgate Lane East (which would be medium sensitivity); and
- There would be no material impact on the strategic gap between Fareham and Stubbington, given the lack of inter-visibility between the parcel and Stubbington, and the adjacent sports pitches and solar farm. The parcel is coincidental with a part of the strategic gap which is recognised as being a minimum functioning and weak part of the gap.

4.15. On balance, it is considered that this parcel could accommodate development as a single site, resulting in some landscape and visual impacts at a local level - however effects would not be significant.

4.16. Mitigation measures would need to focus on maintaining and enhancing the strong framework of existing vegetation and creating a framework of green infrastructure and open space based on the scale and pattern of the local landscape context. A landscape buffer to the western edge would help mitigate visual effects from road users (notwithstanding that these are not significant) but would reinforce the existing mitigation of the highways scheme and consequently creating a stronger piece of linear green infrastructure along the route.

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***Southern parcel***

- 4.17. As noted, the land forming the southern part of the wider site area has been subject of a planning application and subsequent appeal for up to 99 dwellings (100% affordable); the appeal has subsequently been allowed.
- 4.18. In respect of the southern parcel, the Inspector has balanced views between the influence of the urban edge and the adjacent countryside, stating that [IR21]:
- 4.19. *"...the site has a reasonably strong relationship with the adjoining urban area to the east, while the surrounding landscape is influenced by manifestations of the nearby urban uses, including the relief road, recreation ground and playing fields. Nonetheless, the site reads very much as a part of the farmed countryside between Peel Common and Bridgemary/Woodcot through which Newgate Lane East passes, which has a predominantly open rural character and appearance. That the site is undeveloped also contributes to the sense of openness and separation within the Strategic Gap."*
- 4.20. The Inspector has concluded that the proposed development would harm the character and appearance of the area, including in terms of the Strategic Gap, however also stated that [IR 31 and IR 32]:
- 4.21. *"Given the relatively modest size of the development proposed relative to the overall scale of the Strategic Gap along with the site's location on the outer edge of the Gap adjacent to the settlement boundary, there would not be a significant effect on the integrity of the Gap, be it individually or cumulatively. Nor would the built form extend fully to the settlement to the west, maintaining a degree of separation such that coalescence would not occur. Consequently, Peel Common would continue to be understood as mostly comprising a small, isolated ribbon of development."*
- 4.22. *The development would, however, reduce the physical and visual separation between Peel Common and Bridgemary/Woodcot at roughly its most narrow point. This effect would be mitigated to an extent by the proposed setting back of the built form, away from the western boundary thereby leaving a modest gap to the side of Newgate Lane East, and by the visually contained nature of the southern part of the site resulting from the existing planting around its southern boundary and the acoustic fence along the relief road. Nonetheless, due to the extent of narrowing at this already fairly narrow point between settlements, the effect of the appeals development on the physical and visual separation of settlements would be reasonably significant..."*

4.23. As an outline application, and with a good proportion of the site given over to green infrastructure and open space, this part of the wider site has the potential, and flexibility, to come forward in isolation, or in a way that forms an integrated part of a wider masterplan.

#### **Cumulative/in-combination considerations**

4.24. In terms of landscape character, if the comprehensive development came forward for the wider site area, there would clearly be a more notable step change in the extent of built development in this area and consequent impact on the local landscape character.

4.25. However, it would still be possible to bring development forward in a strategic way, that respected components of the landscape character so as to integrate existing green infrastructure and use this as a framework for development.

4.26. This, along with consideration of green corridors, open spaces and landscape/habitat creation would achieve a masterplan with a positive landscape and environmental approach. This would form part of embedded mitigation to the masterplan that would be considered as part of an overarching LVIA.

4.27. In terms of visual effects, although a higher number of visual receptors might be affected due to the extended spatial footprint of a comprehensive development, given the strong physical and visual containment of the area visual effects are likely to remain highly localised and from locations on or adjacent to the respective sites. More extensive cumulative visual effects from the wider countryside to the west (and from associated public rights of way) are not likely to occur.

4.28. Notwithstanding the additional landscape impacts that might arise from more comprehensive development across the wider site area, the land to the east of Peel Common (and/or Newgate Lane) effectively forms the narrower, and more degraded part of the strategic gap that has a limited function and is weak (as acknowledged by the Technical Review).

4.29. In the context of the wider strategic gap, the area of more comprehensive development would also be physically contained, with Peel Common and the waste-water treatment works located on the western extent.

4.30. These form a substantial area of physical and visual separation between the potential area of comprehensive development and the wider landscape to the west, which forms the core of the more open landscape between Fareham and Stubbington.

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- 4.31. Overall, there would be a cumulative effect in landscape terms but this would remain localised to the settlement edge between Fareham and Gosport. There would also be some cumulative visual effects from the appearance of two or more of the sites seen together in combination or in sequence.
- 4.32. However, overall, these impacts and effects all remain highly contained in a localised part of the landscape, and in a part of the landscape that is weakest in terms of its function as part of the strategic gap, and that will maintain the overall integrity of the gap, further to the west.

## 5. SUMMARY AND CONCLUSIONS

### Overview

- 5.1. Pegasus Group has been commissioned to review landscape and visual matters in respect of land to the south of Fareham, Hampshire.
- 5.2. The land considered as part of this submission formally comprises two site areas under separate ownerships.
- 5.3. These include a central parcel of land (on behalf of 'The Hammond Family & Miller Homes') and land to the north and south of this (on behalf of Bargate Homes Ltd).

### Landscape sensitivity and strategic gap

- 5.4. The wider landscape between Fareham, Stubbington and Gosport is included in the current Strategic Gap policy designation, with this landscape also being almost entirely defined as 'high landscape sensitivity' by the Fareham Landscape Assessment (2017) (part of the local plan evidence base).
- 5.5. The 'strategic gap' and 'landscape sensitivity' issues represent constraints which are common to all parts of this landscape, and additionally across much of the Borough.
- 5.6. Despite this, the wider area (i.e. the wider site area) – formerly referred to as HA2 – has been removed from the emerging plan, yet the revised local plan includes two extensive allocations (HA54 and HA55) that are located within the Stubbington to Fareham Strategic Gap, in a landscape defined by the evidence base as 'high' sensitivity.
- 5.7. Furthermore, proposed development in the southern parcel of the wider site area has recently been allowed at appeal (for up to 99 dwellings), the Inspector noting in his report that [IR31]:
- 5.8. *"Given the relatively modest size of the development proposed relative to the overall scale of the Strategic Gap along with the site's location on the outer edge of the Gap adjacent to the settlement boundary, there would not be a significant effect on the integrity of the Gap, be it individually or cumulatively. Nor would the built form extend fully to the settlement to the west, maintaining a degree of separation such that coalescence would not occur."*

- 5.9. This scenario applies to each of the three parcels to the east of Newgate Lane East, whereby each is located toward the outer edge of the gap, adjacent to the settlement boundary.
- 5.10. Across the Borough, extensive areas are designated as 'Areas of Special Landscape Quality' (ASLQs). Notwithstanding the identified levels of sensitivity set out in the FLA, this clearly sets the bar higher for ASLQs in terms of options for emerging development. Essentially these differentiate the most valued parts of Fareham's landscape, from the more ordinary parts.
- 5.11. In this context, it is important to note that the ASLQ and the FLA high sensitivity areas incorporate a large proportion of the Boroughs landscape.

#### **Updates to the evidence base**

- 5.12. On review of the evidence base documents relevant to landscape and visual matters (i.e. the Fareham Landscape Assessment and the Council's Strategic Gap Study) it is clear that
- as a key part of the evidence base, since its publication the Fareham Landscape Assessment (2017) has quickly become out of date and that, in its current format, it could be improved in terms of its robustness and consistency;
  - also a key part of the evidence base, the Technical Review of Areas of Special Landscape Quality and the Strategic Gaps, in its current format, fails to respond to its own findings in respect of strategic gaps boundaries; and
  - the wider site considered in this report has the potential to accommodate options for growth that will result in only limited landscape and visual impacts in a discreet part of the landscape, whether these come forward as individual sites or as part of a more comprehensive masterplan.

#### **Fareham Landscape Assessment**

- 5.13. The FLA sets out the purpose of landscape characterisation as forming a 'neutral baseline' against which that can subsequently be used as part of an evidence base to inform decisions and judgements concerning the planning, management, protection and enhancement of our environment.
- 5.14. Landscape sensitivity should be judged at a scale that is appropriate to the specific site, landscape context and development proposal being considered.

- 5.15. Essentially, the implications of the conclusions to the FLA are that the vast majority of the Borough's landscape is of 'high sensitivity'. Consequently, any emerging development in any of these parts of the landscape are likely to conflict with landscape sensitivity.
- 5.16. In summary, although the FLA represents a useful baseline, its overarching judgments (i.e. defining the majority of the Borough as a high sensitivity landscape') are less useful in terms of making decisions and judgments about the location and extent of developments.
- 5.17. With the revised local plan, there is an opportunity to update and revise the FLA to account for the major projects and infrastructure which have been implemented since its publication. These have significant implications for the landscape baseline and should be fully assessed and recognised as part of the evidence base.
- 5.18. The need to update the FLA is supported by other parts of the evidence base, whereby it forms one of the key recommendations of the Technical Review of Areas of Special Landscape Quality and Strategic Gaps, Hampshire County Council (Sept 2020).
- 5.19. Recent landscape change, the recommendations of the Gap Study, and the recent appeal decision allowing development of up to 99 dwellings in the southern parcel of the wider site area, all support the justification that the FLA should be reviewed and updated.
- 5.20. The update is considered to be essential to inform a more robust evidence document that can be relied on for the duration of the plan period.

### **Strategic gap**

- 5.21. In the context of the strategic gap, development can come forward across the wider site area without undermining the strategic gap.
- 5.22. This is supported by the findings of the Technical Review which sets out the following key points in relation to the wider site area and the strategic gap in this part of Fareham:
- Some physical coalescence has already occurred;
  - These are some of the narrowest parts of the gap, resulting in a 'minimum functioning gap, that is weak';
  - Suburban edges and influences are often prominent, which reduces the effectiveness of the gap, including loss of tranquillity and presence of lighting;

- Recreational land uses are present in the form of several sports and recreation grounds and these are noted as an issue in terms of their 'visual appropriateness'; and
- The road network is such that there is no genuinely clear experience of a break between the settlement areas, particularly between Peel Common, Bridgemary and the southern edge of Fareham.

5.23. In relation to the landscape around the wider site area, and particularly between Fareham and Bridgemary, it is not clear to see how these 'trends' in terms of the urban/settlement fringe, would be reversed nor how the strategic gap could be strengthened, particularly with Newgate Lane East now forming such a strong urbanising feature in the local landscape context.

5.24. In that context a logical and appropriate conclusion for the Technical Review would be to amend the boundary to omit this part of the landscape from the strategic gap, creating capacity for appropriate forms of development that could come forward with a strong framework of green infrastructure and mitigation and with a clear and logical connection to the existing urban edges of Fareham and Gosport.

5.25. This would place an emphasis on the importance of the core, priority areas of the strategic gap, between Fareham and Stubbington, where the gap clearly delivers its role and function in full.

### **Development potential**

5.26. Considering landscape and visual impacts, each of the 'sub parcels' of the wider site area are considered to have capacity for development, given that mitigation can be incorporated into potential development proposals that would respond positively to landscape and visual constraints.

5.27. The recent appeal decision allowing up to 99 dwellings in the southern parcel of the wider site area will mean that this approach can be adopted.

5.28. If a more comprehensive area of development came forward for the wider site area, there would clearly be a more notable step change in the extent of built development in this area and consequent impact on the local landscape character.

5.29. However, it would still be possible to bring development forward in a strategic way, that respected components of the landscape character so as to integrate existing green infrastructure and use this as a framework for development.

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- 5.30. This, along with consideration of green corridors, open spaces and landscape/habitat creation would achieve a masterplan with a positive landscape and environmental approach.
- 5.31. Notwithstanding the additional landscape impacts that might arise from more comprehensive development across the wider site area, the land to the east of Peel Common (and/or Newgate Lane) effectively forms the narrower, and more degraded part of the strategic gap that has a limited function and is weak (as acknowledged by the Technical Review).





KEY



Site boundary

Revised Draft Regulation 19 Local Plan  
 Consultation Response: Landscape And  
 Visual Matters

Newgate Lane South, Fareham,  
 Hampshire

Client: 'The Hammond Family & Miller Homes'  
 and 'Bargate Homes Ltd'

**Fig. 1: Site Location Plan**

Drawing no. : P20-3363\_01  
 Date : 21/07/2021  
 Drawn by : JW  
 Checked by : JWA  
 Scale : 1 : 5000 @ A3



0 250m



**Fareham Local Plan:  
Revised Publication Plan Consultation (July 2021)**

**Representations by Persimmon Homes (South Coast)**

**July 2021**

## **1. INTRODUCTION**

1. Persimmon Homes (South Coast) (PHSC) welcomes the opportunity to comment on the Revised Fareham Draft Local Plan 2036 (Regulation 19: Publication draft) (RLP).
2. Persimmon Homes commented on an earlier Regulation 19 Publication draft of the Fareham Plan in March 2019. A copy of these comments are attached to these representations (see **Appendix 1**) and should be read alongside this Statement.
3. For brevity, given our response to the previous Regulation 19 Plan, we have sought to limit our comments to those elements of the draft Plan that are new. However, in the case of Policies H1, HP4 we have updated our previous comments so the content of these representations should be viewed as superseding those made previously. With regards to Policies DS2, CC1, NE2 and NE5, PHSC's comments made on the previous Regulation 19 plan still stand, but additional commentary on these policies is also provided in these representations.
4. The structure of these representation is as follows: Section 2 discusses the legal requirements of the RLP, and Section 3 sets out PHSC's response to the soundness of the Plan with reference to the tests set out in the NPPF. Persimmon has a number of sites within Fareham Borough that it is promoting for residential development. These including Land east of Crofton Cemetery and west of Peak Lane (formerly referred to by the Council as Oakcroft Lane, Stubbington), which is now proposed for allocation. This site is discussed under Section 3 of these representations. Persimmon Homes is also promoting five other 'omission sites', which are discussed in detail under Section 4 of these representations (and under Section 4 of our previous representations). PHSC's omission sites are listed below for ease of reference:
  - Land East of Burnt House Lane, Stubbington
  - Land West of Peak Lane, Stubbington
  - Land North of Titchfield Road, Stubbington
  - Land South of Titchfield Road, Stubbington
  - Land West of Cuckoo Lane, Stubbington

## **2. REVISED LOCAL PLAN LEGAL REQUIREMENTS**

### **DUTY TO COOPERATE**

5. Section 33A of the Planning & Compulsory Purchase Act 2004 (as amended) requires local planning authorities (LPAs) to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters, including housing. The DtC legislation sets out the process for such engagement, but does not require that agreement is reached between parties on DtC issues. As such, based on the Council's Statement of compliance with the Duty to Co-operate (September 2020) it is considered that the legal requirement of the DtC has been met.
6. However, as detailed later in the Housing Need and Supply Section of these representations, the requirement to plan for sufficient housing, including the unmet housing needs of neighbouring authorities is also a soundness issue in respect of ensuring that local plan has been positively prepared (i.e. NPPF soundness test a)).

### **SUSTAINABILITY APPRAISAL (SA)**

7. The Council has commissioned a focused update of the emerging Local Plan's SA that takes into account the changes made to the Plan since the previous Regulation 19 draft Local Plan consultation in 2020. Given the changes to the RLP, this is considered necessary from a legal perspective, so the SA update is welcomed by Persimmon.

### **CLIMATE CHANGE**

8. Planning for climate change is a legal requirement under the Climate Change Act 2008 (see also Paragraph 153 of the NPPF). The issues associated with Climate Change are many, but it is PHSC's view that the RLP has provided policies that will address such issues (although in some instances we have recommended changes to policy wording). The Plan also includes a specific policy on climate change (Strategic Policy CC1). As such, in PHSC's view, the Council has discharged its legal duties for Plan-making with regards to climate change.

### **HABITATS REGULATION ASSESSMENT (HRA)**

9. The Council has commissioned a focused update of the emerging Local Plan HRA that takes into account the changes made to the Plan since the previous Regulation 19 draft Plan. Given the changes to the RLP, this is considered necessary from a legal perspective, so the HRA update is welcomed.
10. With regards to PHSC's land interests in the Borough, the Council has resolved to allocate the site: Land east of Crofton Cemetery and west of Peak Lane (Policy H54) for housing development. The conclusion of the HRA in respect of this site is set out in detail under the detailed policy commentary on the H54 Policy.

### **3: SOUNDNESS ASSESSMENT OF REVISED LOCAL PLAN POLICIES**

#### **DEVELOPMENT STRATEGY**

##### **Strategic Policy DS2: Development in Strategic Gaps**

8. Whilst our comments made towards the previous Regulation 19 Plan in respect of the Fareham-Stubbington Gap and the Meon Strategic Gaps are still relevant, it is pleasing to see that the Council is again considering some growth in the Fareham-Stubbington Gap area (see Policies H45 and H55), despite it no longer progressing the Strategic Growth Area (SGA) concept first mooted in the March 2020 Regulation 18 Fareham Draft Local Plan 2036 Supplement<sup>1</sup>.
9. However, as set out below in Section 4 of these representations (and in PHSC's previous representations), the Persimmon is of the view that the Council has not gone far enough in terms of assessing whether further development could come forward within these extensive Gap areas, particularly in light of the significant housing needs for the Borough and the extensive unmet needs of neighbouring LPAs as discussed later in this Statement.

#### **HOUSING NEED AND SUPPLY**

##### **Strategic Policy H1 Housing Provision**

10. A key driver for the Council undertaking this additional Regulation 19 consultation is because it is now applying the correct Standardised Methodology Local Housing Need (LHN) figures (as opposed to the draft Standardised Methodology that was consulted on by Government in August 2020 but subsequently dropped). This change of approach is welcomed and indeed necessary if the Council's RLP is to be found sound at examination. By applying the correct Methodology, the Council's LHN has increased from 403 dpa (as per the previous Regulation 19 Plan) to 541 dpa. A consequence of this change is that the Council has needed to find additional supply sites to meet its housing needs.

##### RLP Plan Period

8. As set out in the Council's 2021 Local Development Scheme, an allowance of approximately nine months has been made for the examination of the RLP with adoption estimated for Autumn/Winter 2022. However, in PHSC's experience, and given the shortcoming of the Plan set out in these representations, it is considered likely that the Plan will not be adopted until year 2022/23. Should this be the case, it will be necessary for the Council to extend the Plan period by a further year so the requisite 15 years is covered as is required by national planning policy (NPPF Paragraph 22).

##### Sub-regional Unmet Housing Needs

9. As set out in Paragraph: 010 Reference ID: 2a-010-20201216 of the Planning Practice Guidance (PPG), LHN is the 'minimum starting point' for determining a Local Plan's housing requirement. Councils are required to consider other factors, for example unmet needs from neighbouring LPAs that may necessitate an uplift to LHN.

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<sup>1</sup> As confirmed in this draft Plan (Paragraph 3.8), the SGA concept was proposed as a means of meeting unmet need in the sub-region.

10. In the regard, it is noted that the RLP proposes to add 900 homes to LHN to arrive at housing requirement of 9,556 across the plan period 2021-37 (which is equivalent to an average of 597 dpa). This increase represents a c.10% increase on LHN. When this is considered against the significant housing shortfall across the Partnership for South Hampshire (PFSH) sub-region, it is clear that the Council’s proposed uplift is woefully inadequate. Table 1 below provides an indication of the extent of unmet across the sub-region.

*Table 1: Comparison of housing need and supply and extent of sub-regional housing shortfall 2020 – 2036*

Local Authority	Annual Housing Need using Standard Method (dpa)	Total housing need 2020 – 2036	Supply = Commitments, local plan allocations + windfall estimate	Shortfall/surplus
East Hants (part)	112	1,792	1,169	-623
Eastleigh	694	11,104	8,335	-2,769
Fareham	514	8,224	6,550 <sup>26</sup>	-1,674
Gosport	344	5,504	2,919	-2,585
Havant	504	8,064	8,822	+758
New Forest	785	12,560	10,035	-2,525
Portsmouth	854	13,664	12,995	-669
Southampton	1,002	16,032	12,904	-3,128
Test Valley (part)	181	2,896	3,135	+239
Winchester (part)	235	3,760	5,986	+2,226
<b>Total</b>	<b>5,225</b>	<b>83,600</b>	<b>72,850</b>	<b>-10,750</b>

*Source: Report to the Partnership for South Hampshire Joint Committee, 30 September 2020: Statement of Common Ground – Revision and Update (Table 4: Comparison of housing need and supply 2020 – 2036)<sup>2</sup>*

11. As Table 1 demonstrates, as at September 2020, the shortfall in housing across the PFSH area equates to nearly 11,000 homes. However, since this assessment was undertaken, due to changes in the Standard Methodology (which include a ‘city uplift’), the LHN figure Southampton has increased to 1,389 dpa (equivalent to an additional 315 dpa). This is a significant rise in LHN for Southampton Cit. In light of Table 1 above, without a commensurate and significant increase in supply in Southampton City (which is considered unlikely) the sub-regional shortfall is likely to have increased. The negative impact on housing delivery as a result of COVID-19 and challenges presented by nitrate neutrality issues in the Solent area is also likely to have further exacerbated the sub-regional shortfall.

<sup>2</sup> <https://www.push.gov.uk/wp-content/uploads/2020/09/Item-8-Statement-of-Common-Ground-Update-30.09.20.pdf>

12. The Council will be aware that Fareham Borough straddles both the Southampton (Western) Housing Market Area (HMA) and the Portsmouth (Eastern) HMA<sup>3</sup> and therefore has a vital role to play in terms of addressing housing needs of other LPAs given its relatively unconstrained nature, strong land availability and its strategic transport links to the major cities in the Solent sub-region.
13. Focussing on the Portsmouth HMA, which includes key settlements of Fareham, Stubbington and Portchester, it is noted that in the 2019 Regulation 19 Havant Borough Local Plan that Havant Council was previously intending to accommodate around 1,000 dwellings of the sub-regional unmet need. However, as shown in the current Submission draft Plan, which is currently the subject of examination<sup>4</sup>, Havant is no longer seeking to meet any of the sub-region's unmet needs. Turning to Gosport Borough, which is a highly constrained authority with limited land available to accommodate growth, it is understood this Council has not yet made a formal request to Fareham Council to take any of its unmet. However, this does not mean that unmet in Gosport does not exist. Anecdotally, it is understood that the unmet housing needs in Gosport Borough are likely to be in region of 2,000 dwellings. Given that only a relatively small part of East Hampshire and Winchester Districts fall within the Portsmouth HMA, the scope for these LPAs to accommodate growth in this part of the Solent sub-region is curtailed.
14. With regards to Portsmouth, where the issue of unmet need is most acute, it is noted that the City Council published a Regulation 18 draft of the Plan for consideration by its Cabinet members meeting on 27<sup>th</sup> July 2021<sup>5</sup>. As shown in Table 2 of the draft Plan, Portsmouth City Council (PCC) has identified a 1,000 home unmet need that is required to be accommodated elsewhere. However, if one delves deeper into the supply sites set out in the emerging Portsmouth Plan, it is clear that there are a number of strategic sites in Portsmouth that are unlikely to come forward within the Plan period (or at least unlikely to deliver at the anticipated rates set out in the Plan).
15. PHSC's concern with regards to Portsmouth supply is largely concerned with the development proposals for the City Centre area (4,605 dwellings) (see Portsmouth Plan Policy S1) due to viability issues, existing uses and multiple ownership (see Paragraphs 7.1.14 of the emerging Portsmouth Plan where some of these delivery issues are detailed). Persimmon's concerns are also levelled at key parts of the Tipner area (see Portsmouth Plan Policy S2), in particular the Tipner West site (also known as Lennox Point), which is proposed to deliver in excess of 3,500 new homes<sup>6</sup>. With regards to Tipner West, as shown at **Appendix 2**, the site is adjacent to national and international ecological designations including the Portsmouth Harbour Ramsar site, Site of Special Scientific Interest (SSSI) and Special Protection Area (SPA).

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<sup>3</sup> This area includes Portsmouth City Council, Havant Borough Council, Gosport Borough Council and parts of Fareham, Winchester and East Hampshire.

<sup>4</sup> The Submission Havant Borough Plan can be viewed by following this link:

<https://cdn.havant.gov.uk/public/documents/CD01%20Submission%20Local%20Plan%20Format%20Update%20June%202021.pdf>

<sup>5</sup> The Regulation 18 Portsmouth Plan can be viewed by following this link

<https://democracy.portsmouth.gov.uk/documents/s31724/Draft%20Portsmouth%20Plan%20-%20Appendix%20A%20-%20Draft%20Reg%20A.pdf>. Tipner

<sup>6</sup> The Tipner West development proposals are detailed on the Council's dedicated webpage that can viewed by following this link: <https://lennoxpoint.com/>

However, to make the ecological impact of this site worse still, the Council is proposing land reclamation that will effectively 'eat' into these designations. The site should not therefore be classed as suitable for development. Viability of the current Tipner West proposals has also not been adequately assessed. Values in Portsmouth are challenging and when combined with the considerable build cost (for example, but not limited to, extensive under-croft parking) and costs associated with the land reclamation and land remediation, the site is unlikely to be viable. When these issues are considered in round the Tipner West site cannot, at this stage, be claimed to be developable. As such, the housing numbers from this site (and the City Centre sites) should not be counted towards PCCs housing requirements. It follows, therefore, that Portsmouth's housing requirement to be reduced accordingly, and this unmet need should then be accommodated elsewhere in the Portsmouth HMA area. In Persimmon's view, Fareham Borough is the most appropriate location for this unmet need to be addressed.

16. It is also noteworthy, as set out in minutes of the above PCC Cabinet meeting, that even the political leaders of Portsmouth Council are not convinced that the Tipner development should/will be brought forward. The Decision summary of the Cabinet meeting (partly reproduced in the bullet points below) in relation to Tipner is telling:

*6. Also believed the target cannot be met without significant impact on the protected habitats that surround Portsmouth. It would be wholly wrong for the Government to unaccountably require the Council to cause environmental harm by over-riding environmental protection legislation.*

*7. Asked therefore the Leader to write to the Government to establish whether the Secretary of State for Housing Communities and Local Government believes the housing target and the necessary associated development in the Tipner-Horsea Island area are of such overriding public interest as to justify the scale of development required and the impacts on the ecology of the Solent Waters.*

17. In light of the above, there is a real danger that the unmet needs in Portsmouth City are being significantly underestimated in the City Plan; potentially to tune of nearly 3,500+ additional homes should Tipner be deemed as undeliverable, and possible nearly 5,000 additional homes should the City Centre sites not come forward as planned. Given that the emerging Fareham Plan (and emerging Havant Plan for that matter) are proceeding in advance of the Portsmouth Plan<sup>7</sup>, it is important that a realistic understanding of unmet needs emanating from the City is established now so that Fareham Borough Council is able to make an appropriate contribution towards meeting such need through this current plan cycle. Should this not occur, and the Fareham Plan proceeds without due regard to the above, there is strong possibility that City's unmet need will be not be addressed due to the misalignment of the respective Local Plan production timetables for these LPAs.
18. To summarise on unmet housing needs relevant to the Fareham RLP; the Council's suggested contribution of 900 homes towards unmet supply is wholly inadequate in the context of

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<sup>7</sup> The Portsmouth LDS (July 2021) (Cabinet Draft) anticipates submission of the City Plan toward in Spring 2022 with adoption towards the end of 2022. A copy of the Portsmouth LDS can be viewed by following this link: <https://democracy.portsmouth.gov.uk/documents/s31717/Local%20Development%20Scheme%20update.pdf>

extensive sub-regional unmet needs across the PFSH area (at least 11,000 homes) and with regards to the Portsmouth HMA as summarised in Table 2 below.

*Table 2: PHSC Analysis of Unmet in the Portsmouth HMA*

	LPA confirmed unmet need	PHSC expected unmet need
Portsmouth City	1,000	3,500 – 8,105
Gosport Borough	TBC	2,000
Havant Borough	0	0
East Hampshire (part)	0	0
Winchester (part)	TBC	TBC
Total	1,000	5,500 – 10,105

19. Whilst the above situation is clearly challenging, it is PHSC’s view that **the Fareham RLP can still be found sound with reference to NPPF soundness test a) subject to modifications including the inclusion of additional housing sites to meet sub-regional unmet housing needs.** As such, the above situation should not prevent the Council from submitting the RLP for examination, as it is considered that a pragmatic approach to the examination can be taken whereby omission sites are considered as part of the examination process. This approach has been taken in respect of the Havant Local Plan examination, where the Inspectors have struck an appropriate balance between the need to progress a Local Plan in a timely fashion whilst also recognising that there are deficiencies in terms of housing supply.

Further Uplifts to H1 Requirements

20. In addition to our concerns above regarding the Policy H1 Housing Requirement, Councils are advised through national planning policy / guidance to consider whether any adjustments should be made to the LHN figure to account for other factors (alongside DtC issues) such as economic growth and affordable housing provision (which appears to be absent from the RLP). With regards to affordable housing, the Council commissioned a Housing Needs Survey as part of its previous 2020 Regulation 18 consultation draft Plan in 2017. At the time, the Survey suggested that there is a net affordable housing need of 302 dpa, which equates to approximately  $\frac{3}{4}$  of the H1 housing requirement. Whilst the Standard Methodology accounts for affordability (or lack thereof in Fareham’s Borough’s case), actual affordable housing need indicates that a further uplift to Fareham’s LHN may be necessary.

Stepped Housing Requirement

21. The H1 Policy Requirement is expressed in the RLP as a stepped housing requirement, which backloads housing delivery towards the latter part of the Plan period. This approach is at odds with the NPPF’s objective to boost the supply of housing (see Paragraph 60) and therefore **the RLP is unsound in the context of soundness test b). To remedy this issue, Policy H1 should be expressed as an average requirement; it should not be stepped.**

RLP Housing Supply: Windfall Allowance

22. Policy H1 includes an estimated 1,224 windfall dwellings. The Council's Housing Windfall Projections Background Paper (June 2020) does not provide a detailed breakdown of which sites are being considered as windfall. The Council's figures cannot therefore be scrutinised. Until such time as the Council publishes this detail underpinning the windfall allowance, this element of the supply should not be counted towards the Council's housing requirement.

RLP Housing Supply: Proposed Housing Allocations

23. Allied to above, a further 3,358 homes are identified on Housing Allocation sites (i.e. sites prefixed with a HA reference in the RLP). However, a number of these sites are rolled forward allocations from the current adopted Local Plan - and in some cases (i.e. HA29 and HA30) are sites that formed part of the Western Wards growth area that was originally identified in the 1970's - but have failed to be delivered. As such, it is questionable whether the Council has properly assessed deliverability / developability of some of the proposed allocation sites comprising its supply. It is advisable therefore that the quantum of housing expected from some of the questionable supply sites should not be counted against the housing requirement in the Plan, and alternative sites (such as those set out in the Omission Sites section of PHSC's representations) should be identified to ensure the Council's housing requirements are met.

RLP Housing Supply: Welborne

24. In addition to the above, the deliverability issues associated with Welborne are well documented. The Oakcroft Lane appeal proposal (discussed in greater detail below under Policy H54 below) Statement of Case (May 2021) (SOC) (see **Appendix 3**) that has been prepared by Savills on behalf of Persimmon Homes provides a detailed analysis of the likely delivery timescales of the Welborne site (see SOC Paragraphs 7.18 to 7.45 in particular). Whilst this SOC focusses on the current five year supply period (i.e. 2021/22 to 2025/26), it confirms that first completions at Welborne are unlikely to occur until around year 2024/25 or 2025/26 (as opposed to first completions in 2022/23 as per the Council's trajectory). The consequence of a delay to the start of the site, would mean that the Council's Welborne trajectory would be 'pushed back' further in the Plan Period resulting in further units at being delivered outside of the plan period. This would have the effect of further reducing the Council's housing supply across the plan period. The further reduction in supply should be addressed through the identification of further omission sites to 'plug' this gap.

**Policy HP4 Five-Year Housing Land Supply**

25. With regards to the first Paragraph of this Policy, the Council's has suggested a change of wording that states that a development 'will be' permitted as opposed to 'may be' permitted. This amendment has created a positively worded policy and has removed any potential for ambiguity in its implementation by decision-makers. This is supported by PHSC.
26. With regards to criterion (b) the Policy states that a development should be '...integrated with the neighbouring settlement'. It is unclear whether this mean a physical link between the development and the adjoining settlement or whether that a development should be integrated in design terms. This needs to be clarified.

27. Criterion c) seeks to prevent development in a strategic gap that may significantly affect its integrity. As per our comments in respect of Policy DS2, this is a highly subjective policy criteria that will be challenging to interpret by decision-makers and applicants alike. It is also noted that Policy DS2 sets out different policy requirements with regards to the protection of Strategic Gaps (i.e. proposals should not affect the physical and visual separation of settlements). This has the potential to create an internal conflict within the Plan as it is unclear which policy requirements (either HP4 or DS2) would take precedent where the Council is unable to demonstrate adequate five year supply. It is suggested therefore that the wording for Criterion c) is deleted or replaced with a cross reference to Policy DS2 (including Persimmon's suggested amendments to Policy DS2).

## HOUSING ALLOCATION POLICIES

28. The following section address some of the key allocation sites identifies in the RLP.

### Policy BL1: Broad Location for Housing Growth

29. This is new Policy in the RLP that identifies a 'Broad Location for Growth' within Fareham Town Centre that is expected to deliver 620 new homes within years 10-16 of the Plan period.
30. The BL1 Policy states that there are a number of sites that form part of the 'Broad Location', including the surface and multi-storey car parks, the police station and bus station offices, Fareham Shopping Centre, Fareham Library, Ferneham Hall and the Civic offices. However, the RLP does not ascribe a capacity to any of these sites, so it is not possible to confirm whether the overall capacity for the BL1 Policy is accurate. It is noted that sites proposed in the previous iteration of the emerging Plan (i.e. FTC1: Palmerstone Car Park and FTC2: Market Quay), which are both located in the BL1 area, were identified as having a combined capacity of 120 dwellings but have now been deleted from the Plan. These FTC sites were originally perceived by the Council as key regeneration sites so their deletion from the RLP casts considerable doubt over whether the other sites in the BL1 area are likely to come forward.
31. Furthermore, given that the RLP anticipates that development within this Broad Location will come forward towards the end of Plan Period (i.e. a developable housing site), in line with the NPPF Glossary, the Council should be satisfied that there is '*a reasonable prospect that [it] will be available and could be viably developed at the point envisaged*'. PHSC has not been able to find any such assessment in the Council's Plan or in the supporting evidence base (including the SHELAA). Indeed, the Policy wording for BL1 seems to indicate the opposite; that viability of re-development in the BL1 area will be very challenging and that many sites may not be available for development due to existing uses / multiple ownerships.
32. Whilst PHSC recognises that Local Plans should be ambitious, they should also be realistic and deliverable. As such, it is Persimmon view that the BL1 site should continue to be identified in the Plan (in order to allow the proposed Town Centre SPD to be brought forward and set the framework for the proposed regeneration proposal of BL1), but any supply for BL1 should be excluded from the RLP plan period supply. The position regarding the BL1 site can then be reassessed as part of the requisite Plan review that will need to take place in 5-years following adoption of the Plan.

### **Policy HA54: Land east of Crofton Cemetery and west of Peak Lane**

33. Policy HA54 relates to a site located to the north of Stubbington that is controlled by Persimmon Homes.
34. The following section of these representations set out the planning background for the H54 site before providing commentary on the Policy wording and the relevant Local Plan evidence base.

#### H54 Planning Context / Background

35. By way of background, a planning application was submitted by PHSC in March 2019 on the H54 site for development proposals comprising 261 new homes and supporting uses (LPA Application Ref: P/19/0301/FP). This application was refused in August of the same year. The Decision Notice associated with this application is provided at **Appendix 4**.
36. In response to this refusal, PHSC made significant revisions to the 2019 scheme, and submitted a revised planning application in July 2020 for 206 new homes and associated development (LPA Application Ref: P/20/0522/FP). As demonstrated though the Case Officer's Reports to Planning Committee (see **Appendix 5 and 6**), following detailed and extensive technical work and negotiation between the Council and Persimmon Homes, the application was recommended for approval by officers. However, the scheme was subsequently refused by members at Planning Committee in February 2021 (see Decision Notice at **Appendix 7**). For brevity, the key Plans and technical evidence base supporting the 2020 application (and as considered most relevant to the H54 Policy) are listed below and are provided with these representations for ease of reference for the Council and the Inspector(s). However, Persimmon would urge the Council and the Inspector(s) to review the application / appeal proposals information in full<sup>8</sup>.
  - Location Plan (**Appendix 8**)
  - Site Layout Plan (**Appendix 9**)
  - Building Heights Plan (**Appendix 10**)
  - Landscape and Visual Impact Assessment (**Appendix 11**)
  - Ecology Management Plan (**Appendix 12**)
  - Shadow Habitat Regulation Assessment (**Appendix 13**)
  - Flood Risk Assessment (**Appendix 14**)
  - Archaeological Written Scheme of Investigation (**Appendix 15**)
  - Archaeological Desk-Based Assessment (**Appendix 16**)
  - Arboricultural Method Statement (**Appendix 17**)
  - Travel Plan (**Appendix 18**)
37. In light of the above, it is Persimmon's strong and considered view that the H54 site is capable of delivering 206 new homes and that application should have been approved by the Council. PHSC has therefore lodged an appeal against this refusal (Appeal Ref:

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<sup>8</sup> A link to the application is as follows:

<http://www.fareham.gov.uk/casetrackerplanning/ApplicationDetails.aspx?reference=P/20/0522/FP&uprn=10012131685>

APP/A1720/W/21/3275237). The appeal inquiry date is 19<sup>th</sup> October 2021. Based on the Council's LDS (June 2021), it is likely that the appeal will be decided part way through the RLP examination. It is suggested, therefore, that the Planning Status section of the H54 Policy should make reference to the live appeal.

38. Following the refusal of the revised the 2020 application, the Council published an updated version of its Regulation 19 Local Plan in June 2021 (which is the subject of these representations). The 2021 Regulation 19 Plan identified Persimmon's site as a housing allocation (Policy H54: Land east of Crofton Cemetery and west of Peak Lane) for 180 new homes. Without prejudice to the comments set out in these representations (and PHSC's appeal case), the Company has submitted a revised planning application for 180 dwellings, which aligns with the site capacity set out in the emerging H54 Policy. However, for the avoidance of doubt, PHSC remain firmly of the view that the site is capable of delivering a minimum of 206 new homes.

#### H54 Policy and Relevant Local Plan Evidence Base

##### *SHELAA*

39. Persimmon strongly supports the allocation of the H54 site in the emerging Local Plan, and welcomes the Council's acknowledgement that the principle of residential development at the site is acceptable.
40. The site was not included as a draft allocation in the 2020 Regulation 19 draft of the Plan but, as confirmed in the SHLEAA 2021, a re-assessment of the site (SHELAA Ref 1341) by the Council resulted in it being deemed 'suitable', 'available' and 'achievable' and therefore a 'developable' housing site (i.e. it can be brought forward in the post-five year period). Persimmon supports the SHLEAA's conclusion with regards to the site's 'suitability', 'availability' and 'achievability', and the Company confirms (as evidenced in the technical reports associated with the 2020 application) that there are no issues/constraints associated with the site that would prevent it from being brought forward for housing in the short term.
41. As touched upon above, however, Persimmon do not support the 2021 SHELAA conclusion that site is only capable of accommodating 180 new homes, and contend that the site is capable of delivering a minimum of 206 new homes. Paragraphs 4.9 to 4.11 of the SHELAA confirm that site capacities have been determined using a generic gross to net conversion (60% gross to net for sites above 2ha) before applying a density multiplier to the resulting net area (usually 30 dph, but lower densities are applied where surrounding existing development justifies a reduction). Given that the SHELAA identifies the site as having a gross area of 19.25, using the Council's gross to net conversion (i.e. net area of 11.55ha), the net density of the site would equate to only 15.6 dph. Notwithstanding the fact that the Case Officer and the Council's Urban Designer deemed 206 dwellings to be appropriate for the site, it is clear that the SHELAA capacity of 180 dwellings is very low. Furthermore, the net density applied by the Council bears little relationship to the character and prevailing density of the surrounding area; particularly that of the existing development immediately to the east of the site around Spartan Drive (**Appendix 19**) and Summerleigh Walk (**Appendix 20**) that have the strongest relationship with the H54 site (c. 24 dph and 29 dpa, respectively)<sup>9</sup>. Were these net densities

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<sup>9</sup> It is noted that the net density of the existing development located beyond the woodland area to the south of the site, around Mark's Tey Road (**Appendix 21**) is calculated at approximately 15.9 dph. However, the

applied to the Oakcroft Lane net area (as determined through the Council’s SHELAA methodology) the resulting yield for the site would be between 277 and 334 dwellings.

42. PHSC would caution against such crude density-based assessments of site capacity for housing allocations, as development quantum is, in Persimmon’s view, far better understood through site-specific constraint analysis / technical assessment and design work (as has been the case with the appeal proposals). It is also noted that the development to the south around Mark’s Tey Road (which appears to have been the driver for 180 capacity at H54) does not include a varied mix of housing (comprising of only large detached dwellings) nor any affordable housing provision. To use the net density of this residential area as justification for a very low density development at the Oakcroft site is therefore unjustified and unreasonable. It is clear, based on the above, that the 280 homes capacity (as advocated by Persimmon Homes) sits comfortably within the lower end of the 24-29 dph density range cited above. In Persimmon’s view, the Council’s approach to assessing the site’s capacity in the SHELAA is overly simplistic, does not take proper account of the site’s context, and has not had regard to the detailed technical work undertaken and submitted by PHSC as part of the 2020 application / appeal proposals. Furthermore, by proposing the site for only 180 dwellings, the Council is not making an effective use of land in line with the requirements of the NPPF (see NPPF Paragraph 119, in particular).
43. Turning to the delivery timeframe of the H54 site, there appears to be some confusion in terminology used in the SHELAA 2021. Persimmon are of the view (and this appears to be confirmed in SHELAA 2021 commentary) that the site is ‘deliverable’ (i.e. it can be brought forward entirely within first five years of the Plan, based on adoption date set out in the LDS). An update to the Council’s SHELAA 2021 to confirm the above is therefore required. It would also be beneficial for the Council to include a detailed trajectories for the individual sites that comprise its supply (including the H54 site) to allow proper scrutiny of the Council’s assumptions (including for the five year period). To assist the Council, Persimmon has provided its anticipated delivery trajectory for the H54 site (based on a 208 site capacity). This is set out in Table 3 below.

*Table 3: PHSC H54 Delivery Trajectory*

2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
0	28	50	50	50	30

44. It is clear, given our comments above (particularly those made in relation to housing requirements and supply), that the Land east of Crofton Cemetery and west of Peak Lane site forms a vital component of the Council’s housing land supply both in terms of the five year supply and the Local Plan supply across the plan period more generally. As such, the Council should not be seeking to unnecessarily (and without adequate justification) limit the capacity of the H54 site to 180 homes. This is at odds with requirement in the NPPF to positively plan for development, including meeting the housing needs of the Borough and the extensive unmet needs of neighbouring LPAs. Furthermore, as demonstrated by the

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relationship between this residential area and the H54 site is poor due to the intervening vegetation and large residential property and grounds at 18 Lychgate Green.

Officer Report and the supporting technical work for the 2020 application this proposal, combined with the deficiencies in the approach taken in the SHELAA, the 180 dwelling capacity proposed in the draft Plan is not justified by evidence. **As currently drafted this element of the Policy may not be regarded not sound, but could be made sound through a modification that increases the site capacity to a minimum of 206 new homes<sup>10</sup>.**

45. Alongside the proposed allocation of the site, the Council is proposing that the southern part of the H54 site (south of Oakcroft Lane) is removed from the Strategic Gap designation. This proposed amendment to the gap boundary in this location is justified by the Technical Review of Areas of Special Landscape Quality and the Strategic Gaps (September 2021) evidence base (notably Paragraphs 8 and 12), and is therefore strongly supported by PHSC.

#### *Strategic Flood Risk Assessment*

46. It is noted that the Council has undertaken an update of the Strategic Flood Risk Assessment for Fareham (2021). The update report confirm that, from a flood risk perspective, *'Safe development is achievable by taking the sequential approach on [the H54] site'*. Persimmon concurs with this assessment, which corroborates the evidence prepared in respect of the application / appeal proposal. The report concludes that it is appropriate to allocate the site, but, as detailed in the section below, PHSC do not agree with the report's assertion that it is necessary for the H54 Policy to *'stipulate that areas at risk of flooding now and in the future must be avoided'* as this repeats policy provisions that are found elsewhere in the RLP.

#### *H54 Policy Criteria Analysis*

47. Turning to the policy criteria of H54, Persimmon Homes supports Criterion a) (subject to the capacity changes set out above) and Criterion b) that relates to the position of the primary highways access point.
48. With regards to Criterion f) (building heights), it is considered that the requirements of this element policy could be adequately address through the application of Policy D1: Design. It is also noted that the Council has not provided any evidence to support a restriction on building heights to two storey. Criterion f) is therefore unnecessary and unjustified and should be deleted. However, should the Council seek to retain Criterion f), the maximum building height should be two storey with accommodation in the roof (i.e. 2.5 storeys) as this was considered acceptable in design and landscape terms by officers as demonstrated through the 2020 application. Allowing for some two storey buildings within the accommodation roof-space is considered to be a more efficient and effective use of land that allows living space to be maximised without increasing the height of the buildings significantly; this approach is supported by NPPF<sup>11</sup>. Alternatively, as there is no statutory definition of storey height (and considerable variation between housing types), Criterion f) may be better expressed in terms of the maximum ridge height of buildings. As demonstrated through the 2020 application, in particularly the Landscape Visual Impact Appraisal work, no harm was demonstrated with regards to the proposed houses, which comprised a maximum ridge height of 9.6m. In Persimmon's view, therefore, a maximum

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<sup>10</sup> For the avoidance of doubt, and for consistency with our comments set out above, the Local Plan's housing requirement and the allocation policy capacities should be expressed as a minimum number of homes.

<sup>11</sup> The approach is also in general conformity with the Government's drive to encourage upwards development on existing buildings through 'Airspace Development' (i.e. adding extra storeys to create extra square footage from the same footprint at ground level) and loft conversion permitted development rights.

ridge height of 10m may be a more appropriate restriction for the heights of buildings at the H54 site.

49. Turning to Criterion k) (Construction Environmental Management Plan to support a planning application), it is Persimmon’s view that this requirement would be better set out in an updated Local List (or a separate policy in the draft Plan), as opposed to be referenced in individual site allocation policies. This is because the requirement for a Construction Environmental Management Plan may also be applicable to other (windfall) sites that are not identified in the Plan.
50. With regards to Criterion i), as set out in Table 4 below, it is Persimmon view that this policy provision is addressed through other Local Plan policies, national planning policy and legislation (notably the Community Infrastructure Regulations 2010 (as amended)). It is also considered that it is not necessary for the Criterion i) to specify what new provision and/or contributions should be sought from the development. This should be determined at the point an application is submitted and through negotiation with the LPA and relevant bodies, having regard to existing provision, demand created by new development and the Council’s own Infrastructure Delivery Plan (which is a live document and may be subject to change, as confirmed in Paragraph 10.28 of the draft Local Plan).
51. The Council will be aware that, the NPPF requires Local Plans to be succinct (Paragraph 15) and to avoid unnecessary duplication of policies (Paragraph 16). It will also be aware that, when considering applications for development, the Local Plan should be read as a whole. In this context, with regards to the remaining criteria of the H54 (namely criteria c), d), e), g), h), i), j) and l)), in order for the Plan to be consistent with national policy (and therefore meets NPPF soundness test d)), the following criteria should be deleted from H54. For ease of reference, Table 4 below sets out the individual H54 criteria and the associated policies contained elsewhere in the Plan and/or National Policy and legislation that cover these particular issues.

*Table 4: H54 Policy Criteria Analysis*

<b>H54 Criterion</b>	<b>Relevant other Local Plan Policy / National Policy</b>
c) Development shall only occur on land to the south of Oakcroft Lane, avoiding areas which lie within Flood Zones 2 and 3, retaining this as open space.	<ul style="list-style-type: none"> <li>• LP Policy CC2</li> <li>• NPPF Section 14</li> </ul>
d) Land to the north of Oakcroft Lane shall be retained and enhanced to provide Solent Wader & Brent Goose habitat mitigation in accordance with Policy NE5.	<ul style="list-style-type: none"> <li>• LP Policies NE3 and NE5</li> <li>• NPPF Section 15</li> <li>• The Conservations of Habitat and Species Regulations 2017 (as amended)</li> </ul>
e) The scale, form, massing and layout of development to be specifically designed to respond to nearby sensitive features such as neighbouring Solent Wader and Brent Goose sites shall be provided.	<ul style="list-style-type: none"> <li>• LP Policies D1 and NE5</li> <li>• NPPF Section 15</li> <li>• The Conservations of Habitat and Species Regulations 2017 (as amended)</li> <li>• Fareham Design SPD</li> </ul>

g) A network of linked footpaths within the site and to existing PROW shall be provided.	<ul style="list-style-type: none"> <li>• LP Policies D1 and TIN2</li> <li>• NPPF Para 100</li> </ul>
h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals and in a manner that does not impact on living conditions.	<ul style="list-style-type: none"> <li>• LP Policies NE6, NE9 and D2</li> <li>• NPPF Para 174</li> </ul>
i) Provision of a heritage statement (in accordance with policy HE3) that assesses the potential impact of proposals on the conservation and setting of the adjacent Grade II* and Grade II Listed Buildings.	<ul style="list-style-type: none"> <li>• LP Policy HE3</li> <li>• NPPF Section 16</li> </ul>
j) As there is potential for previously unknown heritage assets (archaeological remains) on the site, an Archaeological Evaluation (in accordance with policy HE4) will be required.	<ul style="list-style-type: none"> <li>• LP Policy HE3</li> <li>• NPPF Section 16</li> </ul>
l) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.	<ul style="list-style-type: none"> <li>• LP Policies TIN1, TIN4 and NE3.</li> <li>• NPPF Para 34</li> <li>• Community Infrastructure Levy Regulations</li> </ul>

52. It is noted that, alongside the H55: Longfield Avenue housing allocation policy working, the Council has produced a 'Land Use Framework Plan' to the support this proposal. The Framework Plan appears to identify the land to the north of Oakcroft Lane (that forms part of Persimmon's H54 site) as part of the Longfield Avenue proposal<sup>12</sup>. Persimmon has had no discussions with the Council (or the promotor of the H55 site) on this matter. It is therefore surprising and concerning that the Council has identified Persimmon controlled land on the Framework Plan when this does not relate to the H54 allocation. Should the Council and/or site promotor wish to use Persimmon's land to support the H55 allocation, it is imperative that this is formally discussed with PHSC. In the absence of such discussions it may not be possible to regard the H55 as a deliverable/developable housing allocation. If this land is not required to deliver the H55 allocation, to avoid any confusion for reader of the Plan, this land should not be shown as shaded green on the H55 Framework Plan.

HRA

53. The Council has commissioned a focused update of the emerging Local Plan's HRA that takes into account the changes made to the Plan since the previous Regulation 19 draft Plan. This update considers the H54 proposed allocation and concludes that, in terms of the requirement Habitats Regulations, the site can be allocated. It should be noted that as part of the Oakcroft Land appeal proposal, PHSC submitted a site specific 'shadow' HRA. The

<sup>12</sup> Albeit that this land is shown to be located outside of the H55 red line boundary.

report prepared by ECOSA (and appended to these representations) concluded the following:

*'The screening stage of the shadow Habitats Regulation Assessment concluded that there would be a likely significant effect as a result of the proposals on European sites within the Zone of Influence of the proposals when considered both alone or in combination with other plans or projects. Therefore, an Appropriate Assessment was required in order to determine whether the proposals would have an effect on the integrity of these sites.*

*Following the incorporation of appropriate mitigation, including creation of a new Ecological Enhancement Area, financial contributions to the Solent Bird Aware strategy and implementation of pollution control measures it has been concluded that there would be no adverse impact on site integrity either alone or in-combination with other plans or projects on the Solent and Southampton Water SPA/Ramsar site, Portsmouth Harbour SPA/Ramsar site, Solent Maritime SAC and Solent and Dorset Coast SPA.'*

54. It is also noted that the officer report (including those comments made by the Council's ecologist) did not consider that the application should be refused due to HRA issues.

#### Conclusions on Policy H54

55. To conclude on the H54 Policy, PHSC support the principle of the allocation but not the current drafting, which fails the soundness tests in respect of: not being positively prepared, not being justified nor consistent with national policy. However, in the Company's view the Policy could be made sound through a number of changes. For ease of reference PHSC has suggested alternative policy text for the H54 site. This is provided at **Appendix 22**.

## **CLIMATE CHANGE**

### **Strategic Policy CC1: Climate Change**

56. PHSC previous comments made in response to Policy CC1 still stand. However, it is noted that Criterion e) now makes reference to the exceedance of Building Regulation requirements. It is assumed that this new element of the Policy is referring to the Optional Building Regulations. If this is the intention of the Policy, the Policy working should confirm / clarify this.

## **NATURAL ENVIRONMENT**

### **Policy NE2: Biodiversity Net Gain**

57. PHSC's previous comments made in response to Policy NE2 still stand. However, Persimmon has a further comment to make in respect of this Policy with regards to the 10% Biodiversity Net Gain (BNG) requirement.
58. Paragraph 174 of the NPPF states that:

*'Planning policies and decisions should contribute to and enhance the natural and local environment by:*

*.... d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;' (PHSC's emphasis)*

59. The NPPF does not, however, require 'at least 10% net gain'. This provision is set out in the Environment Bill which has not yet received royal assent. Once the Bill becomes law, all Councils will be required to seek at least 10% BNG as part of planning applications.
60. Until such time as the Environment Bill becomes law, it is not appropriate for the Policy NE2 to specify the percentage BNG net gain. Instead, the amount should be determined through negotiation between an applicant, the Council and Natural England (where appropriate).
61. It is recognised, however, that the Environment Bill is relatively well progressed and may become law in the not too distant future. As such, the Policy should be redrafted so that at least 10% BNG (or whatever percentage eventually materialises through the Bill) will only be required once the Bill has become law (taking into account any transitional arrangements that may be set out in the emerging legislation).
62. It is also noted that Paragraph 6.30 of the supporting text to Policy NE2 states that the Policy will not apply to land contained within the Welborne Plan. As indicated above, once the Environment Bill becomes law all planning application will be required to achieve this required BNG increase. There are no provisions in the Bill to exempt sites (including Welborne) from this requirement. As such, Paragraph 9.30 should be deleted from the RLP.

#### **Policy NE5: Solent Wader and Brent Goose Sites**

63. PHSC's previous comments made in response to Policy NE2 still stand. However, the Company has a further comment to make in respect of this Policy with regards to Criterion c).
64. This element of the Policy requires that '*A suitable replacement habitat is provided on a like for like basis broadly close to the site*' the Council's evidence for this assertion is absent. Indeed as set out in legal advice commissioned by Havant Borough Council (see **Appendix 23**) in respect of its Warblington Farm bird mitigation proposal, it is only necessary for replacement habitat to mitigate the same population of bird species. Redrafting of this Policy is therefore required that takes into account the advice provided above.
65. It is also questioned whether it is appropriate for the Council to show the Solent Wader and Brent Goose Sites on the RLP Policies Map. The Council will be aware that Bird Aware Solent maintain a GIS database of the Wader and Brent Goose sites on their website<sup>13</sup>, and these sites are subject to relatively frequent change. By showing the Solent Wader and Brent Goose Sites on its Policies Map, the Map will quickly become dated, and could become

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<sup>13</sup> <https://solentwbgs.wordpress.com/page-2/>

misleading. It is PHSC's recommendation therefore that the Solent Wader and Brent Goose Sites are deleted from the RLP Policies Map.

#### **Policy NE8: Air Quality**

8. Persimmon Homes acknowledges the national direction of travel with regards to Electric Vehicles (EVs) and role they can play in addressing climate change issues. However, the Company would welcome further elaboration in the supporting text or policy regarding the specification of changing points, particularly with regards to expected power output / capacity.
9. There are practical issues (and potentially unintended consequences) with regards to site design that may arise through the implementation of this policy (including in relation to the retro-fitting of homes). PHSC would highlight that the Government currently provides a 75% subsidy to homeowners towards the cost of installing EV charging points. However, this subsidy is only available to properties that have on-plot parking. This should be considered by the Council in terms how parking should be accommodated in developments, as frontage on-plot parking is preferable in terms of the subsidy (as opposed to shared rear parking courts which are often favoured by Fareham Council). The Council should be aware of the potential design implications of this element of Policy NE8.
10. The Council should also be aware that as EV charging infrastructure become more prevalent in new developments, and the take up of EVs increases over time, the cumulative energy demands of said development will increase considerably therefore necessitating the provision of additional sub-stations as part of development that would otherwise not be required. It is unclear whether this has been factored into the Council Local Plan viability assessment.

#### **Policy NE10: Protection and Provision of Open Space**

11. The Council has proposed some additional wording to Policy NE10 as show below:

*'The open space, or the relevant part, is clearly shown to be surplus to local requirements and will not be needed in the long-term; or '*

12. The word 'clearly' introduces a significantly degree of subjectivity into the policy which is unnecessary and will ultimately make interpretation of the Policy more difficult for the decision-maker and applicants alike. It is PHSC's recommendation therefore that the word 'clearly' be deleted from the NE10 policy wording.

#### **4: OMMISION SITES**

13. PHSC’s representations on the previous Regulation 19 Plan, highlighted six site that are being promoted by Persimmon on the periphery of Stubbington that were not selected for allocation in the draft Plan. With regards to the Land at Oakcroft Lane site (Site 6 in PHSC’s previous representations), the Council has now identified this site for housing allocation (see above commentary on Policy H54). However, with regards to the other five sites listed in Table 5 below, the Council has opted not to take these site forward in the RLP. This is extremely disappointing in the context of the housing pressures evident in Fareham Borough.

*Table 5: Persimmon Homes’ Omission Sites*

Site Number	Address	Gross Area Acres (Hectares)	Site Capacity Estimate*
1	Land East of Burnt House Lane, Stubbington	23.53 (9.52)	240 - 320
2	Land West of Peak Lane, Stubbington	46.25 (18.72)	TBC
3	Land North of Titchfield Road, Stubbington	4.83 (1.95)	40 -50
4	Land South of Titchfield Road, Stubbington	2.78 (1.12)	10 - 30
5	Land West of Cuckoo Lane, Stubbington	52.76 (21.35)	150-200
<b>Total</b>		<b>130.15 (53.08)</b>	<b>440 - 600</b>

\*Based on net developable area, not gross area.

14. It is noted that despite the Council revisiting a number of sites in the SHELAA, its conclusion with respect to the PHSC sites listed in Table 5 have not changed. As such the comments set out in PHSC previous reps still stand.
15. It is Persimmon view, **in light of the extensive unmet LHN and unmet sub-regional housing need more generally, the RLP is not currently sound. However, as highlighted above, the Plan could be made sound through consideration of omission sites (including those listed in Table 5) through the examination process and subsequent modification to the Plan.**

**Representations towards the Fareham  
Borough Draft Local Plan 2036 Publication  
Draft (Regulation 19) Consultation on Behalf  
of Persimmon Homes (South Coast)**

December 2020



## **1. Introduction**

Persimmon welcomes the opportunity to comment on the Fareham Draft Local Plan 2036 (DLP) Publication (Regulation 19) consultation.

This letter is set out in sections as summarised below:

- Section 2 sets out our response to Duty to Cooperate issues
- Section 3 sets out our policy specific responses
- Section 4 sets out our response in relation to Omission Sites

## **2. Duty to Cooperate**

The Duty to Cooperate places a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters, including housing.

Planning Practice Guidance recommends that authorities should produce, maintain, and update one or more Statement(s) of Common Ground, throughout the plan-making process. The Council has unilaterally produced a 'Statement of Compliance with the Duty to Co-operate' which sets out how the Council claims to have addressed the duty to cooperate, including in relation to addressing the unmet housing need of its neighbouring authorities. This is not an agreed Statement. It is noted that there is little to no explanation within the Statement as to what cross boundary discussions have taken place since the Council has significantly altered its approach with regards to housing need (as detailed below). In Persimmon's view, this information is absent because neighbouring authorities, in particular Portsmouth and Gosport, will not be supportive of Fareham's approach.

As mentioned above, the Council's Regulation 19 consultation document is significantly different from the Regulation 18 draft in terms of its approach to housing. This is largely as a result of it applying the lower Local Housing Need (LHN) as derived from the Government's proposed new Standard Methodology, which has not been approved. The Regulation 18 version of the Plan included a number of Strategic Growth Areas that were identified, in part, to meet the housing needs of neighbouring authorities of Gosport and Portsmouth. These Areas have now been deleted, and do not feature in the Publication Plan.

The Council's decision to use the new Standard Methodology LHN in order to take advantage of lower housing numbers is premature, and is at odds with the approach being taken by nearly all other Local Planning Authorities developing Local Plans in the sub-region, including Gosport and Portsmouth.

It is understood that the SGAs would meet at least 1,000 dwellings from Portsmouth's unmet needs, alongside a proportion of Gosport's (quantum not published). However, the Publication Plan suggests that unmet need accommodated by the Plan will only equate to 847 dwellings. By Fareham choosing to use the draft new Standard Methodology and reducing its housing site allocations as well, the scope for the Plan to pick up the housing needs of these neighbouring council areas has been significantly curtailed.

It is Persimmon's view therefore that, given the significant change in approach by Fareham Council, the joint working that it has undertaken on housing issues to date has been fundamentally undermined to a point where it can only be concluded that Council has failed the duty to cooperate.

## **2. Policy Specific Comments**

### **DEVELOPMENT STRATEGY**

#### **Strategic Policy DS1 Development in the Countryside**

Policy DS1 provides the policy basis for the delineation of settlement boundaries. In the context of our comments below, notably in relation to not meeting housing need, omission sites and the delineation of Strategic Gaps, the Council should amend the settlement boundaries to allow additional development to come forward.

With regards to the criterion d) of Policy DS1, an allowance for new or replacement building, conversion and/or extension of a school is welcomed. However, the Policy appears to limit re-provision to existing sites shown on the Policies Map. As set out in greater detail in the our response to Policy DS2 and the Omission Site section, discussions are on-going with the Meoncross school to facilitate expansion of the car park and/or playing fields in the short term. The potential relocation of the school to other land within Persimmon's interest at Cuckoo Lane over the longer-term is also being explored. As currently drafted, by strictly limiting development to within an existing educational facility, the Policy would prevent such future improvements and the possible relocation of Meoncross School.

#### **Strategic Policy DS2 Development in Gaps**

The Council has commissioned Hampshire County Council to review its Strategic Gaps. The County's methodology for this review is set out in the Technical Review of Areas of Special Landscape Quality and Strategic Gaps (September 2020). This applies 'Primary Measures' (i.e. physical and visual separation) and 'Secondary Measures' (i.e. Green Infrastructure Provision) to define the gaps. We support the inclusion of physical and visual separation as a means of determining the gap boundary, but we see no justification for including the secondary measures as this is outside of the scope of the role of a gap. In any case, Green Infrastructure is an issue that is dealt with separately under Policy NE9 of the draft Plan.

The following commentary on this policy considers each of the Strategic Gaps before comments are made on the content of Policy DS2 itself.

#### **The Fareham-Stubbington Gap**

As set out in the recommendations of the Gap Review paper (Chapter 4: Conclusions and Recommendations, Paragraph 10): *'there exists some opportunities for development to be absorbed within the Stubbington-Fareham Strategic Gap, subject to scale and future detailed design, without compromising its Gap function...'* It is surprising then that the Council has not examined this potential in greater details as part of its Publication draft Local Plan, particularly given that the most recent Regulation 18 Local Plan consultation proposed a Strategic Growth Area (SGA) within this gap as a means of accommodating growth.

It is also surprising that the Gap Review Paper does not adequately consider the influence of the Stubbington by-pass on the Fareham-Stubbington Gap. Paragraph 3 of Chapter 4: Strategic Gaps SG 2: The Fareham-Stubbington Gap states that: *'As the Bypass is currently under construction and its alignment marked out, it is possible to see how it might affect the sense of separation between Fareham and Stubbington.'* The report also states that it is too early to understand the full impact that Stubbington Bypass will have on the landscape character and development pressures of the Gap. This second assertion is contested. Given that the by-pass construction has progressed significantly, and that by-pass proposal has been subject to landscape assessment (including through the ES associated with the application), there is sufficient information available to allow for a robust assessment of the impact of the by-pass on the gap and the landscape to be carried out. A review of the landscape and gap evidence should be carried out prior to submission of the Plan for examination.

There can be no doubt that the by-pass will have a considerable influence on the Fareham-Stubbington Strategic Gap - effectively splitting it two. Once the by-pass is complete, it will form a strong defensible boundary, which will make the difference in the character between areas north and south even more apparent than it is already. This difference in the character requires considered in the Local Plan and its evidence base.

Land to the north of the bypass route is considerably more open in character, with large open fields with limited boundary planting providing prominent views north from the bypass toward the southern urban edge of Fareham, which is well defined by Rowan Way. This area is characterised by a strong sense of tranquillity, and is a much more sensitive landscape that is more befitting of Gap designation in accordance with the Council's own methodology. Land to the south of the bypass, however, comprises considerably more urban influences as demonstrated by existing development along Ranvilles Lane / Titchfield Road, the cemetery south of Oakcroft Land and development around May's Lane / Peak land (including where the urban area of Stubbington protrudes into the gap). This observation is supported by the detailed analysis of gap study area 7a (see Chapter 4: Strategic Gaps SG 2: The Fareham-Stubbington Gap, para 8) which states that:

*'There exists the potential to **make modifications to the settlement boundary of North Stubbington: to extend the boundary to run along Oakcroft Lane**, as the isolated field that sits aside Crofton Cemetery, does not protrude into the landscape beyond the current Northern and Western edges of Stubbington. Largely sitting behind a mature line of Poplars also helps this isolated field absorb some development (subject to detail design), **without risking the integrity of the Gap, as a whole.**'*  
(Persimmon's emphasis)

Paragraph 11, Bullet 2 of Chapter 4: Strategic Gaps SG 2: The Fareham-Stubbington Gap of the Gap Review evidence reconfirms the limited role that the area to the north west of Stubbington, south of Oakcroft Lane and east of Ranvilles Lane plays as a gap. The Gap study states that this area has *'the ability to absorb development into the landscape exists, without compromising the integrity of the Gap function'*. The Council will be aware of the planning application within this part of the gap (LPA Application Reference: P/20/0522/FP). This application comprises 209 new homes a considerable area of land to the north of the housing and to the south of the by-pass for ecological purposes. The Site Plan is attached to these representations at Appendix 1. The application is a resubmission of a planning application that addresses technical and design issues raised by the Council previously. It is understood that the application is due to be considered by planning committee in January 2021.

One key consideration when reviewing the boundary of a gap is the consideration that no more land should be included in the gap than is necessary (see adopted Core Strategy Policy CS22, Fareham Borough Council Gap Review 2012 and South Hampshire Strategy 2012). This concept is reiterated in the Gap Review Paper as 'minimum land take'. In light of the above, it is Persimmon's view that the gap evidence should be reconsidered with areas north and south of the by-pass assessed separately to take account of the by-pass. For reasons set out above, and in accordance with the Gap Review methodology, it is considered that a review of the evidence would indicate that the land north of the by-pass should be retained as gap and land to the south should be deleted from the gap designation. Retaining a gap to the north would preserve a c. 800m gap between the by-pass and the southern urban edge of Fareham, which is described in the Gap Review Paper as being *'moderate-large gap'* of a *'good distance'* that *'gives the traveller time to experience the countryside after leaving one settlement before joining another.'* Retaining a gap of adequate width in this location is particularly important given the role Peak Lane plays in providing a well utilised north-south link between Stubbington and Fareham.

With regards to land to the east of Stubbington, Paragraph 11, of Chapter 4: Strategic Gaps SG 2: The Fareham-Stubbington Gap of the Gap Review indicates that there is very little opportunity to absorb development in this corridor but that advanced planting along the eastern edge of the settlement would be beneficial. Persimmon Homes have interests in this area (as discussed in detail later in these representations). In summary, the proposals include new residential development, significant new strategic planting and open space along the eastern edge of the site. Discussion are on-going with the

Meoncross School to facilitate expansion of the car park and playing fields in the short term and the potential relocation of the school to other land within Persimmon's interests over the longer-term.

In light of the our comments set out above It is considered that the Fareham-Stubbington Strategic Gap should be redrawn so that land to the south and west of the by-pass is removed from the gap.

Whilst not a gap issue per se, the emerging and previous Local Plans, have tended to avoid allocating any significant growth on the periphery of Stubbington. Sensitively redrawing the gap boundary as suggested above will allow for much needed sustainable development housing to come forward to support the housing aspirations of those wish to live in or remain living in Stubbington.

#### The Meon Strategic Gap

As touched upon above, the function of a Strategic Gap is to prevent the coalescence of separate settlements. Land to the west of Stubbington is identified as a gap but there is no settlement to the west of the Stubbington that requires protection from coalescence. With regards to Strategic Gap Study Area 6, it is noted that the Gap Review study states that this gap is provided to ensure there is no coalescence between Stubbington and Titchfield along Titchfield Road. Whilst this northern most extent of this study area may serve this purpose, the central and southern parts of the Study Area 6 play no role whatsoever in preventing coalescence. This is recognised in Paragraph 13 of Chapter 4: Strategic Gaps SG 1: The Meon Gap of the Gap Review Study. Nonetheless, the Study recommends that the Gap is retained in this area due to: high levels of tranquillity, its role in providing separation of Portsmouth and Southampton, and to recognise the potential longer-term settlement expansion southwards from Titchfield and South Westwards from Hook. Based on the Council's Gap Review methodology, these are not adequate reasons to include this land within the gap.

A more logical delineation of the gap, which would ensure that no more land than necessary is included within it, could be to end its southernmost extent at Crofton Manor Equestrian Centre where the transition from countryside to urban (as part of Stubbington) becomes apparent. As recognised in the Gap review study, much of the land to the south of the Equestrian Centre is subject to protection under draft Policy DS3 (as discussed below), and ecological constraints which provide adequate protection against inappropriate development in this area. A gap is therefore not necessary.

#### General Comments on Policy DS2

Notwithstanding our comments above, in our considered view, Policy DS2 is too restrictive. There may be a point within the plan period, for example where the Council is unable to demonstrate a sufficient five year housing land supply, where additional housing may be required over and above those sites identified in the Plan. The Council has persistently struggled to demonstrate a sufficient five year housing land supply in recent years so flexibility in the Policy is required.

As demonstrated through the Council's Regulation 18 draft Plan, a sustainable location for such development may be in the Strategic Gap between Stubbington and Fareham. As such, the Policy should include additional wording to allow for appropriate and sustainable development in the Strategic Gap in such circumstances where housing supply needs to be increased.

The Policy also seeks to prevent development in Strategic Gaps that may significantly affect its 'integrity' and the 'distinctive nature of settlement characters'. This is a highly subjective policy criteria that will be challenging to interpret by decision-makers and applicants alike. The reference to 'integrity' and the 'distinctive nature of settlement characters' should be deleted from the Policy. The function of a Strategic Gap is to prevent the coalescence of separate settlements, which can be achieved through assessment of the impact of a proposed development on the physical and visual separation of settlements. The other policy criteria are superfluous.

In light of the above, it is considered that the Strategic Policy DS2 - Development in gaps and delineation of the Gap as shown on the draft Policies Map, should be redrawn as set out above. If this is not the case the Policy cannot be said to either justified or effective and is therefore unsound.

### **Strategic Policy DS3: Landscape**

Policy DS3: Landscape identifies a number of Areas of Special Landscape Quality (ASLQ), including the Meon Valley. This is new Policy that does not form part of the adopted Local Plan. The first part of this Policy seeks to significantly restrict development in the Meon valley area. However, considering that the Council has successfully defended the Meon Valley area from a number of hostile planning applications in the recent past without this Policy in place, the justification for it is questionable. Given the prohibitive nature of Policy DS3, the development potential of Site 5 (Cuckoo Lane) for housing and new school provision, will unlikely be realised unless the site is allocated for development in the Local Plan and/or the site is excluded from the Meon Valley ASLQ designation.

### **HOUSING POLICIES**

#### **Strategic Policy H1 Housing Provision**

As mentioned in the Duty to Co-operate section above, the Council is applying the Government's former draft Standard Methodology to arrive at its LHN (403 dpa) as opposed to the current Standard Methodology (514 dpa). The draft Standard Methodology is not Government Policy, it is only a consultation draft. The Government has recently (16<sup>th</sup> December 2020) released revised LHN figures that indicate that the Council's baseline LHN will increase to 514dpa. This increase LHN to exactly the same figure as per the current Standard Methodology. This newly published data clearly undermines the Council's premature decision to use the lower LHN figure. It is also noted that when the current and new LHN figures for Gosport and Southampton are considered both Councils are facing an increase in LHN of 106 dpa and 315 dpa, respectively. This is significant as both of these Authorities may need to look to Fareham to accommodate unmet housing needs. This will place even greater pressure on Fareham Borough Council to increase its housing requirement set out in Policy H1. For completeness, Portsmouth's LHN remains unchanged between the two data sets.

Notwithstanding, our concerns that the Council has failed the legal test with regards to the duty to cooperate, Policy H1 cannot be assumed to be sound as undershoots current and emerging LHN. The Plan cannot therefore be considered consistent with national policy and it is not positively prepared. Should the Council seek to amend its housing requirement (for example using the current Standard Methodology) and make consequential changes to its supply sites, re-consultation on a revised Regulation 19 Plan will be necessary.

Policy H1 includes an estimated 1,224 windfall dwellings. The Council's Housing Windfall Projections Background Paper (June 2020) does not provide a detailed breakdown of which sites are being considered as windfall. The Council's figures cannot therefore be scrutinised. Until such time as the Council publishes this detail underpinning the windfall allowance, this element of the supply should not be counted towards the Council's housing requirement.

The Policy also looks to implement a stepped housing requirement, which backloads housing delivery towards the latter part of the Plan period. This approach is at odds with the NPPF's objective to boost the supply of housing and appears not be justified by the expected rate of delivery of sites as set out in the summary housing trajectory in Appendix B of the Plan. For example, in the first period (2021/22 and 2025/26) the Council proposes a requirement of 2,250 dwellings (averaging 450 dwellings per annum). However its housing trajectory suggests that 3,085 dwellings will be delivered, which is equivalent to 617dpa. As such, Policy H1 should be expressed as an average requirement; it should not be stepped.

The Policy also sets out that approximately 428 homes will be delivered on specified brownfield sites and/or regeneration opportunities in Fareham Town Centre. In some cases deliverability, viability availability (i.e. in existing use) is not assured (notably sites FTC2-5). Whilst Local Plans should be aspiration, they should also be deliverable. Allied to above, a further 1,327 homes are identified on Housing Allocation sites (i.e. allocation prefixed with a HA reference). However, a number of these sites are rolled forward allocations from the current adopted Local Plan, and in some cases (i.e. HA29 and HA30) are sites that formed part of the Western Wards growth area that were originally identified

in the 1970's, but have failed to be delivered. As such, it is questionable whether the Council has properly assessed deliverability / developability of some of the sites comprising its supply. It is advisable therefore that the quantum of housing expected from some of the questionable supply sites should not be counted against the housing requirement in the Plan, and alternative sites (such as those set out in the Omission Sites section) should be identified to ensure the Council's housing requirements are met. In addition to the above, the deliverability issues associated with Welborne are well documented. Recently it is understood that due to delays in the site coming forward, the Council has lost external funding to deliver critical highway improvement works. This further underscores the challenges associated with this site. The Council would be well advised to take a highly cautious approach when seeking to include housing supply from Welborne. The draft Plan currently includes 4,020 dwellings as part of the housing supply. In light of the above, this figure is considered to be highly optimistic and should be revised downwards.

Notwithstanding, our concerns regarding the Council's choice of LHN, this figure should be regarded as the starting point for developing the Plan's housing requirement. Councils are advised through national planning policy/ guidance to consider whether any adjustments should be made to the LHN figure to account for other factors such as economic growth (which appears to be absent from the Plan) and unmet need from neighbouring authorities (as discussed above). With regards to affordable housing, the Council commissioned a Housing Needs Survey as part of its previous Regulation 18consultation draft Plan in 2017. At the time, the Survey suggested that there is a net affordable housing need of 302 dpa (i.e. nearly ¼ of the overall annual requirement). Whilst the Standard Methodology accounts for affordability (or lack thereof in Fareham's case), actual affordable housing need indicates that a further uplift to its LHN may be necessary.

#### **Policy HP4 Five-Year Housing Land Supply**

Policy HP4 states that development 'may be' permitted where a development meet all the criteria in policy HP4. The Policy should be reworded to positively state that a development 'will be' permitted if it meets the policy criteria. When determining planning applications, the decision maker is required to read the Local Plan as a whole; there is no reason for the Policy to be equivocal on this matter.

With regards to criterion (b) the policy states that a development should be '...integrated with the neighbouring settlement'. Does this mean a physical link between the development and the adjoining settlement or that a development should be integrated in design terms? This needs to be clarified.

Criterion c) seeks to prevent development in strategic gaps that may significantly affect its integrity. As per our comments in respect of Policy DS2, this is a highly subjective policy criteria that will be challenging to interpret by decision-makers and applicants alike. It is also noted that Policy DS2 sets out different policy requirement with regards to the protection of Strategic Gap (i.e. proposals should not affect the physical and visual separation of settlements). This has the potential to create an internal conflict within the Plan as it is unclear which policy requirements (either HP4 or DS2) would take precedent where the Council unable to demonstrate adequate five year supply. It is suggested therefore that the wording for Criterion c) is deleted or replaced with a cross reference to Policy DS2 (including Permission's suggested amendment to this DS2).

#### **Policy HP5 Provision of Affordable Housing**

With respect to the percentages of affordable housing sought at sites, Policy HP5 should include a viability review mechanism to provide flexibility. This will assist with the viability of schemes should there be a fall in market over the lifetime of the Plan and/or in circumstance where unknown development costs are introduced (nitrate mitigation costs associated with the HRA requirements are a case in point having seriously affected the viability of schemes over the past year or so).

As set out in the supporting text to this Policy (paragraph 5.32), the Council publishes on its website the identified affordable housing need by area of the Borough. The Council's website shows considerably different housing need for each area. The affordable tenure mix is therefore too prescriptive and does not reflect the Council's own evidence base. It is advisable therefore that the

Council replaces criteria i-ii with a statement confirming that affordable housing mix and tenure will be negotiated with the Council evidence base set out its webpage used as the starting point.

Further underscoring our concerns with the nature of the tenure mix, the Council should be aware of the potential practical challenges associated such a small percentage of Affordable Home Ownership. The Policy could be interpreted by officer so that Affordable Home Ownership is provided at 10%, which would be a challenge for reasons set out below. Registered Providers are becoming ever specialised with some only dealing with the shared ownership side and others the rented side. Requiring such a small percentage of Affordable Home Ownership products through this Policy may create challenges in terms the viability of tender bids for this type of unit. In addition, Affordable Home Ownership, including shared ownership schemes, have been shown to be an effective means of getting people on the property ladder. As the Council's own evidence shows 10% is considerably below what is actually needed.

The final element of Policy HP5 addresses the market rent of Affordable Rented units, which will be judged as 80% of market rent or the relevant Local Housing Allowance (LHA), whichever is lower. The NPPF only make provision for rent to be set at 80% of market. It does not state that market rents should be benchmarked against LHA. The reference to LHA should be deleted to ensure that HP5 is in conformity with national policy.

It is also noted in Paragraph 5.42 of the supporting text to HP5 that the Council may need review the Affordable Housing Supplementary Planning Document (SPD) to address changes to the affordable housing and mix. SPDs should not be used to review issues that have a direct impact on viability. This should be tested through the Local Plan review process.

#### **Policy HP7 Adaptable and Accessible Dwellings**

The PPG sets out a number of tests against which Councils should consider when seeking to introduce M4(2) and M4(3) policies into its Local Plans. The Council's Specialist Housing Background Paper (September 2020) has been produced which shows how the Council claims to have met these tests.

In terms of need, the Background Paper sets out the population with Long Term Health Problem or Disability based on census data. However, this measures population, not households, so should not be assumed to an accurate proxy for need. It should also be noted that some people who state that they may have a Long Term Health Problem or Disability as part of a Census response may not have an illness that would affect mobility and would not therefore not necessarily require M4(2) or M4(3) dwellings. The evidence base should be updated to reflect the above.

With regards to the provision of Category 3 specifically, the Council's evidence of need is weak being based on a national wheelchair usage that may not reflect the level of need in Fareham Borough. Furthermore, with regards to Category 3 affordable housing, from a practical point of view, Registered Providers are less willing to take on wheelchair dwellings as they can be difficult to occupy. If there is no suitable occupier then the unit could be sat empty for a significant period while a suitable occupier is found. During this time the unit is not generating any income, and could have been used to house a family that is in need at the time.

As the Council correctly identifies, a large proportion of older homeowners will seek to remain within their own homes with care provided in situ. Should these owner occupiers need to downsize or relocate they will be able to utilise the equity built up within their dwellings to access products which meet their specific. This may be sheltered or extra care accommodation. Within recent years, as this market has developed, the industry has responded with a number of private sheltered accommodation schemes approved within Fareham. In this context, the Local Plan also looks to facilitate the delivery of specialist housing through Policy HP8 and through specific housing allocations made in the Plan (HA42 – HA43). The Background Paper does not appear to have factored in the supply of specialist homes that may come forward be on allocated sites and windfall sites permissible under Policy HP8.

With regards to the second test relating to location of specialist housing, as set out HP8, this type of accommodation is best located in accessible locations. Given the mobility challenges which some older people face, town and district centres, with their conveniently located services such as shops and health facilities, are ideal locations for older persons housing. Fareham town centre is a highly accessible location where a significant quantum of flatted housing is proposed with the benefit of a reduced affordable housing policy requirement. District Centres are also highly accessible locations where there is a potential for older persons housing could be delivered. The Council should therefore consider restricting this Policy requirement to areas of high accessibility.

### **Policy HP9 Self Build and Custom Homes**

Policy HP9 sets out a policy requirement for 10% of all units on sites over 40 dwellings to provide plots for sale to address local self or custom build need. It is noted, however, that at Paragraph 5.8 of the Council's Self and Custom Build Housing Background Paper (September 2020) it is stated that the Council has met its past and future self-build requirements – this has been achieved without the need for a specific policy. It is also noted that the adopted Welborne Plan requires some 1% of its housing to be for self / custom build. Set against the current identified need of 35 net plots it would seem excessive to require a policy to further increase self / custom build supply. This could result in significant over provision of a product for which there is no clear market demand. In light of the above, the justification for Policy HP9 is therefore questionable. The policy does include provision for plot to be developed for non-self-build ,should they not be taken up, however, this Local Plan has made no assessment about the extent to which this would affect cash flow and the viability of developments. It is Persimmon's view therefore that this Policy should be deleted.

Notwithstanding our overarching concerns regarding the justification for this policy, there are a number of practical considerations that the Plan fails to adequately acknowledge. Criterion a) for example, sets out that self or custom build plots should be serviced. The Policy needs to clarify what is meant by 'serviced'. Does serviced this relate highway access, gas, water, electricity and/or broadband, and to which point should the plots be serviced? Turning to criterion c) it is not clear who would be responsible for setting out the design parameters. Placing a requirement to conform to set parameters could put off some prospective self / custom builders. The requirement to provide self and custom build plots may also have a number of practical and management issue, such as:

- Phasing and completion of the wider site.
- Section 106 contributions due to the exemption that applies to self-build housing.
- Delivery of housing in accordance with paragraph 59 of the NPPF to boost significantly housing supply, where supply on an ad hoc basis by self-builders is likely to be slow compared with the remainder of the site or even not take place at all.
- The reserve matters period running out and needing to be extended.
- Ad-hoc builders turning up outside specified hours of work.
- Storage of materials as there is limited room on plot and storage spills onto the market housing part of the site.
- Purchasers having to stop building due to unemployment/lack of funds.
- Purchaser dissatisfaction where building continues on a site which was expected to finish when they moved in.

## **CLIMATE CHANGE**

### **Strategic Policy CC1 Climate Change**

This Policy states that the 'Council will promote mitigation and adaptation to climate change through...' It is unclear whether the criteria will be sought as part of development proposals, or whether the criteria relate to development delivered by the Council. This requires clarification. If it is the former, the Policy should make clear that the criteria are not requirements but should only be met where it is possible to do so.

## **Policy CC2 Managing Flood Risk and Sustainable Drainage Systems**

Policy CC2 requires all developments to be designed in accordance with the CIRIA C753 SuDS Manual or equivalent national or local guidance. The SuDS manual is, however, only guidance. In Persimmon's experience, strict adherence to the guidance can be problematic as the design of a SUDS system also need to consider design, aesthetics, engineering etc. It is recommended therefore that the wording for this bullet point is prefixed with 'Where possible,' to provide the necessary flexibility.

## **NATURAL ENVIRONMENT**

### **Policy NE2 Biodiversity Net Gain**

Policy NE2 sets out a requirement for site to deliver 10% net gain for biodiversity. The Local Plan viability assessment assumes a cost of £500 per dwelling. This development cost is based on limited evidence and seems low, particularly for greenfield sites (as opposed to brownfield equivalents) which are likely to require significant more extensive measures to achieve a 10% net gain. In many cases, the requirement to achieve BNG is likely to negatively impact on the developable area, resulting in a loss of revenue that negatively impacts on viability, rather than be a cost associated with each individual units per se. In Persimmon's view, the viability evidence to support the introduction of this Policy is inadequate. As mentioned above, meeting BNG at 10% can require considerable land take; on some sites Persimmon has been involved in, BNG has required around 50% of the gross site area. It is not clear whether or to what extent the Council has factored in this 'land hungry' BNG requirement as part of its housing allocations capacity estimates. It is also noted that BNG should be achieved across a site, it is not a requirement to be met at the individual plot level (although this might form part of the BNG solution). As such, supporting text Paragraph 32 is misleading and should be deleted.

### **Policy NE4 Water Quality Effects on the Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar Sites of the Solent**

This is new Policy which sets out Fareham's policy approach to dealing with excessive nutrient (nitrate) loading on protected European sites of ecological importance. However, the Policy is light on detail with insufficient guidance as to how applicants will be able to demonstrate conformity. Given Persimmon's significant experience in dealing with such matters, the Company is aware of how this Policy can be implemented in practice, but for less informed developers/applicants this may be more challenging.

Notwithstanding the above, the Company is aware that the primary means of determining whether a development proposal will be able to demonstrate nutrient neutrality is by producing a nutrient budget using the Natural England Methodology. Given that the Natural England Methodology provides a key evidence base and is fundamental to the implementation of Policy NE4, it is critical that this document is examined in detailed alongside the Local Plan. Of particular concern is that Natural England's Methodology includes a number of onerous stages that result in significantly more mitigation being required than is actually necessary. These provisions include, but are not limited to, housing occupancy rates, internal migration (particularly those households that are occupying new affordable housing) and default permit levels. Furthermore, despite many of steps set out Natural England Methodology taking a precautionary approach to nitrate assessment, an arbitrary buffer of 20% increase in nitrate loading is added at the end of the calculator. This buffer is not required and will further exacerbate the issue of overproviding mitigation land that is not necessary. Lastly, it is noted that the Partnership for South Hampshire has updated the Integrated Water Management Study (IWMS). The IWMS provides a key evidence base underpinning the nitrate assessment work, but the Natural England Methodology does not take into account this new evidence.

### **Policy NE5 Solent Wader and Goose Sites**

Policy NE5 sets out the Council approach to protecting area which are used by Solent Waders and/or Brent Geese. The Policy makes reference to such area as shown on the Policies Map. These

designations are, however, informed by an interactive GIS map provided on the Solent Bird Aware website, which forms a critical evidence base to the development of Policy NE5. It is therefore concerning that, on the same webpage as the bird habitat GIS mapping, members of the public can download a form to report bird sightings. It is not clear whether or to what extent these reported sightings are authenticated / scrutinised by a qualified ecologist. There appears to be wide scope for land to be incorrectly identified as a bird site leading to unnecessary cost being expended to mitigate site, and in the worst cases complete sterilisation of that land. This is certainly the case with a number of sites that are with Persimmon Homes' interests (as detailed later in these representations). There is a concern therefore that the mapping evidence base underpinning Policy NE5 is flawed.

The Policy also does not set provision with regards to bird surveys. The methodology for bird sites allows sites to be identified as habitat even if they are not actually being used by birds. It would seem logical that the policy makes provision for applicant to undertake ecology survey and assessment of bird sites in order to demonstrate the absence or presence of a species. We would recommend that one year's survey data should be sufficient, with further surveys only required if the some activity has been identified at a site.

The Council will also be aware that it is the Solent Bird Aware mapping (not the Policies Map) that is used by consultees (Natural England and the Council's own in-house ecologist), to determine whether a development will impact on any protected bird habitat areas, to avoid any confusion in the future, and to ensure the Policies Map remains in date, it is suggested the Policy Map deletes these designations.

With regards to the criterion a) 'Core and Primary Support Areas' the Policy requires that development on such sites should result in an overall net gain to the Solent Wader and Brent Geese Network. BNG is a requirement of Policy NE2; the concept for which is established in the NPPF. However, Persimmon are unaware of any such requirement in national policy or the evidence base underpinning this policy, for a net gain for specific species, including protected birds.

#### **Policy NE6 Trees, Woodland and Hedgerows**

Point a) of this Policy advises that the 'unnecessary loss' of non-protected trees, hedgerow and woodland should be avoided. It is unclear what 'unnecessary loss' means in practice.

Point b) of the Policy should be a new sentence, and what is meant by the term 'unavoidable' in this context should be clarified.

#### **Policy NE8 Air Quality**

Criteria a) of this policy requires electricity charging infrastructure to be provided as part of new development (excluding Welborne). It is unclear why this Policy is not to be applied to Welborne. Presumably this is because of the impact of such provision on viability. Viability issues associated with EV charging provision are, however, not limited to Welborne.

The Local Plan Viability study includes development cost associated with EV charging as part of £10,000 per plot contingency. Paragraph 5.3.8 of the Study states that, '*it is unclear at stage of writing if or when any of these measures will be required, so [the study takes] a very cautious and conservative approach....*' With regards to the EV charging, Policy NE8 requires such provision; there is no uncertainty as to what is expected of a development proposal. As such, the Viability Study should consider this issue in greater detail and not combine this policy requirement with other unknown cost demands on development. Combining these 'unknowns' a single contingency means that it is not possible to scrutinise in detail whether the assumptions made with respect to EV is reliable.

We would highlight that the cost for providing EV charging points is around £500-£600 but this does not include additional costs associated with providing additional sub-stations on larger development sites so that all charging points are capable of being used concurrently (alongside all other energy

demands on a development), and the potential to provide enhanced electricity supply (i.e. off-site upgrades) over and above that required for the units that could challenge a scheme's viability.

As current drafted, this element of the Policy is not justified.

## **TRANSPORT AND OTHER INFRASTRUCTURE**

### **Strategic Policy TIN1 Transport Infrastructure, Policy TIN2 Highway Safety and Road Network and Strategic Policy TIN4: Infrastructure Delivery**

These policies concern development contributions to the delivery of new infrastructure. However, it is considered the funding for such infrastructure may, in many instances, be a matter for CIL.

Notwithstanding, the above, if such Infrastructure is a requirement to make the development acceptable in planning terms, then such contribution need to meet the relevant tests set out in the CIL Regulations. It is no longer appropriate for blanket contribution to be sought by planning authorities. The Policy should be clear on this matter.

With specific reference to TIN2 it is unclear why the Council has chosen not to show the alignment of the Stubbington by-pass on the Policies Map given its strategic importance. This Policies map should be updated to show this route.

## **DESIGN**

### **Policy D1 High Quality Design and Place Making**

Policy D1 makes reference to a number of principles of policy and urban design, but also makes reference to guidance contained in the supporting text. For clarity and avoid any confusion over what is policy and what is supporting, text, it is suggested that this cross reference to the supporting text contained in the policy wording is deleted.

The Council should also review the policy to remove any duplication with other policies in the Plan, for example the section relating nature.

Consideration should also be given as whether the policy needs to be so detailed given that the Council has comprehensive guidance on design set out in its adopted Design SPD.

### **Policy D3: Coordination of Development and Piecemeal Proposal**

This Policy seeks to avoid ransom situations. However, The Council will be aware of case law that prevents it from interfering on private property rights with regard to depressing or prevent returns to a landowners.

### **Policy D4: Water Quality and Resource**

The second part of this policy requires developers to meet the Optional Technical Housing Standard for Water Efficiently (i.e. 110L/person/day). Meeting these Standards should be optional, not required. Whilst the Natural England Nutrient Methodology for the Solent area requires development to meet these standards as a means of addressing nitrate loading, there may be instances where nutrient neutrality can be achieved without doing so. The justification for requiring proposals to meet this standard are inadequate.

### **D5 Space Standards**

The housing standards review introduced the optional space standards which local authorities could adopt by way of reference in their local plans. However, a prerequisite to the adoption of the space standards are the following tests set out in the planning practice guidance (Paragraph: 020 Reference ID: 56-020-20150327).

*“Where a need for internal space standards is identified, local planning authorities should provide justification for requiring internal space policies. Local planning authorities should take account of the following areas:*

- **need** – evidence should be provided on the size and type of dwellings currently being built in the area, to ensure the impacts of adopting space standards can be properly assessed, for example, to consider any potential impact on meeting demand for starter homes.
- **viability** – the impact of adopting the space standard should be considered as part of a plan’s viability assessment with account taken of the impact of potentially larger dwellings on land supply. Local planning authorities will also need to consider impacts on affordability where a space standard is to be adopted.
- **timing** – there may need to be a reasonable transitional period following adoption of a new policy on space standards to enable developers to factor the cost of space standards into future land acquisitions.’

In order to meet the policy test for the inclusion of the space standards there is a requirement for the council to establish the need for the adoption of the national space standard. To this end, the Council has published a Specialist Housing Background Paper (September 2020). Para 6.7 of Background Paper states most dwellings that have been consented or are awaiting determination are consistent with the 2015 Technical housing standards – nationally described space standard. The Background paper, makes references to the larger plots not meeting this standard, with an example being made of site ref 14/19. However, on the whole most dwellings considered in the Council’s Background Paper, including large units, are meeting the Optional standards. From a need perspective, it would seem as though there is little justification for the introduction of this Policy.

In terms of first part of the viability test, the Council’s Local Plan Viability Study indicates that development viability would not be negatively impacted by the introduction of the standards. This Study, however, is completed at a relatively high level, which makes it difficult to conclude whether this part of the test has been complied with. With regards to the second part of the test, no assessment has been carried out by the Council to demonstrate that the requirement for new development will not negatively impact affordability within the market.

As set out in paragraph 6.10 of the Background Paper, the Council has decided not to set a transition period for the adoption of the national space standards as it is of the view its introduction would not affect viability. For reasons set out above, we do not concur with this assessment, and suggest that a three year grace period is introduced to allow sites that are under a fixed contract to be brought forward. It is also noted that, the Council are looking to apply the draft policies in this Plan, including the requirement for national space standards prior to the examination or adoption of the plan. This contrary to the approach set out in the planning practice guidance. It is not practical to expect development proposals that are currently being considered to suddenly meet space standards.

In light of the above, Policy DS5 is not justified and should be deleted for reasons of soundness.

### **Local Plan Appendices**

Appendix B set out a summary housing trajectory for the sites identified in the Plan. This is inadequate to properly assess the delivery expectation made by the Council with respect to individual sites. To enable proper scrutiny of the trajectory, the Council’s housing trajectory should be broken down by individual sites. This is particularly important because the Council has consistently over-estimated the delivery timescales for key sites. For example, Welborne, which was originally identified in the Core Strategy (2011), was expected to commence delivery in 2014/15. The site has still not achieved an implementable planning permission, and commenced of development is still some way off.

### **4. Omission Sites**

The following section provides an overview of the sites in Fareham Borough that are in Persimmon's interests, but have not been identified for allocation. These sites are largely located on the periphery of Stubbington and are within the ownership of the Dunley Estate. The Table below summarises the Dunley land holdings including capacity. The sites are shown on the enclosed Location Plans provided at Appendix 2.

Site Number	Address	Gross Area Acres (Hectares)	Site Capacity Estimate*
1	Land East of Burnt House Lane	23.53 (9.52)	240 - 320
2	Land West of Peak Lane	46.25 (18.72)	TBC
3	Land North of Titchfield Road	4.83 (1.95)	40 - 50
4	Land South of Titchfield Road	2.78 (1.12)	10 - 30
5	Land West of Cuckoo Lane	52.76 (21.35)	150-200
6	Land at Oakcroft Lane	41.04 (16.20)	209
<b>Total</b>		<b>171.19 (69.28)</b>	<b>649 - 809</b>

\*Based on net developable area, not gross area.

Sites 1-3 and Site 6 fall within the South of Fareham SGA that was identified as part of the most recent Regulation 18 draft Plan. The remaining sites (Sites 4 and 5) are located outside of the SGA. The following section addresses each site in turn.

In support of the Draft Local Plan Regulation 19 Plan, the Council updated its Strategic Housing and Employment Land Availability Assessment (SHELAA) in September 2020. This replaces the previous study which published in December 2019. The conclusion of the SHELAA as related to each of the sites shown in the Table above are considered.

#### **Site 1: Land East of Burnt House Lane**

This site is located to the eastern edge of the Stubbington. Persimmon has undertaken some initial capacity testing in relation to Site 1, including an initial highways assessment and masterplanning. The outcome of this work indicates that the site is capable of delivering around 240 to 320 new homes. This accounts for on-site constraints including the provision of a noise attenuation bund, and strategic planting to the eastern and northern boundaries of the site. Adjacent to this site is the Meoncross School, which is seeking alternative arrangements for playing pitches close to the school (the existing pitches are currently leased and do not adjoin the school) and additional car parking to avoid parents parking on the nearby residential streets. Persimmon is in discussion with the school about how development at the Burnt House Lane may assist in addressing the school's immediate needs. In the longer term, however, given that the school is unable to expand within its existing site, consideration is being given as to whether the facility could be relocated to the Cuckoo Lane site (Site 5) to the west of Stubbington. The Council is strongly of the view that the site is sustainable and suitable for development and it is capable of being brought forward as a standalone allocation site, or as part of a wider masterplan with the South of Fareham SGA, should the Council seek to revisit this project.

The SHELAA 2019 concluded that Site 1 (SHELAA Ref: 1040) was deliverable housing site. However, in the Council SHELAA 2020 the Council considers the site to be undeliverable due a) to a significant visual impact undermining the integrity of the Strategic Gap, and b) the site being classified as a Low Use Brent Geese and Solent Waders site with no evidence of a strategy compliant solution. The

Council ascribes a capacity of 125 dwellings to the site. It is unclear how the Council has reached the conclusions in the new SHELAA given its assessment of the 2019 SHELAA undertaken just nine months prior. Notwithstanding this, as set in these representations, it is Persimmon's view that the Strategic Gap should be redrawn to exclude this site. With regards to the identification of the site as bird habitat, we have raised concerns in these representations regarding the robustness of the evidence underpinning this designation. Nonetheless, by improving the suitability of other sites in the area for bird use (i.e. Site 2 or 5) under the terms of the Council's Policy NE5, a policy compliant strategy to address the loss of the bird site to development is not unachievable. A strategy of improving habitat off-site is being taken in respect of the Oakcroft Lane site, which is also a low use site, and has the support of Natural England and the Council's ecologist.

#### **Site 2: Land West of Peak Lane**

This site is located to the north of the by-pass and extends across much of the gap towards the urban edge of Fareham in the north. Given its location and context, the development potential of this site is considered to be limited. However, the land could be an effective nitrate mitigation and/or bird protected habitat site that mitigation solution that could be used to address the potential impact development on other sites within Permission interests and/or other sites in the Borough the require mitigation solutions.

#### **Site 3: Land North of Titchfield Road**

This site is located to the north-west of Stubbington. Whilst this site formed part of the previous SGA, it is clearly distinct from and separate from it. This site is small scale that is well-contained in landscape terms, surrounded by existing built development and is deliverable in the short-term as stand-alone site that can be brought forward either as part of outside of the SGA masterplanning process should the Council seek to revisit this project. Initial capacity assessments of Site 3 indicates that it is capable of delivering around 40-50 new homes.

The SHELAA 2019 concluded that Site 3 (SHELAA Ref: 3190) was a deliverable housing site. However, in the SHELAA 2020 considers the site to be undeliverable due it being classified as a Low Use Brent Geese and Solent Waders site with no evidence of a strategy compliant solution. The Council ascribes a capacity of 20 dwellings to the site. It is unclear how the Council has reached these conclusions regarding the suitability of the site given its assessment of the site undertaken just nine months prior. With regards to the identification of the site as bird habitat, we have raised concerns in these representations regarding the robustness of the evidence underpinning this designation. Nonetheless, by improving the suitability of other sites in the area for bird use (i.e. Site 2 or 5) under the terms of the Council's Policy NE5, a policy compliant strategy to address the loss of the site to development is not unachievable. This approach to improving habitat off-site is being taken in respect of the Oakcroft Lane site, which is also a low use site, and has the support of Natural England and the Council's ecologist.

#### **Site 4: Land South of Titchfield Road**

This small site is located to the north-west of Stubbington. It bounded to the north-east and north-west by existing housing fronting Titchfield Road and the Crofton Equestrian Centre. The site's relationship with the wider Meon Valley landscape is limited by the woodland to the south of the site. The woodland to the south and its associated watercourse (which is also within Dunley Estate ownership) is recognised as an important ecological resource. Sensitive site design, however, could provide a means of ensuring the ecological interests at this adjoining site are protected and enhanced. Initial site capacity assessment indicated that the site is capable of delivering between c. 10-30 new homes. Were the Council minded to allocate the site for residential development, it could provide an important contribution towards its small-medium site housing allowance as required by Paragraph 68 of the NPPF.

#### **Site 5: Land West of Cuckoo Lane**

This site adjoins the settlement boundary of Stubbington to its north-eastern boundary. It is characterised by a substantial arable field that is well-contained in the north by the built form of Stubbington and substantial woodland. Initial capacity testing of this site, which has allowed for a substantial ecological buffer to the woodland, strategic planting to contain the site from the wider Meon Valley, land for a new school and new parkland further south, indicates that it is capable of delivering around 150-200 new homes.

This site is assessed in the SHELAA as being undeliverable due to being located within a *'highly sensitive landscape (based on the Fareham Landscape Assessment) and within an Area of Special Landscape Quality. Significant ecological constraints associated with the adjacent SPA/SSSI affect the suitability of the site.'* The SHELAA ascribes a capacity of 240 dwellings to the site. Whilst the ecological and landscape challenges associated with this site are recognised, they are not insurmountable. Although not a consideration for the SHELAA per se, the site provides the opportunity to deliver substantial ecological and recreation benefits, alongside community benefits, including new education provision and allotments.

#### **Site 6: Land at Oakcroft Lane**

Similar to Sites 1 and 3, the Oakcroft Lane site can be delivered outside of or as part of the SGA process (should the Council revisit this project). However, as demonstrated through the planning application, the site is deliverable now as a standalone development site. Technical issues associated with the development have been resolved and Persimmon are currently awaiting determination of the application by the Council. The site is capable of delivering 209 new homes alongside a considerable area of space to the north of the housing and to the south of the by-pass for ecological purposes. The Site Plan is attached to these representations at Appendix 1.

The SHELAA 2019 concluded that Site 3 (SHELAA Ref: 3141) was a deliverable housing site. However, in the SHELAA 2020 the Council considers the site to be undeliverable due to the site to be undeliverable due to the site being classified as a Low Use Brent Geese and Solent Waders site with no evidence of a strategy compliant solution. The Council ascribes a capacity of 200 dwellings to the site. It is unclear how the Council has reached these conclusions given its assessment of the site undertaken just nine months prior, and considering the site-specific mitigation strategy for protected birds has the support of Natural England and the Council's ecologist via the planning application process.

## **Appendix 1: Oakcroft Lane Site Layout**



Rev	Date	Revision Details	Dr	Ch
E	22.04.20	Bypass junction amended	br	db
D	25.02.20	see planning cover note	br	db
C	05.11.19	see planning cover note	br	db
B	20.09.19	see planning cover note	br	db
A	22.07.19	see planning cover note dated 23 July	br	db



Job Title  
**Oakcroft Lane, Stubbington**

Drawing Title  
**Site Layout**

Job No	Drawing No	Rev
220	A-02-015-SL	E
Drawn	Checked	Date
BR	DB	March '19

Scale  
**1:1000 @ A1 / 1:2000 @ A3**

Status  
**PLANNING**

## Appendix 2 Omission Site Location Plans



Site 1 Location Plan: Burnt House Lane, Stubbington

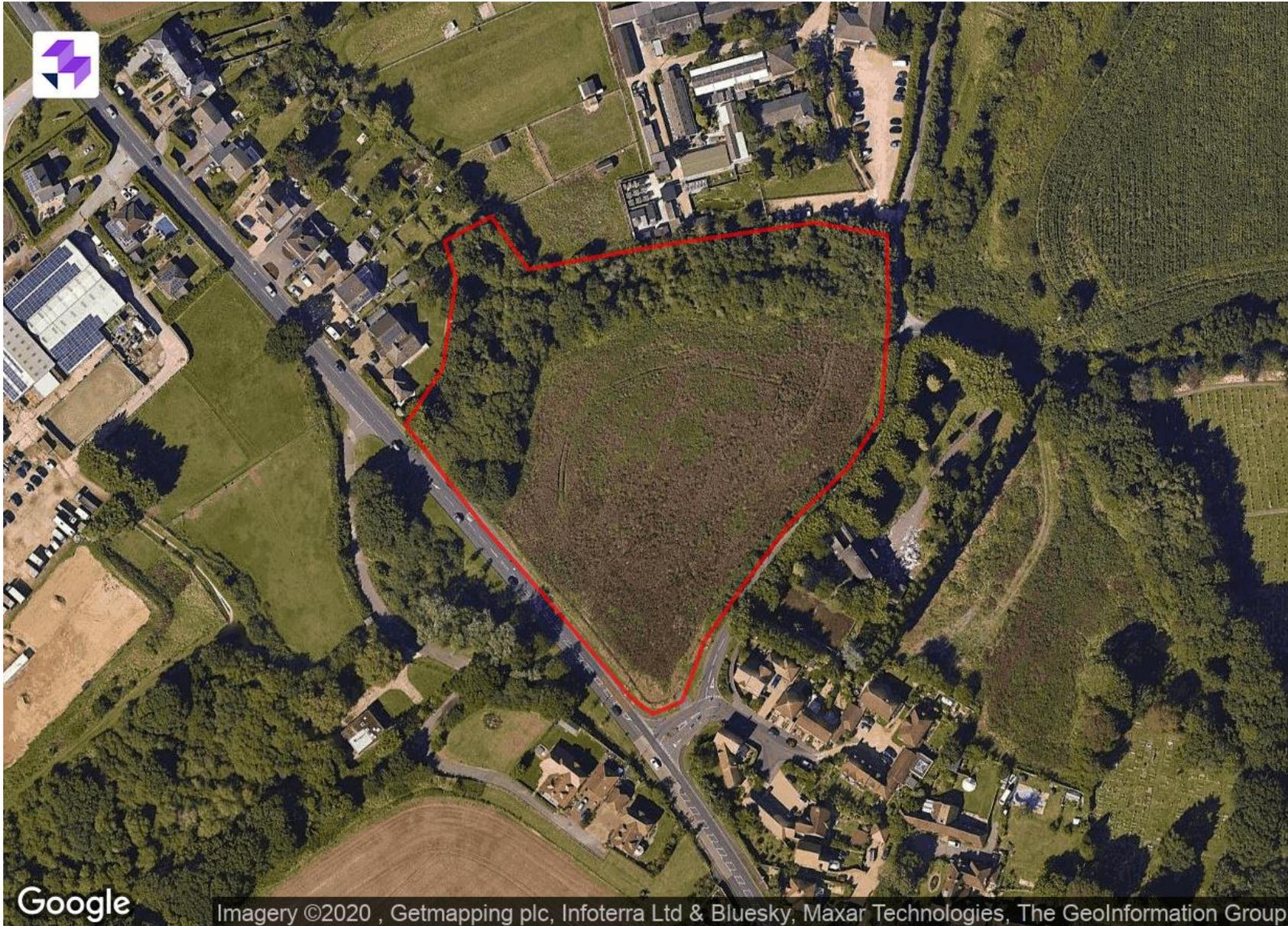




Site 2 Location Plan: West of Peak Lane, Stubbington



OFFICIAL PARTNER



**Site 3 Location Plan: North of Titchfield Road, Stubbington**





**Site 4 Location Plan: South of Titchfield Road, Stubbington**



OFFICIAL PARTNER



Site 5 Location Plan: West of Cuckoo Lane, Stubbington





A	22.07.19	see planning cover note dated 23 July	br	db
Rev	Date	Revision Details	Dr	Ch



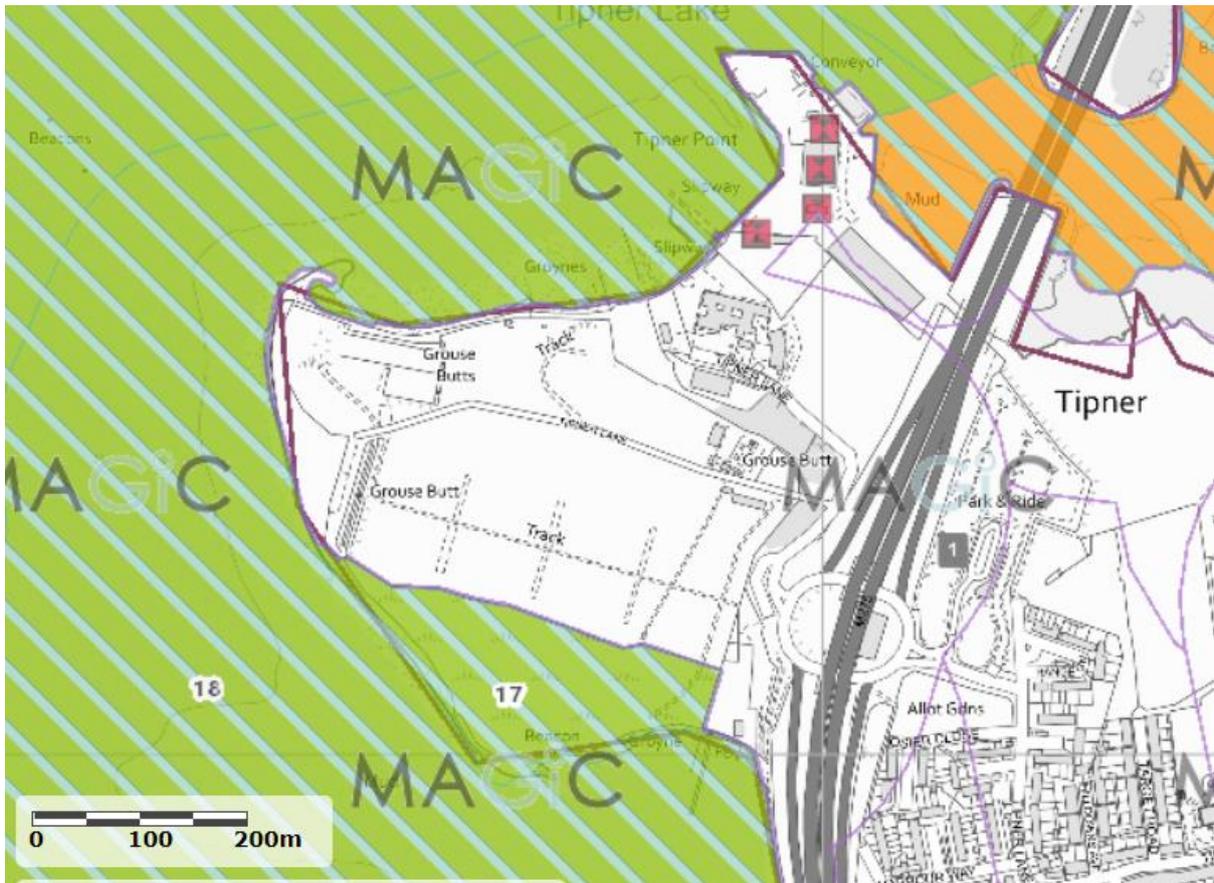
Job Title  
Oakcroft Lane, Stubbington

Drawing Title  
Site Layout

Job No	Drawing No	Rev
220	A-02-015-SL	A
Drawn	Checked	Date
BR	DB	March '19

Scale  
1:1000 @ A1 / 1:2000 @ A3

Status  
**PLANNING**



**KEY**

-  Ramsar
-  SSSI Unit (Unfavourable Recovering)
-  SSSI Unit (Unfavourable No Change)
-  SPA
-  Listed Building (Grade II)

**FAREHAM BOROUGH COUNCIL**

**Section 78, TOWN & COUNTRY PLANNING ACT 1990**

**STATEMENT OF CASE**

**FAREHAM BOROUGH COUNCIL  
(The LOCAL PLANNING AUTHORITY)**

**LAND EAST OF CROFTON CEMETERY AND  
WEST OF PEAK LANE, STUBBINGTON, FAREHAM  
HAMPSHIRE**

**Appellant: Persimmon Homes South Coast**

**LPA Ref: P/20/0522/FP**

**PINS/Ref: APP/A1720/W/21/3275237**

**21 July 2021**

<b>Contents</b>	<b>Page</b>
1. Introduction	4
2. Appeal Development	6
3. Appeal Site and Surrounding Area	7
4. Reasons for Refusal	8
5. Relevant Policy Framework	10
6. Proper Approach to Determining this Appeal	13
7. Weight to be Afforded to Adopted Development Plan Policies	24
8. The Council's Case	30
9. Planning Conditions and s106	34
10. Witnesses	35

**List of Appendices**

- FBC.1 Officer Report to the Planning Committee 17<sup>th</sup> February 2021
- FBC.2 Update to Officer Report to the Planning Committee 17<sup>th</sup> February 2021
- FBC.3 Minutes from Planning Committee meeting 17<sup>th</sup> February 2021
- FBC.4 Emerging Local Plan draft allocation (HA54)
- FBC.5 Suffolk Coastal District Council v Hopkins Homes Ltd; Richborough Estates Partnership LLP v Cheshire East Borough Council [2017] UKSC 37
- FBC.6 Gladman v SSHCLG [2021] EWCA Civ 104
- FBC.7 Five Year Housing Land Supply Position Statement 17<sup>th</sup> February 2021
- FBC.8 Land West of Old Street, Stubbington (Appeal Ref. APP/A1720/W/18/3200409)
- FBC.9 Land East of Posbrook Lane, Titchfield - Appeal Decision 3199119
- FBC.10 Downend Road, Portchester - Appeal Decision 3230015
- FBC.11 Newgate Lane (North) and (South) Appeal Decisions - 3252180 & 3252185
- FBC.12 Monkhill v SSHCLG [2020] P.T.S.R 416

## 1.0 Introduction

- 1.1 This Statement of Case (SoC) sets out Fareham Borough Council's (the 'Council') case in respect of an appeal made by Persimmon Homes South Coast (the 'Appellant') against the Council's refusal of planning permission for *'Development Comprising 206 Dwellings, Access Road from Peak Lane Maintaining Link to Oakcroft Lane, Stopping Up of a Section of Oakcroft Lane (From Old Peak Lane to Access Road), With Car Parking, Landscaping, Sub-Station, Public Open Space and Associated Works'* (the 'Appeal Development').
- 1.2 The Planning Inspectorate ('PINS') has confirmed that the Appeal will be heard via the Inquiry procedure with the inquiry lasting 8 days starting on 19<sup>th</sup> October 2021.
- 1.3 In advance of the inquiry, the Council will seek to agree one or more Statements of Common Ground and a Core Document list with the Appellant. It will also work with the Appellant to seek agreement on conditions and a Section 106.
- 1.4 The Council's evidence will address the reasons for refusal and will include reference to case law, appeal decisions and other materials relevant to its case.
- 1.5 This SoC is structured as follows:
- **Section 2 – Appeal Development:** Provides a description of the Appeal Development
  - **Section 3 – Appeal Site and Surrounding Area:** Provides a description of the Appeal Site and surrounding area
  - **Section 4 – Reasons for Refusal:** Describes the Reasons for Refusal
  - **Section 5 – Relevant Planning History:** Describes the previous planning application along with the outcome of the associated appeal
  - **Section 6 - Relevant Policy Framework:** Sets out the relevant national and local policy framework
  - **Section 7 – Weight to be Afforded to adopted Development Plan Policies:** Sets out how adopted policies should be treated in the absence of a five-year housing land supply.
  - **Section 8 – The Council's Case:** Sets out the Council's case with specific regard to the reasons for refusal, the development plan policy conflicts and the planning balance.
  - **Section 9 – Planning Conditions and s106:** Addresses conditions and Section 106 planning obligations.

- **Section 10 – Witnesses:** Sets out the Council’s anticipated Expert Witnesses.

1.6 At the time of the LPA completing the drafting of the SoC it has become apparent that the Government has just issued a new NPPF and that the February 2019 NPPF has been cancelled. The LPA have not had the time to review the impact, if any, of the new NPPF on the appeal scheme. If it becomes apparent that there is a material change, insofar as the appeal is concerned, the LPA will update its SoC accordingly, and in good time before the exchange of proofs.

## **2.0 Appeal Development**

2.1 The Appeal Development, as modified, is described on the decision notice dated 18<sup>th</sup> February 2021 as follows:

*“Development Comprising 206 Dwellings, Access Road from Peak Lane Maintaining Link to Oakcroft Lane, Stopping Up of a Section of Oakcroft Lane (From Old Peak Lane to Access Road), With Car Parking, Landscaping, Sub-Station, Public Open Space and Associated Works’.*”

2.2 The application proposal, which is submitted in full detail comprises 206 dwellings, to be constructed on the southern part of the site, south of Oakcroft Lane. The dwellings comprise a mix of: 4 x 1 bedroom flats, 64 x 2 bedroom houses, 113 x 3 bedroom houses and 25 x 4 bedroom houses. Public open space will be created within the site with a local equipped area of play (LEAP) created to the southern part of the site.

2.3 A new junction to Peak Lane which would form the access road to the development site would be located approximately 175 metres to the north of the existing access from Mays Lane/ Peak Lane onto Oakcroft Lane. The first 120 metres of Oakcroft Lane, to the west of Mays Lane/ Peak Lane will be converted into a no through road, with access to the remainder of Oakcroft Lane being made via the proposed new access road.

2.4 The residential development would comprise a mixture of two storey and two and half storey dwellings and one two storey block of flats. The proposal includes car parking provision to accord with the Council’s Adopted Car Parking Standards, with all car parking allocated to each dwelling and a further 41 visitors’ spaces provided adjacent the highway throughout the development.

2.5 The land to the north of Oakcroft Lane is proposed for use as biodiversity enhancement space and used to support the wider Solent waders and Brent goose network. The land is to be transferred to the Borough Council to ensure its long-term purpose as mitigation land and, it is envisioned, would be secured through a Section 106 legal agreement.

2.6 The planning application was supported by a suite of technical documents and plans comprising: Planning Statement, Design and Access Statement, Biodiversity Impact Calculator, Ecological Impact Assessment, Ecological Management Plan, Shadow Habitats Regulations Assessment, Tree Protection Plan and Arboricultural Impact Assessment and Method Statement, Contaminated Land Assessment, Environmental Noise Impact Assessment, Transport Assessment and Travel Plan, Landscape Strategy Plan, Landscape and Visual Impact Assessment, Archaeological Desk-Based Assessment, Written Scheme of Investigation for Archaeological Investigation, Flood Risk and Surface Water Drainage Strategy, together with detailed plans and elevations of all the proposed dwellings and other buildings, tenure plan, building heights plan, boundary treatment plan and vehicle tracking diagrams.

### **3.0 APPEAL SITE AND SURROUNDINGS**

- 3.1 The 'Appeal Site' comprises the land edged-red on the submitted Site Location Plan.
- 3.2 The application site is located at the northern end of the village of Stubbington, and currently forms two arable pieces of farmland divided by Oakcroft Lane that runs east – west between the two parcels of land.
- 3.3 The southern parcel of land is bounded by residential development to the east, with a line of protected trees providing an existing buffer between the site and the residential properties to the east. The southern boundary comprises additional residential development (Marks Tey Road), with an area of woodland and a public right of way forming a break between these two areas. The western boundary comprises Crofton Cemetery which is separated from the site by a mature hedgerow. The northern part of the western boundary forms part of Oakcroft Lane, divided by a drainage ditch and a mature line of poplar trees. The northern boundary comprises Oakcroft Lane where the mature line of poplar trees continues along the line of the road.
- 3.4 The northern parcel of land is bounded by Oakcroft Lane to the south, and Peak Lane to the east. To the north of this piece of land the open arable field continues although this will be dissected by the Stubbington By-pass for which the construction works have commenced. To the west of the site lies an ecological enhancement area owned by Hampshire County Council, created as mitigation for the Stubbington by-pass route.
- 3.5 The two parcels of land are predominantly flat, with Oakcroft Lane set at a slightly lower level than the site to the south. The northern parcel of land comprises a drainage ditch/watercourse that broadly runs along the northern side of Oakcroft Lane and contributes towards connecting the new habitat mitigation area to the west of the site to waterbodies to the east of Stubbington. In addition to the provision of the biodiversity enhancement space, the removal of the land for agricultural use will provide nitrate mitigation to support the development proposal.
- 3.6 Stubbington Village is a sustainable settlement comprising a wide range of services and facilities including a well-established village centre, primary and secondary schools, and employment opportunities. The village is surrounded by undeveloped countryside, designated as Strategic Gap, and whilst traffic congestion through the village can be severe at peak times, the implementation of the Stubbington by-pass, which is currently under construction and is anticipated to be completed in the next 12 months should contribute towards alleviating the traffic congestion.

## 4.0 Reasons for Refusal

### Officer Recommendation

- 4.1 The planning application (LPA ref. P/20/0522/FP) was subject of an officer recommendation for permission as detailed in the Committee Report [FBC.1] and Update Report [FBC.2] dated 17<sup>th</sup> February 2021.

### Planning Committee Decision

- 4.2 The Planning Committee resolved to refuse planning permission at the planning committee on for the reasons set out below.

### Reasons for Refusal

- 4.3 The decision of the Local Planning Authority to refuse planning permission was issued on 25<sup>th</sup> November 2021. The reason for refusal is listed in the Decision Notice and copied below for ease of reference:

*The development would be contrary to Policies CS2, CS4, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:*

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.*
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*
- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area. Some of the house types also fail to meet with the Nationally Described Space Standards.*
- v) had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.*
- vi) in the absence of a legal agreement to secure such, the development proposal would fail to secure a provision of affordable housing at a level in accordance with the requirements of the Local Plan.*

- vii) *in the absence of a legal agreement to secure such, the proposal would fail to; a) provide satisfactory mitigation of the 'in combination' effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas, and b) secure the creation of the ecological enhancement area and its long term management and maintenance to enhance the wider Solent Wader and Brent Goose network.*
- viii) *in the absence of a legal agreement securing provision of the open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.*
- ix) *in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.*
- x) *in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.*

4.4 Informative 2 on the decision notice read as follows:

*'Subject to the applicant first entering into a legal agreement to the satisfaction of Fareham Borough Council and Hampshire County Council, to ensure the financial contribution towards the necessary off site highway and public rights of way works, no objection is raised to the proposal on technical highway grounds.'*

4.5 The decision taken by Members is recorded in minutes of the meeting (FBC.3).

4.6 It is considered that refusal reasons v) to x) can be addressed through either a legal agreement or planning condition[s].

4.7 It will also be necessary to secure (at least) Nitrogen neutrality through either a legal agreement or planning condition[s].

4.8 Finally, in respect of the issue set out in the last sentence of refusal reason iv) [size of some house types] the Council understand that this can be achieved through the moving of some internal walls within those house types. The Council expects the Appellant to provide amended plans to deal with matter and at the present time the Council are of the view that these plans can be accepted under the *Wheatcroft* principle.

## 5.0 Relevant Planning History

### The 2019 Planning Application

- 5.1 Persimmon Homes South Coast submitted a planning application (P/19/0301/FP) for:

*Development comprising 261 dwellings, access road from Peak Lane maintaining link to Oakcroft Lane, stopping up of a section of Oakcroft Lane (from Old Peak Lane to access road), with car parking, landscaping, public open space and associated works*

- 5.2 The application was refused, in line with the officer recommendation, for the following reasons:

*The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP5, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:*

*i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.*

*ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*

*iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*

*iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area.*

*v) the proposed development involves development that involves significant vehicle movements that cannot be accommodated adequately on the existing transport network. Insufficient information has been provided to demonstrate that the development would not result in a severe impact on road safety and operation of the local transport network.*

*vi) the proposed access arrangement onto Peak Lane is inadequate to accommodate the development safely. This would result in an unacceptable impact on the safety of users of the development and adjoining highway network.*

*vii) the proposal fails to demonstrate that the development would be accessible with regards to public transport links and walking and cycling routes to local services and facilities.*

viii) *the development proposal fails to provide sufficient provision of, or support for, sustainable transport options. This would result in a greater number of trips by private car which will create a severe impact on the local transport network and the environment.*

ix) *inadequate information has been provided to assess the impact of the proposed works on water voles on site and any measures required to mitigate these impacts such as the provision of enhanced riparian buffers. In addition, there is insufficient information in relation to their long-term protection within the wider landscape by failing to undertake any assessment of the impact of the proposals on connectivity between the mitigation pond created as part of the Stubbington Bypass Scheme and the wider landscape. The proposal fails to provide appropriate biodiversity enhancements to allow the better dispersal of the recovering/reintroduced water vole population in Stubbington.*

x) *insufficient information has been submitted in relation to the adverse impacts of the proposals on the Solent Waders and Brent Goose Strategy Low Use Site and Secondary Support Area and any mitigation measures required to ensure the long-term resilience of these support networks.*

xi) *the development proposal fails to provide adequate wildlife corridors along the boundaries of the site to ensure the long-term viability of the protected and notable species on the site and avoidance of any future conflicts between the residents and wildlife (e.g. badgers damaging private garden areas) due to the lack of available suitable foraging habitat.*

xii) *in the absence of sufficient information, it is considered that the proposal will result in a net loss in biodiversity and is therefore contrary to the NPPF which requires a net gain in biodiversity.*

xiii) *the development would result in an unacceptable impact on a number of protected trees around the periphery of the site.*

xiv) *the submitted flood risk assessment fails to assess the impact of climate change on the development and therefore fails to demonstrate that the development is appropriately flood resistant and resilient.*

xv) *the development would fail to preserve, and would result in less than substantial harm to, the historic setting of the Grade II\* Listed building Crofton Old Church.*

xvi) *had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.*

xvii) *the development proposal fails to secure an on-site provision of affordable housing at a level in accordance with the requirements of the Local Plan.*

*xviii) in the absence of a legal agreement to secure such, the proposal would fail to provide satisfactory mitigation of the 'in combination' effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas.*

*xix) the development proposal fails to provide adequate public open space. In addition, in the absence of a legal agreement securing provision of open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met. xx) in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.*

*xxi) in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.*

## **6.0 Relevant Policy Framework**

- 6.1 By Sections 70(2) and 79(4) of the TCPA and Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to determine applications for planning permission in accordance with the provisions of the development plan unless material considerations indicate otherwise. This Section of the SoC sets out the relevant planning policy framework for the consideration of this appeal.
- 6.2 The policies detailed within the Council's reasons for refusal (RfR) are detailed within this Section. Where the policies are considered particularly relevant to this Appeal they are outlined in more detail.

## **The Development Plan**

- 6.3 The development plan relevant to the consideration of this appeal comprises the following documents:
- Local Plan Part 1: Fareham Borough Core Strategy– Adopted 4th August 2011
  - Local Plan Part 2: Development Sites and Policies– Adopted 8th June 2015
  - Local Plan Part 3: The Welborne Plan – Adopted June 2015
- 6.4 The development plan policies that are referenced in the Council's Planning Committee report as being relevant for the Application are as follows:

### **Adopted Fareham Borough Core Strategy**

CS2: Housing Provision

CS4: Green Infrastructure, Biodiversity and Geological Conservation

CS5: Transport Strategy and Infrastructure

CS6: The Development Strategy

CS11: Development in Portchester, Stubbington & Hill Head and Titchfield

CS14: Development Outside Settlements

CS15: Sustainable Development and Climate Change

CS16: Natural Resources and Renewable Energy

CS17: High Quality Design

CS18: Provision of Affordable Housing

CS20: Infrastructure and Development Contributions

CS21: Protection and Provision of Open Space

CS22: Development in Strategic Gaps

### **Adopted Development Sites and Policies**

DSP1: Sustainable Development

DSP2: Environmental Impact

DSP3: Impact on Living Conditions  
DSP5: Protecting and Enhancing the Historic Environment  
DSP6: New Residential Development Outside of the Defined Urban Settlement Boundaries  
DSP13: Nature Conservation  
DSP14: Supporting Sites for Brent Geese and Waders  
DSP15: Recreational Disturbance on the Solent Special Protection Areas  
DSP40: Housing Allocations

**Other Documents**

Residential Car and Cycle Parking Standards Supplementary Planning Document (November 2009)  
Design Guidance Supplementary Planning Document excluding Welborne (Dec 2015)  
Planning Obligation SPD for the Borough of Fareham (excluding Welborne) (April 2016)

- 6.5 The policies found to be breached in the Council's reasons for refusal, are Policies CS2, CS4, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan [LPP2]. These are addressed in more detail below.

***Local Plan Part 1: Fareham Borough Core Strategy – Adopted 4th August 2011***

- 6.6 The Local Plan Part 1 (LLP1) was adopted on 4th August 2011. The following policies were listed in the Reasons for Refusal and are relevant to the determination of this appeal:

- 6.7 **Policy CS2** (Housing Provision) states:

'3,729 dwellings will be provided within the Borough to meet the South Hampshire sub-regional strategy housing target between 2006 and 2026, excluding the SDA. Priority will be given to the reuse of previously developed land within the existing urban area.

Housing will be provided through;

- i. Completions between April 2006 and March 2010 (1,637 units);*
- ii. Sites that already have planning permission (1,434 units);*
- iii. Dwellings on previously developed land;*
- iv. Sites allocated in earlier local plans;*
- v. The Strategic Development Allocation at the former Coldeast Hospital;*
- vi. The Strategic Development Location at Fareham Town Centre; and*
- vii. New allocations and redesignations to be identified through the Site Allocations and Development Management DPD*

*The supply of sites will be kept up-to-date through a regular review of the Strategic Housing Land Availability Assessment which will identify sites. Those that are allocated will be done so through the Site Allocations and Development Management Development Plan Document. The Annual Monitoring Report will inform the pace of housing delivery and update the housing trajectory.*

*Development will achieve a mix of different housing sizes, types and tenures informed by the Housing Market Assessment and the Council's Housing Strategy.'*

6.8 **Policy CS4** (Green Infrastructure, Biodiversity and Geological Conservation) states in part:

*'Habitats important to the biodiversity of the Borough, including Sites of Special Scientific Interest, Sites of Importance for Nature Conservation, areas of woodland, the coast and trees will be protected in accordance with the hierarchy of nature conservation designations.*

*In order to prevent adverse effects upon sensitive European sites in and around the Borough, the Council will work with other local authorities (including the Partnership for Urban South Hampshire) to develop and implement a strategic approach to protecting European sites from recreational pressure and development. This will include a suite of mitigation measures, with adequate provision of alternative recreational space for access management measures within and around the European sites and mitigation for impacts on air quality due to road traffic, supported by developer contributions where appropriate. **Development likely to have an individual or cumulative adverse impact will not be permitted unless the necessary mitigation measures have been secured.**' (emphasis added)*

6.9 **Policy CS6** (The Development Strategy) states in part:

*'Development will be focused in:*

- i. Fareham (Policy CS7), the Western Wards & Whiteley (Policy CS9), Portchester, Stubbington & Hill Head and Titchfield (Policy CS11);*
- ii. Land at the Strategic Development Locations to the North of Fareham (Policy CS13) and Fareham Town Centre; (Policy CS8);*
- iii. Land at the Strategic Development Allocations at the former Coldeast Hospital (Policy CS10) and Daedalus Airfield (Policy CS12).*

*In identifying land for development, the priority will be for the reuse of previously developed land, within the defined urban settlement boundaries including their review through the Site Allocations and Development Management DPD, taking into consideration biodiversity / potential community value, the character, the accessibility, infrastructure and services of the settlement and impacts on both the historic and natural environment.*

*Opportunities will be taken to achieve environmental enhancement where possible.*

***Development which would have an adverse effect on the integrity of protected European conservation sites which cannot be avoided or adequately mitigated will not be permitted.*** (emphasis added)

6.10 **Policy CS14** (Development Outside Settlements) states that:

***'Built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agricultural, forestry, horticulture and required infrastructure. The conversion of existing buildings will be favoured. Replacement buildings must reduce the impact of development and be grouped with other existing buildings, where possible. In coastal locations, development should not have an adverse impact on the special character of the coast when viewed from the land or water.'*** (emphasis added)

6.11 **Policy CS17** (High Quality Design) states in part:

*'All development, buildings and spaces will be of a high quality of design and be safe and easily accessed by all members of the community. Proposals will need to demonstrate adherence to the principles of urban design and sustainability to help create quality places.'*

6.12 **Policy CS18** (Provision of Affordable Housing) states:

*'The Council will require the provision of affordable housing on all schemes that can deliver a net gain of 5 or more dwellings.*

- i. On sites that can accommodate between 5 and 9 dwellings developers will be expected to provide 30% affordable units or the equivalent financial contribution towards off-site provision.*
- ii. On sites that can accommodate between 10 and 14 dwellings developers will be expected to provide 30% affordable units.*
- iii. On sites that can accommodate 15 or more dwellings developers will be expected to provide 40% affordable units.*

*Development proposals will be required to provide a mixture of dwelling types, sizes and tenures reflecting the identified housing needs of the local population. Where development viability is an issue, developers will be expected to produce a financial assessment in which it is clearly demonstrated at the maximum number of affordable dwellings which can be achieved on the site.*

*Should a site fall below the above identified thresholds but it is demonstrably part of a potentially larger developer site, the Council will seek to achieve affordable housing on a pro rata basis.*

*The level of affordable housing provision will also be subject to other planning objectives to be met from the development site.'*

6.13 **Policy CS20** (Infrastructure and Development Contributions) states in part:

*'Development will be required to provide or contribute towards the provision of infrastructure through planning conditions, legal agreement or directly through the service provider. Contributions or provision may also be required to mitigate the impact of development upon infrastructure. Detailed guidance on provision or contributions is or will be set out in Supplementary Planning Document(s) including any standard charges introduced through the Community Infrastructure Levy.'*

6.14 **Policy CS21** (Protection and Provision of Open Spaces) states in part:

*'The Borough Council will safeguard and enhance existing open spaces and establish networks of Green Infrastructure to add value to their wildlife and recreational functions Development which would result in the loss of or reduce the recreational value of open space, including public and private playing fields, allotments and informal open space will not be permitted, unless it is of poor quality, under-used, or has low potential for open space and a better quality replacement site is provided which is equivalent in terms of accessibility and size.'*

**Local Plan Part 2: Development Sites and Policies – Adopted 8th June 2015**

6.15 The Local Plan Part 2 (LPP2) was adopted on 8th June 2015. The following policies were listed in the reasons for refusal and are relevant to the determination of this appeal:

6.16 **Policy DSP1** (Sustainable Development) states:

*'When considering development proposals, the Council will take a positive approach that reflects the "presumption in favour of sustainable development" contained in the National Planning Policy Framework. It will always work proactively with applicants to find solutions that enable proposals to be granted permission wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.*

*Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.*

*Where there are no policies relevant to the application, or where relevant policies are out-of-date at the time of making the decision, the Council will grant permission, unless material considerations indicate otherwise. This will include taking into account whether or not:*

- i. the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; and/or*
- ii. specific policies in the National Planning Policy Framework indicate that development will not be supported.'*

6.17 **Policy DSP6** (New Residential Development Outside of the Defined Urban Settlement Boundaries) states in part:

***'There will be a presumption against new residential development outside of the defined urban settlement boundaries*** (as identified on the Policies Map). *New residential development will be permitted in instances where one or more of the following apply:*

- i. It has been demonstrated that there is an essential need for a rural worker to live permanently at or near his/her place of work; or*
- ii. It involves a conversion of an existing non-residential building where:*
  - a) substantial construction and do not require major or complete reconstruction; and*
  - b) evidence has been provided to demonstrate that no other suitable alternative uses can be found and conversion would lead to an enhancement to the building's immediate setting;*
- iii. It comprises one or two new dwellings which infill an existing and continuous built-up residential frontage, where:*
  - a) The new dwellings and plots are consistent in terms of size and character to the adjoining properties and would not harm the character of the area; and*
  - b) It does not result in the extension of an existing frontage or the consolidation of an isolated group of dwellings; and*
  - c) It does not involve the siting of dwellings at the rear of the new existing dwellings.*

*New buildings should be well-designed to respect the character of the area and, where possible, should be grouped with existing buildings.*

*Proposals should have particular regard to the requirements of Core Strategy Policy CS14: Development Outside Settlements, and Core Strategy Policy CS6: The Development Strategy. They should avoid the loss of significant trees, should not have an unacceptable impact on the amenity of residents, and should not result in unacceptable environmental or ecological impacts, or detrimental impact on the character or landscape of the surrounding area.'* (Emphasis added)

6.18 **Policy DSP13** (Nature Conservation) states in part:

*'Development may be permitted where it can be demonstrated that;*

- i) Designated sites and sites of nature conservation value are protected and where appropriate enhanced;*
- ii) Protected and priority species populations and their associated habitats, breeding areas, foraging areas are protected and, where appropriate, enhanced;*
- iii) Where appropriate, opportunities to provide a net gain in biodiversity have been explored and biodiversity enhancements incorporated; and*
- iv) The proposal would not be prejudice or result in the fragmentation of the biodiversity network.*

*Proposals resulting in detrimental impacts to the above shall only be granted where the planning authority is satisfied that (this should not be applied to impacts on SPA designated sites which are subject to stricter protection tests as set out in The Conservation of Species and Habitats Regulations (as amended) 2010):*

- i) Impacts are outweighed by the need for, and benefits of, the development; and*
- ii) Adverse impacts can be minimised and provision is made for mitigation and, where necessary, compensation for those impacts is provided.'*

**6.19 Policy DSP14** (Supporting Sites for Brent Geese and Waders) states:

*Development on 'uncertain' sites for Brent Geese and/or Waders (as identified on the Policies Map or as updated or superseded by any revised plans, strategies or data) may be permitted where studies have been completed that clearly demonstrate that the site is not of 'importance'.*

*Development on 'important' sites for Brent Geese and/or Waders, (as identified on the Policies Map or as updated or superseded by any revised plans, strategies or data) may be granted planning permission where:*

- i. it can be demonstrated that there is no adverse impact on those sites; or*
- ii. appropriate avoidance and/or mitigation measures to address the identified impacts, and a programme for the implementation of these measures, can be secured.*

*Where an adverse impact on an 'important' site cannot be avoided or satisfactorily mitigated, an Appropriate Assessment will be required to determine whether or not the proposed development would have an adverse effect on the integrity of the Special Protection Areas supporting sites. Where an adverse effect on the integrity of a Solent Special Protection Area cannot be mitigated, planning permission is likely to be refused.'*

**6.20 Policy DSP15** (Recreational Disturbance on the Solent Special Protection Areas (SPA) states:

### *'In Combination Effects on SPA*

*Planning permission for proposals resulting in a net increase in residential units may be permitted where 'in combination' effects of recreation on the Special Protection Areas are satisfactorily mitigated through the provision of a financial contribution that is consistent with the approach being taken through the Solent Recreation Mitigation Strategy. In the absence of a financial contribution toward mitigation, an Appropriate Assessment will be required to demonstrate that any 'in combination' negative effects can either be avoided or satisfactorily mitigated through a developer provided package of measures.*

### *Direct Effects on Special Protection Areas*

*Any application for development that is of a scale, or in a location, such that it is unlikely to have a direct effect on a European-designated site, will be required to undergo an individual Appropriate Assessment. This may result in the need for additional site-specific avoidance and/or mitigation measures to be maintained in perpetuity. Where proposals will result in an adverse effect on the integrity of any Special Protection Areas, planning permission will be refused.'*

#### 6.21 **Policy DSP40** (Housing Allocations) states in full:

*'The sites set out in Appendix C, Table 8 and shown on the Policies Map are allocated for residential development and should be developed in line with the principles set out in their respective Development Site Briefs.*

*Sites listed in Appendix C, Table 9 and shown on the Policies Map have extant planning permission for residential development and are allocated for residential development. In instances where the planning permission for a site is listed in Appendix C, Table 9 lapses, the Council will consider similar proposals and/or the preparation of an additional development site brief to set out the parameters for an alternative form of residential development.*

*All sites listed in Appendix C will be safeguarded from any other form of permanent development that would prejudice their future uses as housing sites to ensure that they are available for implementation during the plan period.*

*Where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements of the Core Strategy (excluding Welborne) additional housing sites, outside the urban area boundary, may be permitted where they meet all of the following criteria:*

- i) The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;*
- ii) The proposal is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement;*

- iii) *The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps.*
- iv) *It can be demonstrated that the proposal is deliverable in the short term; and*
- v) *The proposal would not have any unacceptable environmental, amenity or traffic implications.'*

### **Local Plan Part 3: The Welborne Plan – Adopted June 2015**

- 6.22 The Welborne Plan (LPP3) is the third part of the Council's Local Plan and was adopted in June 2015.
- 6.23 The LPP3 is a site-specific plan which sets out how the new community of Welborne, to the north of the M27 Motorway at Fareham, should take shape over the period to 2036. It is not considered to be relevant to the determination of this appeal.

### **Other Material Policy Considerations**

- 6.24 Other material policy considerations relevant to the determination of this planning appeal include the following documents:
- i. National Planning Policy Framework (2019)
  - ii. Fareham Publication Local Plan Revised 2037
  - iii. Fareham Landscape Assessment (2017)
  - iv. Planning Obligations Supplementary Planning Document for the Borough of Fareham (excluding Welborne) (2016)
  - v. Definitive Strategy - 'Solent Recreation Mitigation Strategy' (December 2017)
  - vi. Hampshire Local Transport Plan (2011-2031)

### **Emerging Local Plan**

- 6.25 The Council is in the process of producing a new Local Plan. The emerging Local Plan will address the development requirements up until 2037 and in due course will replace Local Plan Part 1 (Core Strategy) and Local Plan Part 2 (Development Sites and Policies).
- 6.26 At a meeting of the Council's Executive on 1<sup>st</sup> February 2021 the Executive Leader announced that, following the publication of the revised Planning Practice Guidance on housing need in December 2020, a further consultation will take place on changes to the Publication Local Plan in early summer 2021 after the necessary technical work has been undertaken.

6.27 At the Council's Planning & Development Scrutiny Panel on 25<sup>th</sup> May 2021 the Revised Publication Local Plan was considered. The revised Local Development Scheme was passed at Executive on 7<sup>th</sup> June 2021 and Full Council on 10<sup>th</sup> June 2021. The consultation period is from 18<sup>th</sup> June – 30<sup>th</sup> July 2021.

6.28 There is draft allocation (HA54) [see FBC.4] is for the appeal site. This indicates an indicative yield of 180 dwellings. The draft allocation set out the following requirements:

*Proposals should meet the following site-specific requirements:*

- a) The quantity of housing proposed shall be broadly consistent with the indicative site capacity; and*
- b) Primary highway access should be via Peak Lane; and*
- c) Development shall only occur on land to the south of Oakcroft Lane, avoiding areas which lie within Flood Zones 2 and 3, retaining this as open space; and*
- d) Land to the north of Oakcroft Lane shall be retained and enhanced to provide Solent Wader & Brent Goose habitat mitigation in accordance with Policy NE5; and*
- e) The scale, form, massing and layout of development to be specifically designed to respond to nearby sensitive features such as neighbouring Solent Wader and Brent Goose sites shall be provided; and*
- f) Building heights should be a maximum of 2 storeys; and*
- g) A network of linked footpaths within the site and to existing PROW shall be provided; and*
- h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals and in a manner that does not impact on living conditions; and*
- i) Provision of a heritage statement (in accordance with policy HE3) that assesses the potential impact of proposals on the conservation and setting of the adjacent Grade II\* and Grade II Listed Buildings; and*
- j) As there is potential for previously unknown heritage assets (archaeological remains) on the site, an Archaeological Evaluation (in accordance with policy HE4) will be required; and*
- k) A Construction Environmental Management Plan to avoid adverse impacts of construction on the Solent designated sites shall be provided; and*

- l) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.*

6.29 In respect of any proposals on allocated sites within the emerging LP then draft policy **D1 High Quality Design and Place Making** would be relevant. It states:

*Development proposals and spaces will be of high quality, based on the principles of urban design and sustainability to ensure the creation of quality places.*

*Development proposals will be permitted where compliance with the following key characteristics of high quality design, as set out in paragraphs 11.5-11.27, has been demonstrated:*

- i. Context - where proposals appropriately respond to the positive elements of local character, ecology, history, culture and heritage; and*
- ii. Identity - where proposals create places that are attractive, memorable, distinctive and of strong character; and*
- iii. Built form - where proposals create a three-dimensional pattern or arrangement and scale of development blocks, streets, buildings and open spaces, that are coherent, attractive and walkable; and*
- iv. Movement - where proposals create attractive, safe and accessible corridors that incorporate green infrastructure and link with key services and facilities along existing and future desire lines, which promote social interaction and activity; and*
- v. Nature - where proposals positively integrate existing and new habitats and biodiversity within a coherent and well managed, connected structure; and*
- vi. Public spaces - where proposals create public spaces that are attractive, safe, accessible and provide a focus for social interaction, and promote healthy activity and well-being; and*
- vii. Uses - where proposals provide or are well related and connected with, a mix of uses that provide the day to day needs of users; and*
- viii. Homes and buildings - where proposals provide a variety of dwelling sizes and tenures, have sufficient space and are well related to public space; and*
- ix. Resources - where proposals reduce the use of natural resources, conserve and enhance and integrate habitats and ecosystems and are adaptable over time, minimising waste; and*
- x. Lifespan - where proposals are designed and constructed to create enduring high-quality buildings, spaces and places that are attractive and functional, which weather well and can be adapted to users' needs with efficient management and maintenance.*

## 7 Proper Approach to Determining this Appeal

### The Section 38(6) test

7.1 As noted above, by Sections 70(2) and 79(4) of the TCPA and Section 38(6) of the PCPA, this Appeal must be determined in accordance with the development plan unless material considerations indicate otherwise. The Council will demonstrate that the starting point in determining this Appeal is, therefore, to consider the extent to which the Appeal Development accords with or conflicts with the adopted development plan policies. The decision maker must then turn to other material considerations.

### Relevant case law on the Section 38(6) test and the tilted balance

7.2 The NPPF is an important material consideration under the section 38(6) test but, as Lord Carnwath made clear in the Supreme Court judgment in **Suffolk Coastal District Council v Hopkins Homes Ltd; Richborough Estates Partnership LLP v Cheshire East Borough Council** [2017] UKSC 37 (“the Suffolk Coastal case”) [FBC.5] at [21], the NPPF “cannot, and does not purport to, displace the primacy given by the statute and policy to the statutory development plan. It must be exercised consistently with, and not so as to displace or distort, the statutory scheme”. This is reiterated in NPPF Paragraph 12: “The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making”. The statutory priority of the development plan was also recognised by the Court of Appeal in **Gladman Developments Ltd v SSHCLG** [2021] EWCA Civ 104 [FBC.6], a case which also addressed the interplay between the section 38(6) test and the tilted balance under paragraph 11(d)(ii) of the NPPF, making clear among other things that a decision-taker may have regard to development plan policies when applying the tilted balance.

7.3 In circumstances where the Council is unable to demonstrate a 5 year housing land supply, the circumstances where market housing outside of the defined development boundaries of Settlements is permitted is controlled in line with policy DSP40.

### Housing Land Supply

7.4 At the time of submitting this SoC, the Council’s most recently published (February 2021) housing land supply position statement is included as appendix FBC.7 to this statement.

- 7.5 The Council notes the Appellant's position on five-year HLS and that at 7.103 of their SoC they consider the updated land supply position to be amended to between 3.39 and 3.66 years.
- 7.6 At the time of preparing this SoC, it can be confirmed that the Councils latest position on housing land supply is that it has an identified supply of 3.57 years.
- 7.7 This latest figure falls within the range set out by the appellant. Regardless of the precise shortfall, it is accepted that the shortfall is material on either basis. As such it is not considered necessary for the Inspector to conclude on the precise extent of the shortfall.
- 7.8 The Council will seek common ground on these issues to limit and focus the issues in dispute. The Council will also seek common ground with the Appellant on issues concerning affordable housing. If necessary, the Council will provide evidence to the inquiry to support its housing land supply position to the extent required in light of the common ground reached.
- 7.9 In addition, the Council will highlight the actions it is taking to improve the housing land supply position in its area, including promoting an emerging local plan which is projected to exceed the housing requirement by over 10% in the period 2021-2037.

### **Weight given to a breach of DSP40**

- 7.10 In cases where a proposal is found to be in breach of policy DSP40, that policy must be given very significant weight in the planning balance. This is because the fact that policy DSP40 is breached puts the development squarely at odds with the Council's development strategy and the core principle that planning for the future should be genuinely plan led. To use the words of Lord Carnwath in *Suffolk Coastal District Council v Hopkins Homes Ltd; Richborough Estates Partnership LLP v Cheshire East Borough Council* [2017] UKSC 37 (CD35) ("*Suffolk Coastal*") at [21] the Framework:

*"...cannot and does not purport to displace the primacy given by statute and policy to the statutory development plan. It must be exercised consistently with, and not so as to displace or distort, the statutory scheme."*

- 7.11 In the case of the *Land West of Old Street, Stubbington* (December 2018: Appeal Ref. APP/A1720/W/18/3200409 provided at FBC.8), as with other recent appeals, Inspector Downes did not agree the precise extent of the shortfall but considered it to be substantial. At paragraph 9 Inspector Downes noted that the Appellant suggested a housing land supply shortfall of 2.5 years,

which was below that suggested by the Council, but she didn't think it necessary to determine the precise extent because the deficit was significant in either case. At paragraph 10 she noted that this rendered policies relating to supply of housing out of date. However, she also noted that policies relating to the protection of landscape character and separation of settlements were not set aside. The framework recognises the intrinsic beauty of the countryside and although strategic gaps are not specifically referred to, it endorses the creation of high quality places which would include respecting the pattern and spatial separation of settlements. At paragraph 11 she found that:

*“Policy DSP40 in LPP2 is specifically designed to address the situation where there is a five-year housing supply shortfall as is the case here. It allows housing to come forward outside of settlements and within strategic gaps, subject to a number of provisions. It seems to me that this policy seeks to complement the aforementioned policies in situations where some development in the countryside is inevitable in order to satisfy an up-to-date assessment of housing need. It assists the decision maker in determining the weight to be attributed to the conflict with restrictive policies such as CS14, CS22 and DSP6 and provides a mechanism for the controlled release of land through a plan-led approach. Policy DSP40 is in accordance with Framework policy and reflects that the LPP2 post-dates the publication of the Framework in 2012. Conflict with it would be a matter of the greatest weight.”*

7.12 In the *Land East of Posbrook Lane, Titchfield* appeal decision [FBC.9] dated 12 April 2019, referred to in the *Newgate Lane* appeal [FBC.11], is also useful where Inspector Stone determined he had no need to conclude on the precise extent of the housing land supply shortfall (paragraph 52). But in respect of Policy DSP40 however, he concluded at Paragraph 68 that:

*“...The contingency of Policy DSP40 has been engaged by virtue of the lack of a five year housing land supply and it is for these very purposes that the policy was drafted in that way. On that basis the policy has full weight and any conflict with it is also of significant weight.”*

7.13 In the *Land East of Downend Road, Portchester* appeal decision [FBC.10]. In this decision letter, dated 5<sup>th</sup> November 2019, which at paragraph 90, Inspector Gould errs on the side of caution and considers the Appellants housing figures better represented the current situation. However, notwithstanding this fact, he concluded at paragraph 97 that:

*“I consider that the elements of Policies CS5 and DSP40 that the development would be in conflict with are consistent with the national*

*policy and are the most important development plan policies for the purposes of the determination of this appeal. I therefore consider that great weight should be attached to the conflict with the development plan that I have identified.”*

7.14 Finally, in the relatively recent case of *Land at Newgate Lane (North) and Newgate Lane (South), Fareham* (Appeal Refs. APP/A1720/W/20/3252180 and 85) provided at FBC.11, as with other recent appeals, Inspector Jenkins did not see a need to determine the precise extent of the shortfall, albeit he was of the view that a shortfall in housing land supply would persist for some significant time to come.

7.15 The matter of weight to be given to Policy DSP40 was considered in his [Inspector Jenkin’s] Planning Balance section at paragraphs 108 to 110 of his decision letter and due to their relevance, are repeated in full below:

*108. Firstly, the DSP40 contingency seeks to address a situation where there is a five-year housing land supply shortfall, by providing a mechanism for the controlled release of land outside the urban area boundary, within the countryside and Strategic Gaps, through a plan-led approach. I consider that in principle, consistent with the view of my colleague who dealt with appeal Ref. APP/A1720/W/18/3200409, this approach accords with the aims of the Framework.*

*109. Secondly, consistent with the Framework aim of addressing shortfalls, it requires that (i) the proposal is relative in scale to the demonstrated supply shortfall and (iv) it would be deliverable in the short-term.*

*110. Thirdly, criteria (ii) and (iii) are also consistent with the Framework insofar as they: recognise the intrinsic character and beauty of the countryside by seeking to minimise any adverse impact on the countryside; promote the creation of high quality places and having regard to the area’s defining characteristics, by respecting the pattern and spatial separation of settlements; and, seek to ensure that development is sustainably located. They represent a relaxation of the requirements of Policies LP1 Policies CS14 and CS22 as well as LP2 Policy DSP6 in favour of housing land supply. However, I consider that the shortfall in the Framework required five-year housing land supply, which has persisted for a number of years and is larger than those before my colleagues, indicates that the balance they strike between those other interests and housing supply may be unduly restrictive. Under these circumstances, in my judgement, considerable, but not full weight is attributable to conflicts with LP2 Policy DSP40(ii) and (iii).*

7.16 Having regard to these decisions, the Council will submit that, regardless of whether the appellant or Council's assessment of housing supply is accepted, the breach of policy DSP40 (which is outlined below) should be afforded *at the very least* considerable weight.

**If the presumption in favour of sustainable development is applied, then how should NPPF Paragraph 11(d) be applied?**

7.17 The proper approach to paragraph 11 (in the equivalent context of the NPPF 2018) was considered by Mr Justice Holgate in **Monkhill Ltd v SSHCLG** [2020] P.T.S.R. 416 at [39] and [45] (upheld on appeal [2021] EWCA Civ 74) (FBC.12).

7.18 As set out in the decision notice and explained below, the proposal does not accord with the development plan and so does not fall within paragraph 11(c) of the NPPF.

7.19 NPPF Footnote 7 explains that 'the most important' development plan policies in determining planning applications for housing are 'out-of-date' where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

7.20 NPPF Paragraph 11(d) states that for decision-taking, the presumption in favour of sustainable development means as follows:

*'Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*

*I. The application of policies in this framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*

*II. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.'*

7.21 There are two tests set out at NPPF 11(d). It is the correct approach (see *Monkhill*) to apply these tests sequentially, the first test being whether there are policies within the Framework which provide a clear reason for refusing the Appeal Development. The Council considers that there are policies of this type in the Framework, as referenced at footnote 6 of paragraph 11(d) ('habitats sites' and 'designated heritage assets'). In respect of 'habitats sites' which are relevant to the determination and subject to appropriate controls through conditions or a legal agreement it is considered that these matters can

be satisfactorily addressed.

- 7.22 In relation to the weight to be attached to harm found to the significance of listed buildings by development within their setting the Court of Appeal decision of *Barnwell Manor Wind Energy Limited v (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) SSCLG [2014] EWCA Civ 137* emphasises that, in enacting s.66(1), Parliament had intended that the desirability of preserving the settings of listed buildings should not simply be given careful consideration (in the procedural sense) by the decision-maker for the purpose of deciding whether there would be some harm, but should be given "considerable importance and weight" when the decision-maker carried out the balancing exercise. This is the case whether the harm is substantial or less than substantial. Whilst the Council have not alleged any harm to the setting of the Grade II\* listed church, the views of Historic England and some third parties are that there is some harm to the setting of two listed buildings. As a result, the decision maker needs to consider this matter as set out above. It is the Council's position that even if the views of Historic England are relied upon then it is clear that the degree of alleged harm is 'less than substantial' and at the lower end of the scale to the extent that the identified harm would be outweighed by the previously social and economic benefits arising from the development.
- 7.23 In respect of paragraph 11 d) ii., the Council's position is that the Appeal Development fails the 11 d) ii. test because the adverse effects of the Appeal Development, including the breach of development plan and emerging policies, would significantly and demonstrably outweigh the benefits of the development when assessed against the policies of the NPPF as a whole.
- 7.24 The Council's position is therefore that, even applying the tilted basis, the planning balance falls in favour of dismissing the Appeal.

## 8.0 The Local Planning Authority's Case

### Reason for Refusal

8.1 The full reasons for refusing planning permission are set out at paragraph 4.3 above. However as confirmed in paragraph 4.6 and 4.8 it is considered that refusal reasons v) to x) can be addressed through either a legal agreement or planning condition[s] and that the last sentence of refusal reason iv) [size of some house types] can be achieved through the moving of some internal walls within those house types. On this basis the Council's main case will be set out on the remaining elements of the reason for refusal. Omitting those policies not directly relevant to these elements:

*The development would be contrary to Policies CS2, CS4, CS6, CS14..., CS17... and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1..., DSP6... and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:*

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.*
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*
- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area.....*

8.2 These reasons can be set into three distinct planning considerations; (1) the application of policy DSP40; (2) the impact of the proposed scheme on the character and appearance of the countryside; and, (3) whether the site design and layout responds positively to the key characteristics of the locality, and would deliver a high quality housing scheme – including consideration of the adequacy of green infrastructure; the interconnection, or otherwise, of green/public spaces; and whether the proposal responds appropriately to the edge of settlement location.

### Issue 1 - Application of Policy DSP40

8.3 The Council will demonstrate that the Appeal Development conflicts with LPP1 Policies CS2 and CS6 which provide the framework for new housing development and define the appropriate locations for new residential

development as being within the settlement boundaries. Development outside of settlement boundaries and within the countryside, such as at the appeal site, is strictly controlled except for certain circumstances set out in Local Plan Policy CS14, none of which apply to the Appeal Development.

8.4 LPP2 Policy DSP40 allows for additional residential development in the context of a 5YHLS shortfall subject to various criteria being met. The criteria are as follows:

- i. The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;
- ii. The proposal is sustainably located adjacent to and well related to, the existing urban settlement boundaries;
- iii. The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the countryside and, if relevant, the strategic gaps;
- iv. It can be demonstrated that the proposal is deliverable in the short term; and
- v. The proposal would not have any unacceptable environmental, amenity or traffic implications.

8.5 The Council will demonstrate that the Appeal Development does not meet all of the criteria set out in Policy DSP40. Criterion 'i' is met. However, as the Appeal Development fails to respond positively to the edge of settlement location - and is not well related to the existing urban settlement boundaries – the Council will demonstrate that criterion 'ii' is not met. The Appeal Development would also fail the test at criterion 'iii' due to the landscape and visual harm to the character to the countryside as described below.

8.6 The Appellant has advised that the Appeal Development is deliverable in the short term. It will be for them to substantiate this at the Inquiry. In terms of meeting criteria 'iv' the Council accepts that appropriate mitigation has been identified for Brent geese and waders so the delivery of housing in the short term should be possible, and therefore the Council is satisfied that criterion 'iv' can be met. Finally, subject to appropriate conditions or planning obligations, the Council accept that the Appeal Development would not have unacceptable environmental and traffic implications in relation to the other reasons for refusal and therefore satisfies the final test at criterion 'v'.

## **Issue 2 - Impact on the character and appearance of the locality**

8.7 The Council will seek to demonstrate through landscape and visual evidence that the scale and location of the proposed dwellings within the appeal site and access road would have an adverse impact on the immediate countryside setting around the site, in particular the visual amenity and character of the Crofton Cemetery, upon users of Oakcroft Lane and Peak Lane, as well as users of some Public Rights of Way to the north of the appeal site and on the local landscape generally.

### **Issue 3 - Failure of the site layout to respond positively to the key characteristics of the locality**

- 8.8 The Council will set out the key characteristics of the locality and will seek to demonstrate through evidence the extent and degree to which the form, layout and scale of the proposed development would fail to respond positively to these characteristics, including the rural setting of the Crofton Cemetery, the rural character of the boundary with and context of Oakcroft Lane, the wooded boundary of the settlement edge of Stubbington to the east and the informal and well-landscaped character of the adjoining residential areas.
- 8.9 The Council will show by reference to the more informal pattern of development in the locality, especially by reference to the housing to the south, and the regimented grid pattern of the proposed housing layout gives rise to a low quality scheme that fails to respect the surrounding development.
- 8.10 The Council will also show that proposed development fails to integrate satisfactorily with the existing surrounding development by failing to provide high quality connections that feed into the scheme along with the effect of the road system surrounding the whole of the development which provides a barrier to integration.
- 8.11 As is demonstrated by the draft allocation in the emerging Local Plan, the Council considers that it is likely to be possible to bring forward a smaller, high quality housing scheme on the Appeal Site which would: respond positively to the key characteristics of the local area; avoid, or at least minimise, adverse landscape and visual effects; provide adequate green infrastructure; relate well to the existing urban settlement boundaries; and which would successfully integrate with the adjoining green/public spaces.

### **Planning Balance**

- 8.12 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:
- "If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".*
- 8.13 Paragraph 11 of the NPPF clarifies the presumption in favour of sustainable development in that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:
- the application of policies in the Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 8.14 The approach detailed within the preceding paragraph, has become known as the ‘tilted balance’ in that it tilts the planning balance in favour of sustainable development.
- 8.15 The Council will demonstrate for the reasons outlined above, that the proposal would give rise to an adverse visual impact on the countryside to the north and west of the site; would fail to respond positively to the key characteristics of the countryside to the north and west along with its edge of settlement location; would provide limited green infrastructure and poorly connected green/public areas; would fail to integrate well with the surrounding development; that the layout is not considered to be in keeping with the surrounding development and for these reasons it would not represent high quality development.
- 8.16 The Council consider those unacceptable effects of the development give rise to conflict with Policies CS14, CS17 and CS21 of the Core Strategy and Policies DSP6 and DSP40 of the DSP. The Council consider that the elements of these policies that the development would be in conflict with are consistent with the national policy and are the most important development plan policies for the purposes of the determination of this appeal. Therefore, the Council consider that great weight should be attached to the conflict with the development plan that has been identified.
- 8.17 The Council also considers that the proposal is contrary to Policies D1 and HA54 in the emerging Local Plan, which also weighs against the proposal.
- 8.18 There would be significant social and economic benefits arising from the construction and occupation of up to 206 dwellings, including the short-term boost to the supply of market and affordable homes in the Council’s area. Whilst the Council do not consider there would be some harm to the setting of the nationally designated heritage assets in the area, some parties, including Historic England do. The Council consider that even taking their views on board, it is considered that harm would be less than substantial and would be outweighed by the previously mentioned social and economic benefits arising from the development.
- 8.19 The Council are of the view that the unacceptable harm identified above could not be addressed through the imposition of reasonable planning conditions. The Council has assessed all of the other material considerations in this case, including the benefits identified by the Appellant, but in the overall planning balance the Council consider that the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole.

8.20 For these reasons the Council will conclude that the appeal should therefore be dismissed and planning permission refused.

## **9 Planning Conditions and Section 106**

### **Conditions**

- 9.1 The Council and the Appellant will seek to agree a list of planning conditions in the Statement of Common Ground.

### **Section 106 Agreement**

- 9.2 The Council and the Appellant will seek to agree a draft unilateral undertaking in advance of the Inquiry taking account of the information on the Decision Notice referred to at paragraphs 4.6 and 4.7 of this statement.

## **10.0 Witnesses**

10.1 The Council expects to call upon two expert witnesses at the Inquiry to deal with the following matters unless resolved through negotiation of Statements of Common Ground such that evidence does not need to be presented:

- Landscape and urban design matters
- Planning matters (including planning policy issues, heritage considerations, five-year housing land supply, and Habitats and other ecological matters)

## OFFICER REPORT FOR COMMITTEE

DATE: 17 February 2021

**P/20/0522/FP**  
**PERSIMMON HOMES LTD**

**STUBBINGTON & TITCHFIELD**  
**AGENT: PERSIMMON HOMES LTD**

DEVELOPMENT COMPRISING 206 DWELLINGS, ACCESS ROAD FROM PEAK LANE MAINTAINING LINK TO OAKCROFT LANE, STOPPING UP OF A SECTION OF OAKCROFT LANE (FROM OLD PEAK LANE TO ACCESS ROAD), WITH CAR PARKING, LANDSCAPING, SUB-STATION, PUBLIC OPEN SPACE AND ASSOCIATED WORKS

LAND EAST OF CROFTON CEMETERY AND WEST OF PEAK LANE,  
STUBBINGTON

### **Report By**

Peter Kneen – director

### **1.0 Introduction**

- 1.1 This application is reported to the Planning Committee for a decision as over 150 letters of objection have been received.
- 1.2 Members will note from the 'Five Year Housing Land Supply Position' report considered earlier in the Planning Committee that this Council currently has a housing land supply of 4.2 years.
- 1.3 To meet the Council's duty as the competent authority under the Conservation of Habitats and Species Regulations 2017 ("the habitats regulations"), a Habitats Regulations Assessment is required to consider the likely significant effects of the development on the protected sites around The Solent. The applicant have submitted a Shadow Habitat Regulations Assessment and the Council has completed their own Appropriate Assessment as part of the consideration of this application, and concluded that the development proposal will not have an adverse effect on the integrity of the protected sites around The Solent, subject to mitigation. Further details of this have been set out in the following report.
- 1.4 This planning application represents a re-submission following an earlier refused proposal for 261 dwellings (Application P/19/0301/FP). That application was refused by the Planning Committee in August 2019 for the following reasons:

*The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP5, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:*

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.*
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*
- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area.*
- v) the proposed development involves development that involves significant vehicle movements that cannot be accommodated adequately on the existing transport network. Insufficient information has been provided to demonstrate that the development would not result in a severe impact on road safety and operation of the local transport network.*
- vi) the proposed access arrangement onto Peak Lane is inadequate to accommodate the development safely. This would result in an unacceptable impact on the safety of users of the development and adjoining highway network.*
- vii) the proposal fails to demonstrate that the development would be accessible with regards to public transport links and walking and cycling routes to local services and facilities.*
- viii) the development proposal fails to provide sufficient provision of, or support for, sustainable transport options. This would result in a greater number of trips by private car which will create a severe impact on the local transport network and the environment.*
- ix) inadequate information has been provided to assess the impact of the proposed works on water voles on site and any measures required to*

*mitigate these impacts such as the provision of enhanced riparian buffers. In addition, there is insufficient information in relation to their long-term protection within the wider landscape by failing to undertake any assessment of the impact of the proposals on connectivity between the mitigation pond created as part of the Stubbington Bypass Scheme and the wider landscape. The proposal fails to provide appropriate biodiversity enhancements to allow the better dispersal of the recovering/reintroduced water vole population in Stubbington.*

- x) insufficient information has been submitted in relation to the adverse impacts of the proposals on the Solent Waders and Brent Goose Strategy Low Use Site and Secondary Support Area and any mitigation measures required to ensure the long-term resilience of these support networks.*
- xi) the development proposal fails to provide adequate wildlife corridors along the boundaries of the site to ensure the long-term viability of the protected and notable species on the site and avoidance of any future conflicts between the residents and wildlife (e.g. badgers damaging private garden areas) due to the lack of available suitable foraging habitat.*
- xii) in the absence of sufficient information, it is considered that the proposal will result in a net loss in biodiversity and is therefore contrary to the NPPF which requires a net gain in biodiversity.*
- xiii) the development would result in an unacceptable impact on a number of protected trees around the periphery of the site.*
- xiv) the submitted flood risk assessment fails to assess the impact of climate change on the development and therefore fails to demonstrate that the development is appropriately flood resistant and resilient.*
- xv) the development would fail to preserve, and would result in less than substantial harm to, the historic setting of the Grade II\* Listed building Crofton Old Church.*
- xvi) had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.*
- xvii) the development proposal fails to secure an on-site provision of affordable housing at a level in accordance with the requirements of the Local Plan.*

xviii) *in the absence of a legal agreement to secure such, the proposal would fail to provide satisfactory mitigation of the ‘in combination’ effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas.*

xix) *the development proposal fails to provide adequate public open space. In addition, in the absence of a legal agreement securing provision of open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.*

xx) *in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.*

xxi) *in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.*

1.5 It is important to highlight that the application was not refused on the impact on the Strategic Gap. The applicant has sought to address these numerous reasons for refusal with the current application submission having reduced the number of units of the site by 55 (21% reduction), and increased the level of landscaping both to the periphery of the site and throughout the site. Reasons for refusal (xvi) – (xxi) could have been addressed with conditions and a Section 106 Legal agreement had that application otherwise have been found acceptable. Whether the proposal now addresses the previous reasons for refusal is considered throughout this report.

## **2.0 Site Description**

2.1 The application site is located at the northern end of the village of Stubbington, and currently forms two arable pieces of farmland divided by Oakcroft Lane that runs east – west between the two parcels of land.

2.2 The southern parcel of land is bounded by residential development to the east, with a line of protected trees providing an existing buffer between the site and the residential properties to the east. The southern boundary comprises additional residential development (Marks Tey Road), with an area of woodland and a public right of way forming a break between these two

areas. The western boundary comprises Crofton Cemetery which is separated from the site by a mature hedgerow. The northern part of the western boundary forms part of Oakcroft Lane, divided by a drainage ditch and a mature line of poplar trees. The northern boundary comprises Oakcroft Lane where the mature line of poplar trees continues along the line of the road.

- 2.3 The northern parcel of land is bounded by Oakcroft Lane to the south, and Peak Lane to the east. To the north of this piece of land the open arable field continues although this will be dissected by the Stubbington By-pass for which the construction works have commenced. To the west of the site lies an ecological enhancement area owned by Hampshire County Council, created as mitigation for the Stubbington by-pass route.
- 2.4 The two parcels of land are predominantly flat, with Oakcroft Lane set at a slightly lower level than the site to the south. The northern parcel of land comprises a drainage ditch/watercourse that broadly runs along the northern side of Oakcroft Lane and contributes towards connecting the new habitat mitigation area to the west of the site to waterbodies to the east of Stubbington. In addition to the provision of the biodiversity enhancement space, the removal of the land for agricultural use will provide nitrate mitigation to support the development proposal.
- 2.5 Stubbington Village is a sustainable settlement comprising a wide range of services and facilities including a well-established village centre, primary and secondary schools, and employment opportunities. The village is well provided for in terms of public transport, with regular buses connecting the village to Gosport and Fareham. The village is surrounded by undeveloped countryside, designated as Strategic Gap, and whilst traffic congestion through the village can be severe at peak times, the implementation of the Stubbington by-pass, which is currently under construction and is anticipated to be completed in the next 12 months should contribute towards alleviating the traffic congestion.

### **3.0 *Description of Proposal***

- 3.1 The application proposal, which is submitted in full detail comprises 206 dwellings, to be constructed on the southern part of the site, south of Oakcroft Lane. The dwellings comprise a mix of: 4 x 1 bedroom flats, 64 x 2 bedroom houses, 113 x 3 bedroom houses and 25 x 4 bedroom houses. Public open space will be created within the site with a local equipped area of play (LEAP) created to the southern part of the site.
- 3.2 A new junction to Peak Lane which would form the access road to the development site would be located approximately 175 metres to the north of

the existing access from Mays Lane/ Peak Lane onto Oakcroft Lane. The first 120 metres of Oakcroft Lane, to the west of Mays Lane/ Peak Lane will be converted into a no through road, with access to the remainder of Oakcroft Lane being made via the proposed new access road.

- 3.3 The residential development would comprise a mixture of two storey and two and half storey dwellings and one two storey block of flats. The proposal includes car parking provision to accord with the Council's Adopted Car Parking Standards, with all car parking allocated to each dwelling and a further 41 visitors' spaces provided adjacent the highway throughout the development. The application proposal also includes provision for vehicle electric charging points for all the dwellings with direct on-site vehicle parking spaces. A number of the visitors' car parking spaces will also be provided with rapid charging points throughout the development ensuring that even those properties without direct on-site parking will have easy access to vehicle charging points.
- 3.4 The land to the north of Oakcroft Lane is proposed for use as biodiversity enhancement space and used to support the wider Solent waders and Brent goose network. The land is to be transferred to the Borough Council to ensure its long-term purpose as mitigation land and would be secured through a Section 106 legal agreement.
- 3.5 The planning application was supported by a suite of technical documents and plans comprising: Planning Statement, Design and Access Statement, Biodiversity Impact Calculator, Ecological Impact Assessment, Ecological Management Plan, Shadow Habitats Regulations Assessment, Tree Protection Plan and Arboricultural Impact Assessment and Method Statement, Contaminated Land Assessment, Environmental Noise Impact Assessment, Transport Assessment and Travel Plan, Landscape Strategy Plan, Landscape and Visual Impact Assessment, Archaeological Desk-Based Assessment, Written Scheme of Investigation for Archaeological Investigation, Flood Risk and Surface Water Drainage Strategy, together with detailed plans and elevations of all the proposed dwellings and other buildings, tenure plan, building heights plan, boundary treatment plan and vehicle tracking diagrams.

#### **4.0 Policies**

- 4.1 The following policies apply to this application:

##### **Adopted Fareham Borough Core Strategy**

- CS2: Housing Provision;
- CS4: Green Infrastructure, Biodiversity and Geological Conservation;
- CS5: Transport Strategy and Infrastructure;
- CS6: The Development Strategy;

- CS11: Development in Portchester, Stubbington & Hill Head and Titchfield;
- CS14: Development Outside Settlements;
- CS15: Sustainable Development and Climate Change;
- CS16: Natural Resources and Renewable Energy
- CS17: High Quality Design;
- CS18: Provision of Affordable Housing;
- CS20: Infrastructure and Development Contributions;
- CS22: Development in Strategic Gaps.

**Adopted Development Sites and Policies**

- DSP1: Sustainable Development;
- DSP2: Environmental Impact;
- DSP3: Impact on Living Conditions;
- DSP5: Protecting and Enhancing the Historic Environment;
- DSP6: New Residential Development Outside of the Defined Urban Settlement Boundaries;
- DSP13: Nature Conservation;
- DSP14: Supporting Sites for Brent Geese and Waders;
- DSP15: Recreational Disturbance on the Solent Special Protection Areas;
- DSP40: Housing Allocations.

**Other Documents:**

- Fareham Borough Design Guidance: Supplementary Planning Document (excluding Welborne) December 2015
- Residential Car Parking Standards 2009
- Planning Obligations Supplementary Planning Document for the Borough of Fareham (excluding Welborne) April 2016

**5.0 *Relevant Planning History***

5.1 The following planning history is relevant:

- |                     |  |
|---------------------|--|
| <b>P/19/0301/FP</b> | Development comprising 261 dwellings, access road from Peak Lane maintaining link to Oakcroft Lane, stopping up of a section of Oakcroft Lane (from Old Peak Lane to access road), with car parking, landscaping, public open space and associated works |
| <b>REFUSED</b>      | 22 August 2019   |

**6.0 *Representations***

6.1 One hundred and sixty-eight letters of objection have been received regarding this application, and two letters of support. The letters of objection raised the following matters regarding the proposed development:

- Increased building works in the vicinity will adversely affect the ability of the land to absorb rainwater increasing the risk of flash flooding
- The extra traffic created will exacerbate the tendency for traffic jams at peak periods in and around Stubbington village
- The loss of open space close to existing residents will have a detrimental effect on the wildlife and the pleasure that is derived from it
- The Stubbington Doctors Surgery already struggles to cope with the medical demands of existing residents. Increased number of residents can only make things worse
- Erosion of Strategic Gap
- Nature conservation concerns including the impact on rodents, bats, foxes, and many species of birds. Furthermore, the houses in Summerleigh Walk and Three Ways Close contribute a significant amount of money to a management fund which maintains the wildlife habitats along the boundary of this development
- Noise and air pollution caused both during and after the construction of this development
- The natural plan for expansion of Crofton cemetery as and when it is needed should be these fields allowing generations of residents to lay to rest in the same cemetery
- Local schools, pre-schools, nurseries, doctors, dentists' hospitals and policing are all under severe pressure with increase population
- Concerns about the density of the development being out of keeping with the current properties
- Creation of excessive noise, dust and disturbance to local residents
- The development will adversely affect drainage in the area
- The land is within 5.6km of the Solent and should not be made available for development due to the associated increase in nitrates
- The development will contribute to urban sprawl and result in unacceptable increases to traffic and reduction in air quality
- The council have already noted that there is a lack of green space in Stubbington
- There are no significant areas of employment within walking distance and therefore will generate increase commuting traffic, so negating the traffic flow calculation made when designing the bypass
- Impact on highway safety
- The flora and fauna in the area need to be taken into account
- Its proximity to a historic church and cemetery
- Loss of light and privacy
- Loss of countryside and green space
- Not enough services like buses/trains in the immediate vicinity

- Highway safety concerns
- People's mental health and daily life are being affected the stress and volume of people living in the area
- The proposed housing is not even for social housing they will be executive homes at ridiculous prices so the people that are really in need of housing will not be able to access these homes
- Impact on parking within the village
- Local infrastructure not able to cope including sewerage and community service
- The application would remove valuable local, sustainable farmland which could never be replaced
- The development is not sustainable and low carbon economy with no mention of solar panels, electric vehicles etc.
- Loss of public outlook
- Impact on the character of the village
- The blocking off of Oakcroft Lane will just add to the demise of the areas, it will become a hotspot for fly-tipping as this area is completely cut-off and is not overlooked by any houses or highway
- There is a lack of detail around transport particular, public transport and cycling
- The development is not within the defined urban area
- The development can be seen as having the potential to establish a dangerous precedent that could lead to future building projects
- Consideration should be given to water supply especially in the view of several companies in the UK have warned of shortages
- No new provision for adequate green space of play area for children on the development
- There is the animal shelter nearby where the animals will become more stressed with the increase in noise. Plus, who will want to live near a shelter with dogs barking all day
- Impact on the church and cemetery with noise and dust when weddings and funerals are taking place
- Poor layout/design can lead to anti-social behaviour
- The development would result in a cramped layout and would deliver a scheme of high quality
- The site has only a single point of access for emergency vehicles for 209 houses. This seems dangerous
- There is no provision for self-build on this development
- The atmosphere of the cemetery will be tarnished through noise and pollution
- Parking concerns – there will not be sufficient parking for the number of houses and visitors

- Concerns over the pond construction, it is not clear how it will be managed, and it could carry risk to health for residents in the area
- COVID has shown that we need open space for our mental health and wellbeing
- The development makes no consideration to climate change
- The application is premature whilst the existing local plan is still in operation
- The revised travel plan and transport assessment have not been accurate when describing the local walking and cycling infrastructure

## **7.0 Consultations**

### EXTERNAL

#### **Portsmouth Water**

7.1 No adverse comments to make on this application.

#### **HCC Highways**

7.2 No objection, subject to conditions and Section 106 legal agreement

#### **HCC Archaeology**

7.3 No objection, subject to condition.

#### **HCC Lead Local Flood Authority**

7.4 No objection, subject to conditions.

#### **HCC Children's Services**

7.5 No objection, subject to Section 106 legal agreement

#### **Environment Agency**

7.6 No objection, subject to conditions.

#### **Natural England**

7.7 No objection, subject to conditions and Section 106 legal agreement. The scheme would result in a reduction of -151.00kg TN/year by removing the land from agricultural use and result in enhancements to the Solent Waders and Brent Goose site.

#### **Historic England**

7.8 No objection, although noted limited adverse impact.

#### **Southern Water**

7.9 No objection, subject to informative

## INTERNAL

### **Ecology**

- 7.10 No objection, subject to conditions. The Council's Ecologist comments on the following elements of the proposal:

Landscape Plan for Northern Open Space – this indicates the area to the north to be seeded with a wildflower seed mix. The boundaries are to be planted with hedges to prevent access and a number of scrapes to be created to benefit waders. No concerns raised in relation to this document;

Habitat Plan (South) – this is acceptable;

Biodiversity Impact Calculator (Revised Sept 2020) – satisfied that the calculations are correct and a net gain of 40.32 in habitat units and 9.18 in hedgerow units could be achieved. Therefore, a measurable biodiversity net gain could be delivered as part of the proposals;

Ecological Impact Assessment (revised Sept 2020) – satisfied that the baseline site conditions and the impacts as a result of the proposals have been adequately considered and the proposed mitigation measures are appropriate and proportionate and therefore no concerns raised;

Ecological Management Plan (revised Sept 2020) – the prescription measures are acceptable. Whilst the initial management and monitoring will be carried out by the applicant/their managing company, it is understood that the management will ultimately be transferred to Fareham Borough Council; and,

Shadow Habitat Regulations Assessment (revised Sept 2020) – This document is acceptable. Further justification has been provided in relation to National England's concern for the loss of arable habitat which is favoured by golden plover. It has been stated that whilst this species favours arable farmland, it is a generalist in terms of foraging habitat and can utilise permanent grassland. Conclusions of the Shadow HRA agreed, however it is understood that Natural England have requested further information including a costed plan that sets out how habitat management and monitoring of the northern land will be delivered and funded in perpetuity and the details of the management bodies that will take long term responsibility for this area. Provided that the requested information is submitted and agreed by Natural England, would support the Shadow HRA being adopted by the LPA.

### **Tree Officer**

- 7.11 No objection, subject to conditions

### **Environmental Health (Contaminated Land)**

7.12 No objection, subject to conditions

### **Environment Health (Noise and Pollution)**

7.13 No objection, subject to conditions

### **Conservation Planner**

7.14 No objection, no adverse harm to Listed Buildings

### **Recycling Co-ordinator**

7.15 No objection

### **Affordable Housing Officer**

7.16 No objection, subject to Section 106 legal agreement

### **Open Space and Street Scene Manager**

7.17 No objection, subject to S106 agreement regarding land transfer and long-term maintenance

## **8.0 Planning Considerations**

8.1 The following matters represent the key material planning considerations which need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Implications of Fareham's current Five Year Housing Land Supply Position (5YHLS);
- b) Residential development in the countryside;
- c) Consideration of Policy DSP40 – Housing Allocations;
- d) Other matters;
- e) The Planning Balance

### **a) Implications of Fareham's current Five Year Housing Land Supply Position (5YHLS)**

8.2 A report titled "Five year housing land supply position" was reported for Member's information earlier in this Agenda. That report set out this Council's local housing need along with this Council's current housing land supply position. The report concluded that this Council has 4.2 years of housing supply against the new 5YHLS.

8.3 The starting point for the determination of this planning application is Section 38(6) of the Planning and Compulsory Purchase Act 2004:

*"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be*

*made in accordance with the plan unless material considerations indicate otherwise”.*

- 8.4 In determining planning applications there is a presumption in favour of policies of the extant Development Plan, unless material considerations indicated otherwise. Material considerations include the planning policies set out in the NPPF.
- 8.5 Paragraph 59 of the NPPF seeks to significantly boost the supply of housing.
- 8.6 Paragraph 73 of the NPPF states that Local Planning Authorities should identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement including a buffer. Where a Local Planning Authority cannot do so, and when faced with applications involving the provision of housing, the policies of the local plan which are most important for determining the application are considered out-of-date.
- 8.7 Paragraph 11 of the NPPF then clarifies what is meant by the presumption in favour of sustainable development for decision-taking, including where relevant policies are “out-of-date”. It states:

*“For decision-taking this means:*

- *Approving development proposals that accord with an up-to-date development plan without delay; or*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting planning permission unless:*
  - i. The application of policies in this Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or*
  - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

- 8.8 The key judgment for Members therefore is whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies taken as a whole.
- 8.9 Members will be mindful of Paragraph 177 of the NPPF which states that:

*“The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats sites (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site”.*

- 8.10 In this particular case an appropriate assessment has been undertaken and concluded that the development proposal will not have an adverse effect on the integrity of the Protected Sites around The Solent subject to the proposed mitigation being secured. Officers consider that the presumption in favour of sustainable development set out in paragraph 11 of the NPPF applies.
- 8.11 The following sections of the report assesses the application proposals against this Council’s adopted Local Plan policies and considers whether it complies with those policies or not. Following this Officers undertake the Planning Balance to weigh up the material considerations in this case.

**b) Residential Development in the Countryside**

- 8.12 Policy CS2 (Housing Provision) of the adopted Core Strategy states that priority should be given to the reuse of previously developed land within the urban areas. Policy CS6 (The Development Strategy) goes on to say that development will be permitted within the settlement boundaries. The application site lies within an area which is outside of the defined urban settlement boundary.
- 8.13 Policy CS14 (Development Outside Settlements) of the Core Strategy states that:
- “Built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure.”*
- 8.14 Policy DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries) of the Local Plan Part 2: Development Sites and Policies Plan states – there will be a presumption against new residential development outside of the defined urban settlement boundaries (as identified on the Policies Map).
- 8.15 The site is clearly outside of the defined urban settlement boundary of Stubbington and Hill Head and the proposal is therefore contrary to Policies CS2, CS6 and CS14 of the adopted Core Strategy and Policy DSP6 of the adopted Local Plan Part 2: Development Sites and Policies Plan.

**c) Consideration of Policy DSP40: Housing Allocations**

8.16 Policy DSP40: Housing Allocations, of the Local Plan Part 2, states that:

*“Where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements of the Core Strategy (excluding Welborne) additional housing sites, outside the urban area boundary, may be permitted where they meet all of the following criteria:*

- i) The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;*
- ii) The proposal is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement;*
- iii) The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps;*
- iv) It can be demonstrated that the proposal is deliverable in the short term; and,*
- v) The proposal would not have any unacceptable environmental, amenity or traffic implications”.*

8.17 Each of these five bullet points are worked through in detail below.

**Policy DSP40 (i)**

8.18 The proposal, submitted in full detail, is for the construction of 206 dwellings. Having regard to the Council’s Five Year Housing Land Supply Position, the proposal would be relative in scale and make a significant contribution towards addressing this shortfall. The development proposal would therefore accord with part (i) of Policy DSP40.

**Policy DSP40 (ii)**

8.19 The site is located within the designated countryside but does lie immediately to the north and west of the Stubbington and Hill Head Urban Settlement Boundary, as defined in the Adopted Local Plan. Oakcroft Lane provides a strong and well-established northern perimeter to the settlement, which also includes designated public open space in the form of Crofton Cemetery to the western side of the site.

8.20 The site is located in a sustainable location in close proximity to local schools (Meoncross School, Crofton Secondary School, Baycroft School, Crofton Anne Dale Infant and Junior Schools, Crofton Hammond Infants and Junior Schools), Stubbington Village Centre, Stubbington Community Centre and Stubbington Health Centre. The proposal offers direct access to Peak Lane,

which is well served by local buses connecting the site to Fareham, Gosport, and the Western Wards, which include significant levels of employment provision. The application proposal includes a contribution towards improving the bus stops and shelters along Peak Lane to encourage greater use of the regular bus service along this route. This contribution would be secured through the Section 106 legal agreement. The site will connect directly to Peak Lane via the new dedicated access road. This in turn will provide good access to the Stubbington By-pass, which will provide easy vehicular access to the A27, connecting the site to the Segensworth and Whiteley employment areas.

- 8.21 Pedestrian and cycle connections with the remainder of Stubbington have been integrated into the proposals, connecting the site to Marks Tey Road, to the south and east of the site, providing further links to the remainder of the settlement beyond. It is also important to highlight that the Appeal Inspector for the nearby site at The Grange, considered that development at the northern end of Stubbington would be within a reasonable walking and cycling distance for future occupiers to existing services and facilities. The Inspector therefore considered that the location was sustainable for future residential development.
- 8.22 Having regard to the facilities available within Stubbington, the views of the Planning Inspector in respect of a nearby site, the connections to the wider pedestrian and cycling network that will be achieved, and the enhancement of the bus passenger facilities close to the site Officers consider that the site is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement. The proposal is therefore considered to accord with DSP40 (ii).

**Policy DSP40 (iii)**

- 8.23 Part (iii) of Policy DSP40 seeks to ensure that development is sensitively designed to reflect the character of the neighbouring settlement and to minimise any impact on the Countryside and Strategic Gaps. The earlier refused application was refused on this part of DSP40, resulting in reasons for refusal (ii) to (iv). How the current proposal has addressed these reasons is set out in the following paragraphs.
- 8.24 The planning application has been submitted in detail where detailed consideration of the design and appearance of the development, together with the proposed site layout can be considered. The proposal seeks to construct a development of approximately 27 dwellings per hectare (calculated from only the area south of Oakcroft Lane). This represents a reduction from 34 dwellings per hectare in the earlier application of 261 dwellings (a 21% reduction in number of dwellings) and is considered by Officers to be a more

sensitive level of density for an edge of settlement location. Reason for refusal (iv) highlighted the cramped nature of the earlier proposal. The lower density and mixed character of the proposal is now considered to be more respectful of the key characteristics of the neighbouring urban area, which would result in a high quality residential environment for future occupiers. Reason for refusal (iv) is considered to have been addressed.

- 8.25 Reasons for refusal (ii) and (iii) raised concerns regarding the visual impact of the development, largely as a result of the overall density of the development and in particular how it impacted on the edge of settlement location.
- 8.26 Landscape Consultants acting for the Council previously commented that the principle of the development of the site could be supportable, but significant care would be needed to ensure its edge of settlement location is carefully articulated with a robust landscaping belt to soften the appearance of the development when viewed across the open landscape to the north. The current proposal reflects this approach and has increased the level of landscaping around the periphery of the site, particularly on the western side, adjacent to the cemetery.
- 8.27 The development proposal comprises a wide range and mix of dwelling styles and types, including detached, semi-detached and terraced properties throughout the site, although lower density detached properties are more prevalent to the periphery of the site to soften the transition to the countryside to the north and west. The mature belt of poplar trees to the northern boundary of the site would be retained (with the exception of the site entrance) and would be re-enforced and enhanced with a generous landscaping belt along the northern and western boundaries.
- 8.28 It is considered the lower density, together with the mix of property styles and types and the greater level of boundary planting and landscaping throughout the site will result in a scheme which is considered to be sensitively designed, reflecting the prevailing character of the adjoining residential estates to the east and south. These matters together with various green corridors and interconnected green spaces within and around the development site will significantly enhance the landscape setting of the development. The changes made to the scheme would ensure the visual impact of the development on the immediate countryside setting around the site, and the living conditions of residents in the site will be significantly improved above the earlier application. Officers therefore consider that reasons for refusal (ii), (iii) and (iv) have been satisfactorily addressed.
- 8.29 In addition, the site is located within the designated Fareham- Stubbington Strategic Gap, where Policy CS22 highlights that development should not

impact on the integrity of the gap and the physical and visual separation of settlements. As highlighted above in paragraph 1.5, the earlier application was not refused by the Council because of harm to the Strategic Gap. The enhanced landscape screening along the northern periphery of the developed part of the site, and use of the land to the north of Oakcroft Lane as an ecological enhancement area would contribute towards ensuring that the physical and visual level of separation between Stubbington and Fareham would not be unacceptably compromised by the development, and would not therefore have an impact on the integrity of the Strategic Gap.

8.30 It is also important to highlight that the recent appeal decision for a development of 16 dwellings at The Grange (which is also in the designated countryside and Strategic Gap), was dismissed by a Planning Inspector solely for the reason of the impact on the designated sites around The Solent arising from increased nitrates. The Inspector considered that the development of the land north of Stubbington, and south of Oakcroft Lane was acceptable given the current five year housing land supply position, stating; *“the boundary of the development would be clearly defined by the cemetery, Ranvilles Lane and Oakcroft Lane”*. The Inspector further highlights that Policy CS22 (Strategic Gaps) does not exclude all development within the Strategic Gap, provided the physical and visual separation of Fareham and Stubbington would not be significantly affected (Appeal Decision for The Grange, reference: APP/A1720/W/19/3222404).

8.31 It is therefore considered that the proposal as now presented has addressed reasons for refusal (ii) and (iii) from the earlier application. The proposal is therefore considered to accord with part (iii) of DSP40, whilst also according with the provisions of Policy CS22.

**Policy DSP40 (iv)**

8.32 The applicants have stated in their supporting Planning Statement that the greenfield nature of the site would ensure that the site can be delivered immediately in the event that planning permission is granted. The applicant has also highlighted that they have the history and resources to ensure this development is expedited in the short term.

8.33 It is therefore considered that the proposal accords with part (iv) of DSP40.

**Policy DSP40 (v)**

8.34 The final text of Policy DSP40 requires that proposals would not have any unacceptable environmental, amenity or traffic implications. These are discussed in turn below:

### **Environment/Ecology**

- 8.35 The application has been supported by a number of ecological surveys, and each of these have been considered in detail by the Council's Ecologist. Reasons for refusal (ix), (x), (xi) and (xii) related to ecological impacts as a result of the earlier application. These related to impact on protected species, impact on the Brent goose and Solent Waders network, wildlife corridors and a net loss in biodiversity.
- 8.36 The land to the northern side of Oakcroft Lane is proposed for use as open space, and would comprise a wildflower meadow with scrapes to enhance its function as a 'secondary support area' for the waders and Brent geese that winter along the south coast, as identified in the Solent Waders and Brent Geese Strategy (October 2018). The land would be prepared by the applicant to the satisfaction of the Local Planning Authority, and then transferred to the Council with a maintenance contribution for the first 20 years. This would be secured via the Section 106 legal agreement.
- 8.37 The provision of a biodiversity enhancement area, with detailed mitigation measures in place to the north of Oakcroft Lane addresses reasons for refusal (ix), (x) and (xi). Reason for refusal (xi) is also addressed by the increased level of landscaping belts to the periphery of the southern part of the site. All these elements combine to address the impact on biodiversity loss, and the scheme now results in a measurable increase in biodiversity, addressing reason for refusal (xii). The development proposal now benefits from support from both the Council's Ecologist and Natural England, subject to a Section 106 Legal Agreement and suitably worded planning conditions.
- 8.38 The application has also been supported by a detailed Tree Protection Plan and Arboricultural Impact Assessment, which has been considered by the Council's Tree Officer who has raised no concerns regarding the proposed development and the potential impact on the adjacent trees. The eastern and southern boundaries of the site, which comprise lines of protected trees have, under the current application been provided with sufficient space to ensure they would be able to continue to grow without pressure from the neighbouring development, and without impeding light to the proposed dwellings.
- 8.39 Additionally, the retention of the trees and levels of separation to the periphery would ensure an almost continuous path around the perimeter of the site, with properties fronting the path offering a good level of natural surveillance. The scheme is therefore considered to be acceptable on arboricultural grounds and would also result in the planting of a considerable number of trees throughout the site, including tree lined avenues along the main spine road that runs north – south through the centre of the site. These measures ensure

the longevity of the protected trees, and addresses reason for refusal (xiii) of the earlier application.

- 8.40 The site is located within 5.6km of the Solent, and therefore the development is likely to have a significant effect on the following designated sites: Solent and Southampton Waters Special Protection Area and Ramsar Site, Portsmouth Harbour Special Protection Area and Ramsar Site, Solent and Dorset Coast Special Protection Area, Chichester and Langstone Harbours Special Protection Area and Ramsar Site, and the Solent Maritime Special Area of Conservation. These designations are collectively known as the Protected Sites around The Solent. Policy CS4 sets out the strategic approach to biodiversity in respect of sensitive protected sites and mitigation impacts on air quality. Policy DSP13 confirms the requirement to ensure that designated sites, sites of nature conservation value, protected and priority species populations and associated habitats are protected and where appropriate enhanced.
- 8.41 The Solent is internationally important for its wildlife. Each winter, it hosts over 90,000 waders and wildfowl including 10 per cent of the global population of Brent geese. These birds come from as far as Siberia to feed and roost before returning to their summer habitats to breed. There are also plants, habitats and other animals within The Solent which are of both national and international importance.
- 8.42 In light of their importance, areas within the Solent have been specifically designated under UK law, and comprise those designations set out above.
- 8.43 Regulation 63 of the Habitats and Species Regulations 2017 provides that planning permission can only be granted by a 'competent authority' if it can be shown that the proposed development will either not have a likely significant effect on designated Protected Sites or, if it will have a likely significant effect, that effect can be mitigated so that it will not result in an adverse effect on the integrity of the designated Protected Sites. This is done following a process known as an Appropriate Assessment. The competent authority (Fareham Borough Council in this instance) is responsible for carrying out this process, although they must consult with Natural England and have regard to their representations.
- 8.44 The application has also been supported by a Shadow Habitats Regulations Assessment prepared by the applicant's consultants which, together with the Council's Appropriate Assessment has been considered by Natural England. The key considerations for the assessment of the likely significant effects are set out below.

- 8.45 Firstly, in respect of Recreational Disturbance, the development is within 5.6km of The Solent SPAs and is therefore considered to contribute towards an impact on the integrity of the Protected Sites as a result of increased recreational disturbance in combination with other development in The Solent area. The applicant has agreed to make the necessary contribution towards the Solent Recreation Mitigation Partnership Strategy (SRMP), which would be secured via the Section 106 legal agreement, and therefore the Appropriate Assessment concludes that the proposals would not have an adverse effect on the integrity of the Protected Sites as a result of recreational disturbance in combination with other plans or projects.
- 8.46 Natural England has also highlighted that there is existing evidence of high levels of nitrogen and phosphorus in parts of The Solent with evidence of eutrophication. Natural England has further highlighted that increased levels of nitrates entering The Solent (because of increased amounts of wastewater from new dwellings) will have a likely significant effect upon the Protected Sites. As stated earlier in the Report, the proposed development will remove the land from agricultural use, and thereby mitigate the impact of nitrates from the development.
- 8.47 Natural England has further advised that the effects of emissions from increased traffic along roads within 200 metres of the Protected Sites also has the potential to cause a likely significant effect. The Council's Air Quality Habitat Regulations Assessment highlights that developments in the Borough would not, in combination with other plans and proposals, have a likely significant effect on air quality on the Protected Sites up to 2023, subject to appropriate mitigation.
- 8.48 Finally, in respect the impact on water quality, a nitrogen budget has been calculated in accordance with Natural England's 'Advice on Achieving Nutrient Neutrality for New Development in the Solent Region' (June 2020) which confirms that the development will result in a reduction of -153kg TN/year (with precautionary 20% budget) (Note: this was increased from -151kg due to the further loss of 3 dwellings from the scheme). Due to significant reduction in nitrates level, the scheme would make a significant contribution to reducing the amount of nitrates and phosphorus from entering the water environment. The scheme would also be subject to a planning condition which requires details to be submitted to and approved by the Council showing how the water usage within the dwellings of 110 litres per person per day can be achieved.
- 8.49 The Council has carried out an Appropriate Assessment and concluded, in conjunction with the applicant's submitted Shadow Habitat Regulations Assessment that the proposed development, which would take over 15ha of land out of agricultural use and subject to the water usage condition, will

ensure no adverse effects on the integrity of the Protected Sites either alone or in combination with other plans or projects. The development will result in a reduction of over 150kg TN/year of nitrates being discharged from the site. Natural England has been consulted and has agreed with the considerations of the Shadow HRA and the Council's findings, subject to the Council adopting the Shadow HRA. It is considered that the development would accord with the Habitat Regulations and complies with Policies CS4 and DSP13 and DSP15 of the adopted Local Plan. The application proposal is therefore considered to comply with point (v) – environmental impact of Policy DSP40, and in doing so satisfactorily addresses reasons for refusal (ix) to (xiii) from the earlier application.

### **Amenity**

- 8.50 In terms of the consideration of the amenity impact on the living conditions of neighbouring occupiers and future occupiers, it is considered, having regard to the advice in the Council's Adopted Design Guidance that the relative distances between the neighbouring properties and the nearest proposed dwellings (on the eastern boundary) would exceed the minimum distances sought and would not therefore have an unacceptable adverse impact on the living conditions of these occupiers.
- 8.51 Internally, the design and layout of the scheme ensures that all the proposed dwellings adhere to the minimum standards sought in the Council's adopted Design Guidance, in terms of garden lengths and levels of separation, and in many respects the standards exceed the minimum sought. In addition, the reduced density of the development when compared to the earlier proposal, results in significant additional levels of landscaping throughout the site, creating a more pleasant living environment for future occupiers.
- 8.52 In addition to the increased levels of landscaping within the public realm within the site, each property will also be provided with front gardens which are capable of accommodating a level of landscaping which will contribute to the softening of the residential environment and public realm. The increased level of landscaping also helps soften the car parking provision for the dwellings, which whilst in the majority of cases are located immediately adjacent to the host dwelling, all are bounded by landscaping to a reasonable level to ensure its longevity.
- 8.53 It is appreciated that parking courtyards can be poorly used, with residents preferring to park cars immediately adjacent to their properties. The scheme only provides one small parking courtyard, which also benefits from a good level of landscaping and providing direct access to the associated dwellings. The courtyard area also includes a landscaped public footpath running through the centre, increasing public use of the space and ensuring the area

is well used and does not become an unused, isolated part of the development proposal.

- 8.54 To the west of the site lies Crofton Cemetery, which is designated as an area of public open space within the Adopted Local Plan. At present, the cemetery benefits from a countryside setting, with open countryside to the immediate north, east and west. The southern boundary also forms parts of an established woodland which includes a public right of way linking the cemetery to the residential development of Marks Tey Road. The cemetery is currently separated from the site by a well-established hedgerow approximately 2 metres high, which with an open, undeveloped field beyond enhances the countryside setting of the cemetery. The current proposal, unlike the earlier application, seeks to respect the setting of the cemetery by providing a 10 - 15 metre wide landscaped belt along the western edge of the site, beyond which is the western perimeter road with houses beyond. This ensures a minimum of 25 metres of separation between the hedgerow of the cemetery and the front elevation of the neighbouring houses. Whilst the development of the site will ultimately change the setting of the cemetery, it is considered that the current proposal sufficiently ensures a level of separation which, together with additional landscape planting, would ensure the semi-rural, tranquil setting of the cemetery is maintained.
- 8.55 It is considered that the proposed layout and density of the development proposed would not have an unacceptable impact on the living conditions and environment of existing and future occupiers, has careful regard to the advice in the adopted Design Guidance and as a result would result in a good quality residential environment, offering good levels of landscaping, open space and private amenity spaces for the future residents. The development would therefore accord with Policies CS17, DSP2 and DSP3 of the adopted Local Plan and complies with point (v) of Policy DSP40.

### **Traffic**

- 8.56 In respect of the traffic related to the development proposal, the application is supported by detailed Transport Assessment and Travel Plan, both of which have been considered in detail by the Highway Authority who has raised no objection to the proposals. The earlier application was refused on several highway grounds relating to reasons (v), (vi), (vii) and (viii).
- 8.57 The application proposal will be accessed from a new linked service road into the site directly onto Peak Lane, north of the existing Oakcroft Lane junction. The access road will cross Oakcroft Lane at the northern end of the site where to the east, Oakcroft Lane will be closed off, creating a no through road for the occupiers of Three Ways Close (to the immediate east of the site). There will be a new westward junction from the new link road onto Oakcroft Lane,

maintaining the east-west connection between Peak Lane and Titchfield Road (to the west of the site).

- 8.58 The proposal seeks to provide pedestrian and cycle links to the main urban areas of Stubbington, via links through Marks Tey Road. Officers are satisfied that the site is located in a sustainable location, and is within reasonable walking and cycling distances to a wide variety of local services and facilities, and the development of the site could be integrated into the public transport network, which presently links Stubbington and Hill Head to Fareham, Gosport and the Western Wards, which in turn provide rail links to Portsmouth to the east, and Southampton to the west, and beyond. .
- 8.59 The Appeal Inspector for the scheme at The Grange considered the location of that site in relation to the services and facilities in Stubbington, commenting that *“The site has reasonably good access to local services and facilities which would reduce the reliance of future residents to be dependent on a private vehicle for all journeys”*. Given the relative proximity of The Grange to the application site, it is considered that the site is sustainably located.
- 8.60 A number of junctions have been modelled to assess the likely impact, including the site access with Peak Lane, Peak Lane/Longfield Avenue/Rowan Way roundabout, Ranvilles Lane/A27 and the proposed Bypass/Peak Lane. These junctions have been considered using a variety of scenarios including other potential developments and the implementation of the by-pass.
- 8.61 The Highway Authority has reviewed all the modelling that has been undertaken, and subject to works to several junctions in the vicinity of the site, they have raised no objection. The junction improvement works would be subject to a separate Section 278 legal agreement with Hampshire County Council which would be secured through the Section 106 legal agreement. The proposed highway modelling and minor junction improvement works demonstrate that there is sufficient capacity in the highway network to accommodate the development. Therefore, subject to these works being secured through the Section 106 legal agreement, the current proposal satisfactorily addresses reasons for refusal (v) and (vi) from the earlier application.
- 8.62 In addition to the modelling of the junctions, the Highway Authority has raised a number of detailed concerns regarding the internal roads. All of the detailed matters raised by the Highway Authority were addressed in the most recently submitted site layout plan, and therefore Officers consider that these matters have been satisfactorily resolved, and will not result in detriment to highway safety within the site.

- 8.63 All dwellings proposed include off-street car parking which accords with the Council's adopted Residential Car Parking Standards, and the site provides 41 visitors car parking spaces, spread throughout the site. It is therefore considered that the car parking arrangements will be suitable for existing and future occupiers, ensuring a safe living environment for future occupiers.
- 8.64 Additionally, the applicant has agreed to provide every property with direct, on-site car parking provision electric car charging points. Where properties do not have direct on-site car parking, a number of visitors car parking spaces throughout the site, including within the visitors spaces near those properties, will also be provided with rapid car charging stations, ensuring close to home charging for all future residents within the estate.
- 8.65 The Travel Plan, submitted with the planning application has also been considered by the Hampshire County Council's Travel Plan team, and no concerns have been raised, subject to securing the Travel Plan through the Section 106 Legal Agreement. The Travel Plan includes undertaking improvements to bus stops along Mays Lane, to enhance their suitability and encourage greater use by residents. The Travel Plan is proposed to be secured through the Section 106 legal agreement.
- 8.66 It is therefore considered that the proposals are acceptable in highway safety terms and would not have a significant impact on the existing and future occupiers or result in additional undue burden on the local road network. The proposals are considered to accord with point (v) – traffic implications of Policy DSP40, a subsequently addresses reasons for refusal (v) to (viii) from the earlier planning application.

#### **DSP40 Summary**

- 8.67 In summary therefore, the proposed development fully accords with the five criteria of Policy DSP40 of the adopted Local Plan.

#### **d) Other Matters:**

##### **Affordable Housing**

- 8.68 The development proposes the provision of 40% affordable housing (82.4 dwellings) and Officers have considered that the level set out is appropriate, with 82 dwellings being provided on site, with the remaining 0.4 unit being provided as an off-site financial contribution. The Council's Affordable Housing Officer considers that the level of on-site provision is acceptable and that the provision of 82 units will make a good contribution toward the affordable housing needs of the Borough. The affordable housing provision will be secured by a Section 106 Legal Agreement, and the type, size, mix

and tenure of the proposed to be provided on site has been agreed with this Authority.

### **Stubbington By-Pass**

- 8.69 Works have now commenced on the construction of the Stubbington By-pass, following the government's approval of the scheme in May 2019, with the construction works expected to be completed in 2022. The Stubbington By-pass would be situated adjacent to the proposed area of open space, which would be subject to a conversion from farmland to an ecological enhancement area, promoting its use as a secondary support area for Solent waders and Brent Geese.

### **National Space Standards**

- 8.70 The application has been considered under the minimum national space standards. The Council's adopted Design Guidance highlights for internal space standards that *'the internal dimensions of a dwelling should seek to meet at least the minimum sizes set out in the National Technical Standards'*. Therefore, Policy CS17, from which the Design Guidance was established applies and developers should seek to meet these standards in order to adhere to the advice in the adopted Local Plan and to meet high quality design standards.
- 8.71 Following a detailed assessment of the proposed dwellings, it was identified that a number of the units did not comply with minimum total floor areas (measured as a Gross Internal Area (GIA)), nor achieve minimum bedroom sizes. Subsequently amended house types were submitted, and the current proposal ensures that all the dwellings and flats accord with the minimum Gross Internal Areas sought by the nationally described space standards.
- 8.72 There remain a number of units which have single bedrooms marginally below the minimum sought floor area of 7.5sqm (which must include one width of at least 2.15m). Those bedrooms have been assessed and affect two house types, the '4BH' (4 units) and the 'Hanbury' (29 units). The smallest bedroom in the '4BH' measures approximately 6.9sqm and the smallest bedroom in the 'Hanbury' measures approximately 6.75sqm. Both bedrooms meet the minimum 2.15m width and are only marginally below the minimum sought. The 'Hanbury' does include a separate study adjacent to the smallest bedroom which could be incorporated to ensure these bedrooms comply with the minimum standard.
- 8.73 These bedrooms are only 0.6sqm and 0.75sqm below the minimum standard whilst the properties themselves exceed the required minimum GIA for properties of their size. A letter of support for this has been received from the applicant's Registered Provide, Sage Housing, who has confirmed that the

properties and their bedroom sizes are acceptable to them and would not discourage them from taking on the properties or the likely demand for selling/letting out the properties. Officers have had regard to the bedroom sizes and the fact that the properties exceed the minimum floor area, and as such considers the scheme to accord with the requirements of the adopted Design Guidance and is therefore acceptable.

### **Flood Risk and Climate Change**

- 8.74 The site is located wholly within Flood Zone 1, where there is considered to be a low risk from flooding. The earlier planning application was refused on flood risk grounds due to the lack of consideration of the scheme from climate change (reason for refusal (xiv)). The current application has been supported by detailed flood risk assessments and drainage strategies. These have been assessed by both the Environment Agency and Hampshire County Council as the Lead Local Flood Authority. Both Authorities have raised no objection, as the updated assessments submitted have regard to the potential implications from climate change. Subsequently reason for refusal (xiv) has been satisfactorily addressed.
- 8.75 In addition, reason for refusal (xvi) related to the long-term maintenance of the on site Sustainable Urban Drainage System. Details of this are subject to condition on the current application and therefore reason for refusal (xiv) can be satisfactorily addressed.

### **Impact on Heritage Assets**

- 8.76 The proposed development area of site is located over 110 metres to the northeast of Crofton Old Church, a Grade II\* Listed Building. Views from the development site to the Church are largely obscured by the intervening woodland. However, the earlier application included housing development immediately adjacent to the western boundary hedgerow with the cemetery. This resulted in a greater prominence of the development to the adjacent cemetery and would have had a greater impact on the setting of the Church. The current proposal includes a significant landscaped strip along the western boundary. This change has reduced the impact and lowered the concern raised by Historic England to 'low'. No objection has been raised by the Council's Conservation Planner.
- 8.77 Further, having regard to the relevant advice in the National Planning Policy Framework (NPPF), the low level of impact considered by Historic England needs to be balanced against the response of the Council's Conservation Planner who raised no concerns, given the level of separation between the site and the Church. Paragraph 196 of the NPPF highlights that where development proposals would lead to less than substantial harm, the harm should be weighed against the public benefits. The scheme would provide

206 dwellings and make a noticeable contribution towards the current HLS shortfall, whilst also being sufficiently far enough away that it would not dominate the character or appearance of the immediate or wider setting of the listed buildings. Having regard to the above, Officers consider there would be no harm caused to the setting of the listed buildings and is therefore considered acceptable, and the changes made to the development ensure the scheme satisfactorily addresses reason for refusal (xv) from the earlier application.

- 8.78 In applying the statutory tests required under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990, it is considered that the proposed works would preserve the setting of Crofton Old Church and The Manor House. It is therefore considered that the development proposal accords with Policies CS17 and DSP5 of the Local Plan.

#### **Loss of Agricultural Land**

- 8.79 The land to the south of Oakcroft Lane is classified as Grade 3b (moderate quality) Agricultural Land, with the land north of Oakcroft Lane classified as a mixture of Grade 3b and Grade 2 (best and most versatile) Agricultural Land. Policy CS16 seeks to prevent the loss of the best and most versatile agricultural land.
- 8.80 The entire area would be taken out of agricultural use, with the lower graded land subject to the residential development and the best and most versatile land converted to a biodiversity enhancement area. The loss of the Grade 3b land is acceptable and is only considered capable of producing a moderate yield of a narrow range of crops. The loss of the Grade 2 land is regrettable and results in a conflict with Policy CS16. The field is relatively limited in size and is already being dissected by the Stubbington By-pass. Whilst its loss must be considered in the Planning Balance, the loss of the land from agricultural use was not raised as a reason for refusal in the earlier application proposal.

#### **e) The Planning Balance:**

- 8.81 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

*“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”.*

8.82 Paragraph 11 of the NPPF clarifies the presumption in favour of sustainable development in that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:

- The application of policies in the Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or
- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

8.83 The approach detailed within the preceding paragraph, has become known as the 'tilted balance' in that it tilts the planning balance in favour of sustainable development against the Development Plan.

8.84 The site lies outside of the defined urban settlement boundary and the proposal does not relate to agriculture, forestry, horticulture or required infrastructure. The principle of the proposed development of the site would be contrary to Policies CS2, CS6 and CS14 of the Core Strategy and Policy DSP6 of the Local Plan Part 2: Development Sites and Policies Plan.

8.85 The site also lies within the Stubbington to Fareham Strategic Gap, where it is important that development should not significantly affect the integrity of the Gap and the physical and visual separation of the settlements. The location of the site is immediately north and west of the existing urban area of Stubbington, and the part of the site proposed to be developed is bounded by the northern perimeter road of the settlement which is considered to contribute to the containment of the site. The development would not have a significant effect on the overall integrity of the Gap and the physical and visual separation of settlements. This conclusion was also reached by the Appeal Inspector in the determination of the appeal for the scheme of 16 dwellings at The Grange to the west of the site.

8.86 Officers have carefully assessed the proposals against Policy DSP40: Housing Allocations, which is engaged as this Council cannot demonstrate a 5YHLS. Officers have also given due regard to the updated 5YHLS position report presented earlier to the Planning Committee and the Government steer in respect of housing delivery. It is acknowledged that the proposal would make a significant contribution to the shortfall of houses in the Borough and would be relative in scale to the current shortfall, and thereby accord with point (i) of the Policy DSP40.

- 8.87 In addition, the proposal accords with points (ii), (iii) and (v) of Policy DSP40, in that it would be sustainably located and can be well integrated with the neighbouring settlement (point (ii) of DSP40). The development results in 55 fewer dwellings than the earlier planning application in turn resulting in a lower density scheme, which is considered to have been sensitively designed to minimise the visual appearance of the development from the immediate surrounding countryside and would not compromise the integrity of the Strategic Gap. The additional landscaping proposed, and wider street layout relates well to its edge of settlement location (point (iii) of DSP40).
- 8.88 In respect of environmental, amenity and traffic issues (including ecological mitigation), Officers are satisfied that these issues have been appropriately addressed in the submitted application, subject to appropriate conditions, the Section 106 legal agreement and habitat mitigation. The scheme will result in a net gain in biodiversity and safeguard all the land between Oakcroft Lane and the Stubbington by-pass for nature conservation and ensures no unacceptable adverse impact on the living conditions of existing and future residents. Further, the impact on the wider highway network has been carefully considered by Hampshire County Council who consider that the proposal would not have a significant impact on existing and future occupiers in terms of highway safety (point (v) of DSP40) subject to identified mitigation being secured.
- 8.89 Further, the low grading of the agricultural land to the south of Oakcroft Lane means its loss from agricultural use would not impact on the best and most versatile land elsewhere in the Borough. The best and most versatile agricultural land to the north of Oakcroft Lane would be lost, and therefore is considered to conflict with Policy CS16. This land has already been impacted by the route of the by-pass, and its use as a biodiversity enhancement area would contribute significantly to the wider Solent waders and Brent goose network.
- 8.90 In balancing the objectives of adopted policy which seeks to restrict development within the countryside and prevent the loss of the best and most versatile agricultural land alongside the shortage of housing supply, Officers acknowledge that the proposal could deliver an increase of 206 dwellings in the short term. The contribution the proposed scheme would make towards boosting the Borough's housing supply is substantial and would make a material contribution in light of the Council's current 5YHLS shortfall.
- 8.91 There is a conflict with development plan policies CS14 and CS16 which would ordinarily result in this proposal being considered unacceptable. Ordinarily CS14 would be the principal policy such that a scheme in the countryside should be refused. However, in light of the Council's lack of a

five-year housing land supply, development plan policy DSP40 is engaged and Officers have considered the scheme against the criterion therein. The scheme is considered to satisfy the five criteria and in the circumstances Officers consider that more weight should be given to this policy than CS14 such that, on balance, when considered against the development plan as a whole, the scheme should be approved.

8.92 In undertaking a detailed assessment of the proposals throughout this report and applying the 'tilted balance' to those assessments, Officers consider that:

- (i) There are no policies within the National Planning Policy Framework that protects areas or assets of particular importance which provide a clear reason for refusing the development proposed, particularly when taking into account that any significant effect upon Special Protection Areas can be mitigated through a financial contribution towards the Solent Recreation Mitigation Strategy; and,
- (ii) Any adverse impacts of granting planning permission would not significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole.

8.93 Having carefully considered all material planning considerations, Officers recommend that planning permission should therefore be granted subject to the imposition of appropriate planning conditions, and subject to the completion of a Section 106 legal agreement.

## **9.0 Recommendation**

- i) Confirm the applicant's document titled Shadow Habitat Regulations Assessment September 2020 and the Council's Appropriate Assessment titled 'Land West of Crofton Cemetery HRA and AA, together comprise the Council's Habitat Regulations Assessment:
- ii) delegate to the Head of Development Management to make any minor modifications to the proposed conditions or heads of term,  
  
And,
- iii) the applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council in respect of the following:

- a. To secure a financial contribution totalling £565,500 towards off site highway and public rights of way works;
- b. To secure the provision of highway improvements to be delivered by the developer through a Section 278 agreement with the Highway Authority;
- c. To secure the implementation of the Framework Travel Plan;
- d. To secure a financial contribution towards the Solent Recreation Mitigation Strategy (SRMS);
- e. To secure the provision of affordable housing on-site at an overall level of 40% and in line with the following size and tenure split:

Affordable Rent Units:	
1 bed dwellings	4
2 bed dwellings	24
3 bed dwellings	18
4 bed dwellings	4
Intermediate Units:	
2 bed dwellings	18
3 bed dwellings	14

- f. To secure a contribution of £978,444 towards education infrastructure and £42,000 for the provision of school travel plans and monitoring fees;
  - g. To secure the implementation of the Ecological Mitigation Land (land north of Oakcroft Lane) in accordance with details provided, after which the transfer of the land to Fareham Borough Council and the payment of £331,975 for the long-term maintenance and management of the land;
  - h. To secure the laying out, maintenance and future management arrangements of on-site routes, common space and open space within the development site, and to make the land available for public use;
  - i. To secure the provision of a Locally Equipped Area of Play (LEAP) within the site, and to make the area available for public use
- iv) GRANT PLANNING PERMISSION, subject to the following planning conditions:

1. The development hereby permitted shall commence within eighteen months from the date of this decision.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development hereby permitted shall be carried out strictly in accordance with the following drawings/documents:

- a) Location Plan (Drawing: A-02-001-LP);
- b) Site Layout (Drawing: A-02-015-SL Rev I);
- c) Tenure Plan (Drawing: A-02-010-TP Rev K);
- d) Building Heights (Drawing: A-02-012-BH Rev I);
- e) Boundary Treatments (Drawing: A-02-013-BT Rev I);
- f) North Oakcroft Lane Strategy (Drawing: PERSC22805 20);
- g) Habitat Plan (Drawing: PERSC22805 15 Sheet 1);
- h) Habitat Plan (Drawing: PERSC22805 15 Sheet 2);
- i) Tree Protection Plan (Drawing: PRI21504-03A Sheet 1 of 2);
- j) Tree Protection Plan (Drawing: PRI21504-03A Sheet 2 of 2);
- k) Swept Path Analyses (1 of 2) (Drawing: SPA-001 Rev A);
- l) Swept Path Analyses (2 of 2) (Drawing: SPA-002 Rev A);
- m) Swept Path Analyses (3 of 4) (Drawing: SPA-003);
- n) Swept Path Analyses (4 of 4) (Drawing: SPA-004);
- o) Substation Plans and Elevations (Drawing: SUB-001);
- p) Junction Visibility Splays (1 of 3) (Drawing: VS-001);
- q) Junction Visibility Splays (2 of 3) (Drawing: VS-002);
- r) Junction Visibility Splays (3 of 3) (Drawing: VC-003);
- s) Carleton (Drawing: CAR-001);
- t) Carleton – Type B (Drawing: CAR-002);
- u) Carleton – Tile hanging (Drawing: CAR-003);
- v) Charnwood Corner (Drawing: CHARN-C-001);
- w) Charnwood Corner – Type B (Drawing: CHARN-C-002);
- x) Charnwood Corner – WB (Drawing: CHARN-C-003);
- y) Charnwood Corner – Flint (Drawing: CHARN-C-004);
- z) Charnwood Corner – Bay (Drawing: CHARN-C-005);
- aa) Charnwood Corner – Bay Type B (Drawing: CHARN-C-006);
- bb) Dalby (Drawing: DALB-001);
- cc) Dalby (Drawing: DALB-002);
- dd) Single Garage (Drawing: Gar-001 Rev B);
- ee) Twin Garage (Drawing: Gar-002 Rev B);
- ff) Double Garage (Drawing: Gar-003 Rev B);
- gg) Greenwood (Drawing: GWD-001);
- hh) Greenwood Corner (Drawing: Gwd-C-001);
- ii) Haldon (Drawing: HAL-001);

jj) Haldon HA (Drawing: Hal-001);  
kk) Haldon HA MID (Drawing: HAL-HA-002);  
ll) Haldon HA END (Drawing: HAL-HA-003);  
mm) Haldon HA Type B (Drawing: HAL-HA-004);  
nn) Haldon HA Type B (Drawing: HAL-HA-005);  
oo) Haldon HA Type B (Drawing: HAL-HA-006);  
pp) Hanbury (Drawing: Han-001 Rev D);  
qq) Hanbury Type B (Drawing: Han-002 Rev D);  
rr) Hanbury Tile Hanging (Drawing: Han-003 Rev C);  
ss) Hanbury TH Mid (Drawing: Han-004 Rev C);  
tt) Hanbury TH – HIP (Drawing: Han-005 Rev B);  
uu) Hanbury – Barn Hip (Drawing: Han-006 Rev B);  
vv) Hanbury Corner (Drawing: Han-C-HA-001 Rev D);  
ww) Hanbury Corner – Type B (Drawing: Han-Cnr-002 Rev D);  
xx) Hanbury Corner – TH (Drawing: Han-Cnr-003 Rev C);  
yy) Hanbury Corner – Hip (Drawing: Han-Cnr-004 Rev B);  
zz) Hanbury Corner (Drawing: Han-Cnr-005 Rev A);  
aaa) Hanbury – HA (Drawing: HAN-HA-001 Rev A);  
bbb) Hanbury – HA (Drawing: HAN-HA-002 Rev A);  
ccc) Rendlesham HA MID (Drawing: REN-HA-002 Rev A);  
ddd) Rendlesham HA END (Drawing: REN-HA-003 Rev A);  
eee) Rendlesham HA Tile Hanging (Drawing: REN-HA-004 Rev A);  
fff) Sherwood (Drawing: SHER-001);  
ggg) Whinfell (Drawing: WHIN-001);  
hhh) Whinfell Type B (Drawing: WHIN-002);  
iii) Whinfell MID (Drawing: WHIN-003);  
jjj) Whinfell Type C (Drawing: WHIN-004);  
kkk) Whinfell Type D (Drawing: WHIN-005);  
lll) Whiteleaf (Drawing: WHLF-001 Rev A);  
mmm) Whiteleaf – WB Hipped (Drawing: WHLF-002);  
nnn) Windermere (Drawing: WIN-001);  
ooo) Windermere Type B (Drawing: WIN-002);  
ppp) Windermere Tile Hanging (Drawing: WIN-003);  
qqq) Windermere Tile Hanging V2 (Drawing: WIN-004);  
rrr) Windermere v2 (Drawing: WIN-005);  
sss) Windermere v2 Flint (Drawing: WIN-006);  
ttt) 4 x 1 Bed flats (Drawing: 4x 1bf-001 Rev A);  
uuu) 4 x 1 Bed flats (Drawing: 4x 1bf-002 Rev B);  
vvv) 4620a (Drawing: 4620a-001 Rev B);  
www) 4620a v2 (Drawing: 4620a-002);  
xxx) Bond (Drawing: BON-001 Rev B);  
yyy) Bond V2 (Drawing: BON-002);  
zzz) Knightsbridge (Drawing: KNI-001 Rev B);  
aaaa) Knightsbridge – Weather board (Drawing: KNI-002 Rev B);

bbbb) Marlborough (Drawing: MARL-001 Rev B);  
cccc) Marlborough – Weather board (Drawing: MARL-002 Rev B);  
dddd) Marlborough (Drawing: MARL-003 Rev A);  
eeee) Marylebone (Drawing: MAR-001 Rev B);  
ffff) Marylebone V2 (Drawing: MAR-002);  
gggg) Single Garage (Drawing: GAR-004 Rev A);  
hhhh) Twin Garage (Drawing: GAR-005 Rev A); and,  
iiii) Double Garage (Drawing: GAR-006 Rev A).  
REASON: To avoid any doubt over what has been permitted.

3. The development hereby permitted shall be undertaken in accordance with the materials and finishes as specified on Drawing A-02-011-MP Rev J (Materials Plan) and the submitted Schedule of Materials (dated February 2021). There shall be no deviation from these materials and finishes unless otherwise first agreed in writing with the Local Planning Authority.  
REASON: In the interests of visual amenity.

4. No part of the development hereby approved shall be occupied until the boundary treatment relating to it, as shown on Drawing A-02-013-BT Rev I (Boundary Treatment), has been fully implemented. The boundary treatment shall thereafter be retained at all times unless otherwise first agreed in writing with the Local Planning Authority.  
REASON: To protect the privacy of the occupiers of the neighbouring property, to prevent overlooking, and to ensure that the development harmonises well with its surroundings.

5. No dwelling hereby approved shall be first occupied until detailed plans and proposals have been submitted to the Local Planning Authority for approval showing:

- (i) Refuse bin storage (sufficient for 2no. 140 litre wheeled bins);
- (ii) Secure cycle storage.

The cycle storage required shall take the form of a covered building or other structure available on a 1 to 1 basis for each dwellinghouse hereby permitted. Once approved, the storage shall be provided for each dwellinghouse before the dwellinghouse to which it relates is first occupied, and shall thereafter be retained and kept available for the stated purpose.

REASON: To encourage non-car modes of transport and to ensure proper provision for refuse disposal.

6. No development shall take place until details of the width, alignment, gradient and type of construction proposed for any roads, footways and/or access(es), including all relevant horizontal and longitudinal cross sections showing the

existing and proposed ground levels, together with details of street lighting (where appropriate), the method of disposing of surface water, and details of a programme for the making up of roads and footways, have been submitted to and approved by the Local Planning Authority in writing. The development shall be subsequently carried out in accordance with the approved details.

REASON: To ensure that the roads are constructed to a satisfactory standard. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

7. No dwelling hereby permitted shall be first occupied until it has a direct connection, less the final carriageway and footway surfacing, to an existing highway. The final carriageway and footway surfacing shall be commenced within three months and completed within six months from the commencement of the penultimate building or dwelling for which permission is hereby granted. The roads and footways shall be laid out and made up in accordance with the approved specification, programme and details.

REASON: To ensure that the roads and footways are constructed in a satisfactory manner.

8. No dwelling, hereby approved, shall be first occupied until the approved parking and turning areas (where appropriate) for that property have been constructed in accordance with the approved details and made available for use. These areas shall thereafter be kept available for the parking and turning of vehicles at all times unless otherwise first agreed in writing by the Local Planning Authority following the submission of a planning application for that purpose.

REASON: In the interests of highway safety.

9. None of the development hereby permitted shall be occupied, or by such time as shall be agreed in writing with the Local Planning Authority, until the visitor parking spaces marked on the approved plan, and sufficient to serve that part of the overall development completed at that time, have been provided on site and these spaces shall be subsequently retained at all times.

REASON: The car parking provision on site has been assessed in the light of the provision of visitor parking spaces so that the lack of these spaces may give rise to on street parking problems in the future.

10. No dwelling hereby permitted shall be first occupied until the visibility splays at the junction of the estate road/access with the existing highway have been provided in accordance with the approved details. The visibility splays shall thereafter be kept clear of obstruction (nothing over 0.6m in height) at all times.

REASON: In the interests of highway safety

11. No development hereby permitted shall proceed beyond damp proof course (dpc) level until details, including location, type and technical specification of how electric vehicle charging points will be provided at the following level have been submitted to and approved by the local planning authority in writing:

a) Five dual Electric Vehicle (EV) charge points throughout the site to serve the visitors car parking spaces to serve the dwellings without on-plot charging points;

b) One Electric Vehicle (EV) charging point per dwelling, where parking is provided on plot which is contiguous with its associated dwelling.

The development shall be carried out in accordance with the approved details. Any deviation from these requirements must be submitted to and approved in writing by the Local Planning Authority.

REASON: To promote sustainable modes of transport, to reduce impacts on air quality arising from the use of motorcars and in the interests of addressing climate change.

12. The development hereby permitted shall proceed in accordance with the measures detailed within Section 5 of the Ecological Impact Assessment (ECOSA Ltd, revised September 2020), Ecological Management Plan (ECOSA Ltd, revised September 2020) and the Shadow Habitat Regulations Assessment (ECOSA Ltd).

REASON: To ensure the protection of habitats, species, and designated sites and their supportive network of habitats.

13. No development above damp proof course level shall continue until a scheme of lighting (during operational life of the development), designed to minimise impacts on wildlife, particularly bats, has been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details.

REASON: In order to minimise impacts of lighting on the ecological interest of the site.

14. The development hereby permitted shall be undertaken in accordance with the submitted Archaeological Written Scheme of Investigation (Cotswold Archaeology, dated September 2020 ref: AN0223), unless otherwise first agreed in writing by the Local Planning Authority.

REASON: To ensure that any archaeological features discovered on site are adequately protected.

15. No development shall take place until details of sewerage and surface water drainage works to serve the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The drainage schemes shall be in general accordance with the submitted Flood Risk Assessment (ref: AMc/19/0161/5909 Rev B, dated March 2019 and plans 5909-05E and 5909-25D), Surface Water Drainage Calculations (ref: AMc/20/MD/5909, dated September 2020).  
REASON: In order to ensure satisfactory disposal of sewage and surface water from the site.
16. The development hereby permitted shall be undertaken in accordance with the provisions set out within the Arboricultural Impact Assessment and Method Statement (prepared by ACD, ref PER21504aia-amsA, dated May 2020).  
REASON: To ensure that the trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability during the construction period.
17. No development shall take place until the tree protection measures as shown on PER21504-03A (Sheets 1 and 2) have been installed and shall thereafter be retained for the full duration of works or until such time as agreed in writing with the Local Planning Authority. No activities, nor material storage, nor placement of site huts or other equipment what-so-ever shall take place within the fencing without the prior written agreement of the Local Planning Authority.  
REASON: To ensure that the trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability during the construction period.
18. No development take place until details of the internal finished floor levels of all of the proposed buildings in relation to the existing and finished ground levels on the site and the adjacent land have been submitted to and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.  
REASON: To safeguard the character and appearance of the area and to assess the impact on nearby residential properties. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.
19. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential contamination are encountered, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before an

investigation and risk assessment of the identified material/ ground conditions has been undertaken and details of the findings along with a detailed remedial scheme, if required, has been submitted to and approved in writing by the Local Planning Authority. The remediation scheme shall be fully implemented and shall be validated in writing by an independent competent person as agreed with the LPA prior to the occupation of the unit(s).

REASON: To ensure that any potential contamination of the site is properly taken into account before development takes place.

20. Development shall be carried out in accordance with the recommendations set out within Paragraph 15.4 within the submitted acoustic report ref: SA-5785-3 dated April 2020.

REASON: In the interests of residential amenity.

21. None of the residential units hereby permitted shall be occupied until details of water efficiency measures to be installed in each dwelling have been submitted to and approved in writing by the Local Planning Authority. These water efficiency measures should be designed to ensure potable water consumption does not exceed an average of 110 litres per person per day. The development shall be carried out in accordance with the approved details.

REASON: In the interests of preserving water quality and resources.

22. No work on site relating to the construction of any of the development hereby permitted (Including works of demolition or preparation prior to operations) shall take place before the hours of 0800 or after 1800 Monday to Friday, before the hours of 0800 or after 1300 Saturdays or at all on Sundays or recognised bank and public holidays, unless otherwise first agreed in writing with the Local Planning Authority.

REASON: To protect the occupiers of nearby residential properties against noise and disturbance during the construction period.

23. No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority (LPA). The Construction Management Plan shall address the following matters:

a) How provision is to be made on site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;

b) the measures the developer will be implementing to ensure that operatives'/contractors/sub-contractors' vehicles and/or construction vehicles are parked within the planning application site;

c) the measures for cleaning the wheels and underside of all vehicles leaving the site;

d) a scheme for the suppression of any dust arising during construction or clearance works;

e) the measures for cleaning Oakcroft Lane, Mays Lane and Peak Lane to ensure that they are kept clear of any mud or other debris falling from construction vehicles, and

f) the areas to be used for the storage of building materials, plant, excavated materials and huts associated with the implementation of the approved development.

The development shall be carried out in accordance with the approved CMP and areas identified in the approved CMP for specified purposes shall thereafter be kept available for those uses at all times during the construction period, unless otherwise agreed in writing with the LPA. No construction vehicles shall leave the site unless the measures for cleaning the wheels and underside of construction vehicles are in place and operational, and the wheels and undersides of vehicles have been cleaned.

REASON: In the interests of highway safety and to ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

24. No materials obtained from site clearance or from construction works shall be burnt on the site.

REASON: In the interests of residential amenity.

25. The development hereby permitted shall proceed in accordance with the detailed landscaping scheme comprising drawings:

- a. Landscape Proposals (Drawing: PERSC22805 11 Sheet 1 Rev D);
- b. Landscape Proposals (Drawing: PERSC22805 11 Sheet 2 Rev D);
- c. Landscape Proposals (Drawing: PERSC22805 11 Sheet 3 Rev D);
- d. Landscape Proposals (Drawing: PERSC22805 11 Sheet 4 Rev D);
- e. Landscape Proposals (Drawing: PERSC22805 11 Sheet 5 Rev D);
- f. Landscape Proposals (Drawing: PERSC22805 11 Sheet 6 Rev D);
- g. Landscape Proposals (Drawing: PERSC22805 11 Sheet 7 Rev D);
- h. Landscape Proposals (Drawing: PERSC22805 11 Sheet 8 Rev D);
- i. Landscape Proposals (Drawing: PERSC22805 11 Sheet 9 Rev D);

j. Landscape Proposals (Drawing: PERSC22805 11 Sheet 10 Rev D);  
and,

k. Landscape Proposals (Drawing: PERSC22805 11 Sheet 11 Rev D).

Details of any variation from these approved landscaping proposals shall be submitted to and approved in writing by the Local Planning Authority.

REASON: In order to secure the satisfactory appearance of the development; in the interests of the visual amenities of the locality

26. The landscaping scheme approved under Condition 25 shall be implemented and completed within the first planting season following the commencement of the development or as otherwise agreed in writing with the Local Planning Authority and shall be maintained in accordance with the agreed schedule. Any trees or plants which, within a period of five years from first planting, are removed, die or, in the opinion of the Local Planning Authority, become seriously damaged or defective, shall be replaced, within the next available planting season, with others of the same species, size and number as originally approved.

REASON: To ensure the provision, establishment and maintenance of a standard of landscaping.

27. Prior to the installation of any street lighting, details of the location, height, luminaires and means of accessories to ensure lighting is kept away from mature trees and hedgerows shall be submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed and retained thereafter in accordance with the approved details.

REASON: To ensure the provision of suitable lighting within the site, in the interests of amenity.

28. No development hereby permitted shall proceed beyond damp proof course level until details of the finished treatment [and drainage] of all areas to be hard surfaced have been submitted to and approved by the Local Planning Authority in writing. The development shall thereafter be carried out in accordance with the approved details and the hard surfaced areas subsequently retained as constructed.

REASON: To secure the satisfactory appearance of the development

#### INFORMATIVES:

- a) Potentially contaminated ground conditions include: imported topsoil, made ground or backfill, buried rubbish, car parts, drums, containers or tanks, soil with extraneous items such as cement asbestos, builders rubble, metal fragments, ashy material, oily / fuel / solvent type smells from the soil, highly

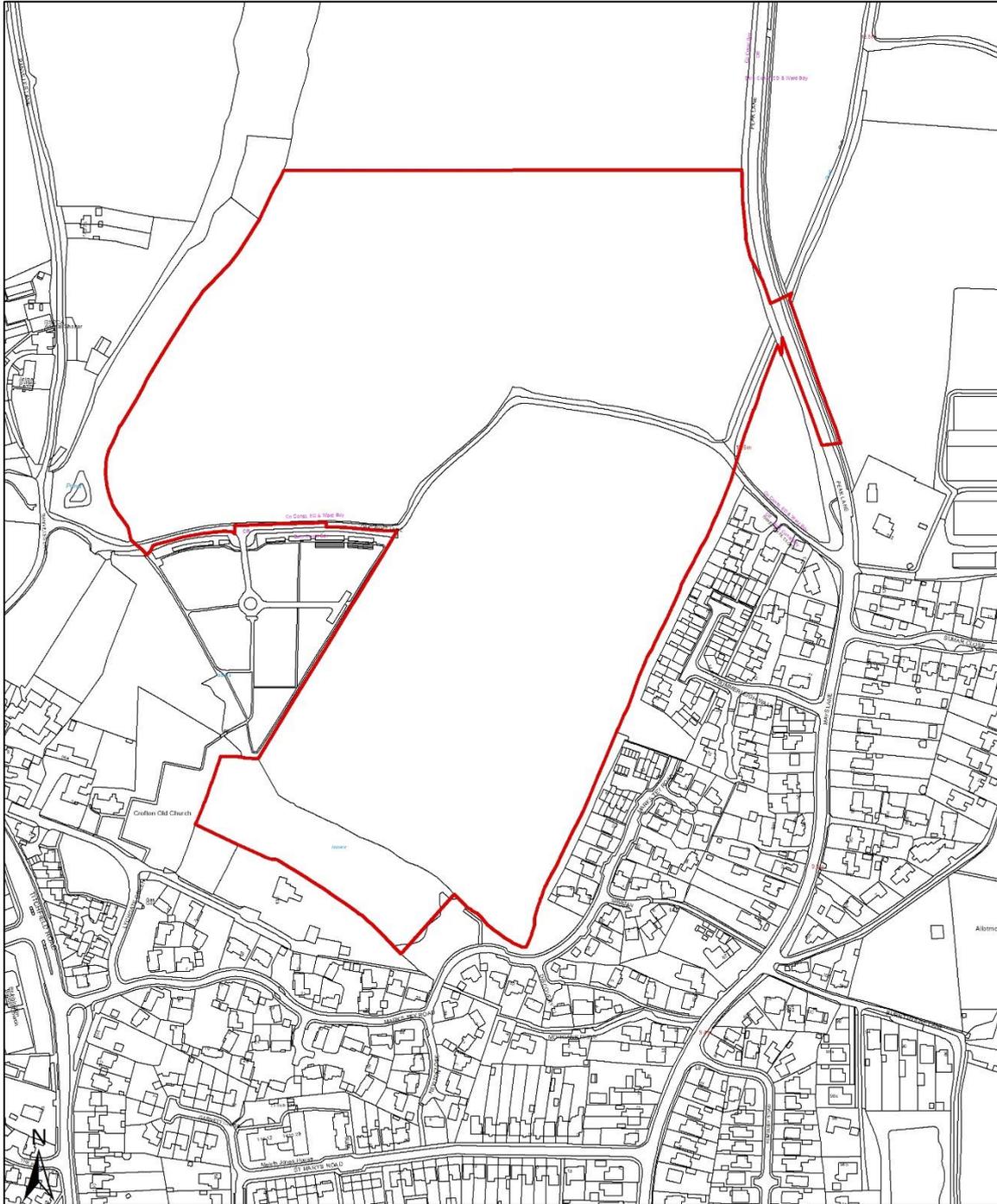
coloured material or black staining and liquid fuels or oils in the ground. If in any doubt please contact the Contaminated Land Officer on 01329 236100.

**11.0 Background Papers**

P/20/0522/FP

# FAREHAM

BOROUGH COUNCIL



Land E of Crofton Cemetery and W of Peak Lane

Scale 1:3,750

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## **UPDATES**

**for Committee Meeting to be held on 17/02/2021**

### **ZONE 1 – WESTERN WARDS**

(1.) P/20/0931/FP Park Gate

Edenholme, Duncan Road

1. An additional representation from April Rise (south of the site) has been received confirming that the boundary hedge along the southern boundary has been damaged. The representation requests that the hedge is retained.
2. The development will generate 0.75kg/N/year not 2.1 as stated in 8.23 of the report. The applicant has provided evidence to confirm that they have purchased 0.75 nitrate credits from the Hampshire and Isle of Wight Wildlife Trust therefore condition no. 3 is not required.

### **ZONE 2 – FAREHAM**

None

### **ZONE 3 – EASTERN WARDS**

(4.) P/20/0522/FP (Stubbington & Titchfield)

Land East of Crofton Cemetery and West of Peak Lane, Stubbington

- i) In respect of the Recommendation, Section 9.0, iii), e) with regard to the Heads of Term, in addition to the provision of 82 on site affordable dwellings, a financial contribution towards off-site provision equivalent to 0.4 units is also required.
- ii) A further 36 letters (from 34 addresses) from Third Parties have been received since the publication of the Committee Report. One letter was in support of the application, and the remaining letters were objections, although none raised any further matters than those listed in the Committee Report.

# FAREHAM

BOROUGH COUNCIL

## Minutes of the Planning Committee

(to be confirmed at the next meeting)

**Date:** Wednesday, 17 February 2021

**Venue:** Microsoft Teams Virtual Meeting

**PRESENT:**

Councillor N J Walker (Chairman)

Councillor I Bastable (Vice-Chairman)

**Councillors:** F Birkett, T M Cartwright, MBE, P J Davies, M J Ford, JP, Mrs C L A Hockley, L Keeble and R H Price, JP

**Also Present:** Councillor J S Forrest (Item 7 (4)) and Councillor Mrs K Mandry (Item 7 (4))



**1. APOLOGIES FOR ABSENCE**

There were no apologies of absence.

**2. MINUTES OF PREVIOUS MEETING**

RESOLVED that the minutes of the Planning Committee meetings held on 13 January 2021 and 20 January 2021 be confirmed and signed as a correct record.

**3. CHAIRMAN'S ANNOUNCEMENTS**

The Chairman made the following announcement:

*“Members will recall that I have provided updates at previous meetings regarding two judicial review claims; one relating to a development of 8 houses at Egmont Nurseries, Brook Avenue, and one relating to a development of 6 houses adjacent to 79 Greenaway Lane.*

*Starting first with the Brook Avenue claim, I have previously advised the Committee that the court has granted the claimant, Brook Avenue Residents Against Development, permission to proceed with a judicial review on all 8 grounds of challenge.*

*Turning to the Greenaway Lane case, the High Court initially refused permission for the claimant, Save Warsash and the Western Wards, to bring a judicial review claim on all grounds on 7 December 2020. I recently advised this Committee that the claimant had asked the court to reconsider whether to grant permission to bring the claim. The reconsideration by the Court took place at a hearing on 5 February 2021. At that hearing the court granted the claimant permission to proceed on 7 grounds of challenge (one ground relating to ‘apparent bias’ was not pursued by the Claimant).*

*The Greenaway Lane claim is to be heard consecutively with the Brook Avenue claim. The same judge will be hearing the two claims on account of the similarities between the two. The hearings for these two claims are due to be held from the 8 to 10 June, 2021.”*

**4. DECLARATIONS OF INTEREST**

There were no declarations of interest made at this meeting.

**5. DEPUTATIONS**

The Committee received a deputation from the following in respect of the applications indicated and were thanked accordingly.

Name	Spokespers on representing the persons listed	Subject	Supporting or Opposing the Application	Item No/ Application No/Page No	Dep Type

<b>ZONE 1</b>					
Mr David Newell (Agent)		EDENHOLME DUNCAN ROAD PARK GATE SO31 1BD – PROPOSED DEMOLITION OF EXISTING DWELLING AND ERECTION OF TWO DWELLING HOUSES AND CARPORTS	<b>Supporting</b>	7 (1) P/20/0931/FP Pg 30	<b>Written</b>
<b>ZONE 2</b>					
<b>ZONE 3</b>					
Mr M Hindry		THE GRANGE OAKCROFT LANE STUBBINGTON – DEVELOPMENT COMPRISING 9 DWELLINGS, TOGETHER WIT ACCESS, LANDSCAPING, CAR PARKING AND ASSOCIATED WORKS	<b>Opposing</b>	7 (2) P/19/0483/FP Pg 45	<b>Written</b>
Ms S Boyce		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr M Sennitt (Agent)		-Ditto-	<b>Supporting</b>	-Ditto-	<b>Written</b>
Mr M Hindry		THE GRANGE OAKCROFT KANE STUBBINGTON PO14 2EB – OUTLINE APPLICATION FOR THE PROVISION O UP TO 16 DWELLINGS AND TWO NEW VEHICULAR ACCESSES ONTO RANVILLES LANE AND THE RELOCATION OF THE EXISTING ACCESS ONTO OAKCROFT LANE	<b>Opposing</b>	7 (3) P/20/0418/OA Pg 73	<b>Written</b>

		(RE-SUBMISSION OF P/18/0263/OA)			
Ms S Boyce		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr M Sennitt (Agent)		-Ditto-	<b>Supporting</b>	-Ditto-	<b>Written</b>
Caroline Dineage (MP)		LAND EAST OF CROFTON CEMETERY AND WEST OF PEAK LANE STUBBINGTON – DEVELOPMENT COMPRISING 206 DWELLINGS, ACCESS ROAD FROM PEAK LANE MAINTAINING LINK TO OAKCROFT LANE, STPPING UP A SECTION OF OAKCROFT LANE (FROM OLD PEAK LANE TO ACCES ROAD), WITH CAR PARKING, LANDSCAPING, SUB-STATION, PUBLIC OPEN SPACE AND ASSOCIATED WORKS	<b>Opposing</b>	7 (4) P/20/0522/FP Pg 104	<b>Written</b>
Mrs P Andrews		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr & Mrs Titheridge		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr N John		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr B Murphy		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr R Marshall	The Fareham Society	-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr & Mrs Feetam		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr P Lloyd-Henry		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr T Parrott		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Video</b>
Mr & Mrs Knott		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
County Cllr Pal Hayre		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Video</b>
Mr J McIntosh		-Ditto-	<b>-Ditto-</b>	-Ditto-	<b>Written</b>
Mr D Buczynskij		-Ditto-	<b>Supporting</b>	-Ditto-	<b>Written</b>

(Agent)					
Ms Harriett Newman		TPO 769 – 8 LAMBOURN CLOSE FAREHAM	<b>Opposing</b>	Item 8 Pg 151	<b>Video</b>

## 6. FIVE YEAR HOUSING LAND SUPPLY POSITION UPDATE

The Committee received a report by the Director of Planning and Regeneration which provided an update on the Council's Five-Year Housing Land Supply position.

RESOLVED that the Committee note:-

- (i) the content of the report and the current 5-Year Housing Land Supply position; and
- (ii) that the 5-Year Housing Land Supply Position set out in the attached report (which will be updated regularly as appropriate) is a material consideration in the determination of planning applications for residential development.

## 7. PLANNING APPLICATIONS AND MISCELLANEOUS MATTERS INCLUDING AN UPDATE ON PLANNING APPEALS

The Committee noted a report by the Director of Planning and Regeneration on the development control matters, including information regarding new appeals and decisions.

### (1) P/20/0931/FP - EDENHOLME DUNCAN ROAD PARK GATE SO31 1BD

The Committee received the deputation referred to in Minute 5 above.

The Committee's attention was drawn to the Update Report which contained the following information:-

1. *An additional representation from April Rise (south of the site) has been received confirming that the boundary hedge along the southern boundary has been changed. The representation requests that the hedge is retained.*
2. *The development will generate 0.75kg/N/year not 2.1 as stated in 8.23 of the report. The applicant has provided evidence to confirm that they have purchased 0.75 nitrate credits from the Hampshire and Isle of Wight Wildlife Trust therefore condition no. 3 is not required.*

Upon being proposed and seconded the officer recommendation to grant planning, subject to the conditions in the report and an additional condition removing permitted development rights from the carports to prevent them from being enclosed, was voted on and CARRIED.

(Voting: 9 in favour; 0 against)

RESOLVED that, subject to the conditions in the report and the additional condition removing permitted development rights from the carports to prevent them from becoming enclosed, PLANNING PERMISSION be granted.

**(2) P/19/0483/FP - THE GRANGE OAKCROFT LANE PO14 2EB**

The Committee received the deputations referred to in Minute 5 above.

Upon being proposed and seconded the officer recommendation to grant planning permission, subject to:

(i) The applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council to secure:

- Financial contributions to provide for satisfactory mitigation of the 'in combination' effects that the increase in residential units on the site would cause through increased recreational disturbance on the Solent and Southampton Water, Portsmouth Harbour, and the Solent and Dorset Coast Special Protection Areas;
- Financial contribution of £95,774.00 towards the provision of off-site affordable housing provision;
- Traffic Regulation Order for highways to extend the speed reduction along Ranvilles Lane to 30mph;
- The widening of Ranvilles Lane in accordance with approved plans; and
- Provision and long-term management and maintenance of the paths within the site, and for their use by the general public.

(ii) The conditions in the report; and

(iii) An additional condition removing the permitted development rights for the carports to prevent them from being enclosed.

Was voted on and CARRIED.  
(Voting: 8 in favour; 1 against)

RESOLVED that, subject to:-

(i) The applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council to secure:

- Financial contributions to provide for satisfactory mitigation of the 'in combination' effects that the increase in residential units on the site would cause through increased recreational disturbance on the Solent and Southampton Water, Portsmouth Harbour, and the Solent and Dorset Coast Special Protection Areas;

- Financial contribution of £95,774.00 towards the provision of off-site affordable housing provision;
- Traffic Regulation Order for highways to extend the speed reduction along Ranvilles Lane to 30mph;
- The widening of Ranvilles Lane in accordance with approved plans; and
- Provision and long-term management and maintenance of the paths within the site, and for their use by the general public.

(ii) The conditions in the report; and

(iii) An additional condition removing the permitted development rights for the carports to prevent them from being enclosed.

PLANNING PERMISSION be granted.

### **(3) P/20/0418/OA - THE GRANGE OAKCROFT LANE PO14 2EB**

The Committee received the deputations referred to in Minute 5 above.

Upon being proposed and seconded the officer recommendation to grant planning permission, subject to:

- (i) Receipt of comments from the Environment Agency confirming no objection to the proposal, and delegate to the Head of Development Management to make any minor modifications to the proposed conditions or any subsequent minor changes arising after having had regard to these comments;
- (ii) The applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 (as amended) on terms drafted by the Solicitor to the Council to secure:
  - On-site provision of 4 dwellings as affordable housing and a financial contribution to secure an equivalent of 2.4 units of off-site contribution of £249,638.00 for affordable housing. The type, size, mix and tenure to be agreed to the satisfaction of Officers.
  - Financial contribution to secure satisfactory mitigation of the 'in combination' effects that the increase in residential units on the site would cause through increased recreational disturbance of the Solent Coastal Special Protection Areas;
  - TRO for highway to extend the speed reduction along Ranvilles Lane to 30mph;
  - The widening Ranvilles Lane in accordance with the approved plans;

- Provision and long-term management and maintenance of the paths and open space within the site, and for their use by the general public; and

(iii) The conditions in the report.

Was voted on and CARRIED.

(Voting: 8 in favour; 1 against)

RESOLVED that, subject to:-

- (i) Receipt of comments from the Environment Agency confirming no objection to the proposal, and delegate to the Head of Development Management to make any minor modifications to the proposed conditions or any subsequent minor changes arising after having had regard to these comments;
- (ii) The applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 (as amended) on terms drafted by the Solicitor to the Council to secure:
  - On-site provision of 4 dwellings as affordable housing and a financial contribution to secure an equivalent of 2.4 units of off-site contribution of £249,638.00 for affordable housing. The type, size, mix and tenure to be agreed to the satisfaction of Officers.
  - Financial contribution to secure satisfactory mitigation of the 'in combination' effects that the increase in residential units on the site would cause through increased recreational disturbance of the Solent Coastal Special Protection Areas;
  - TRO for highway to extend the speed reduction along Ranvilles Lane to 30mph;
  - The widening Ranvilles Lane in accordance with the approved plans;
  - Provision and long-term management and maintenance of the paths and open space within the site, and for their use by the general public; and

(iii) The conditions in the report.

PLANNING PERMISSION be granted.

**(4) P/20/0522/FP - LAND EAST OF CROFTON CEMETERY AND WEST OF PEAK LANE STUBBINGTON**

The Committee received the deputations referred to in Minute 5 above.

At the invitation of the Chairman, Councillor J Forrest, and Councillor Mrs K Mandry addressed the Committee on this item.

The Committee's attention was drawn to the Update Report which contained the following information:-

- i) In respect of the Recommendation, Section 9.0, iii), e) with regard to the Heads of Term, in addition to the provision of 82 on site affordable dwellings, a financial contribution towards off-site provision equivalent to 0.4 units is also required.*
- ii) A further 36 letters (from 34 addresses) from Third Parties have been received since the publication of the Committee Report. One letter was in support of the application, and the remaining letters were objections, although none raised any further matters than those listed in the Committee Report.*

Upon being proposed and seconded the officer recommendation to grant planning permission was voted on and declared LOST.  
(Voting: 3 in favour; 6 against)

A motion was proposed and seconded to refuse planning permission, and was voted on and CARRIED.  
(Voting: 6 in favour; 3 against)

RESOLVED that PLANNING PERMISSION be REFUSED.

#### Reasons for Refusal

The development would be contrary to Policies CS2, CS4, CS6, CS14, CS15, CS17, CS18, CS20 and CS21 of Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:

- i) The provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the Countryside.*
- ii) The development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) The introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*
- iv) The quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area. Some of the house types also fail to meet the Nationally Described Space Standards.*
- v) Had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.*

- vi) In the absence of a legal agreement to secure such, the development proposal would fail to secure a provision of affordable housing at a level in accordance with the requirements of the Local Plan.
- vii) In the absence of a legal agreement to secure such, the proposal would fail to; a) provide satisfactory mitigation of the 'in combination' effects that the propose increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas, and b) secure the creation of the ecological enhancement area and its long term management and maintenance to enhance the Wider Solent Wader and Brent Goose network.
- viii) In the absence of a legal agreement securing provision of open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.
- ix) In the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.
- x) In the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.

#### **(5) Planning Appeals**

The Committee noted the information in the report.

#### **(6) UPDATE REPORT**

The Update Report was circulated prior to the meeting and was considered along with the relevant agenda item.

### **8. FAREHAM TREE PRESERVATION ORDER NO. 769 2020 - 8 LAMBOURN CLOSE, FAREHAM**

The Committee received the deputation referred to in Minute 5 above.

The Committee considered a report by the Director of Planning and Regeneration on TP) no.769 – 8 Lambourn Close, to which one objection to the making of a provisional order was raised.

RESOLVED that the Committee agreed that Tree Preservation Order no. 769 is NOT CONFIRMED.

(The meeting started at 2.30 pm  
and ended at 7.53 pm).





**FAREHAM  
LOCAL PLAN  
2037**

**Revised**

# HOUSING NEED AND SUPPLY





## HOUSING NEED AND SUPPLY

### Housing Requirement

- 4.1 Addressing housing need through the provision of new homes is a fundamental part of any Local Plan. The NPPF is clear that planning authorities should prepare Local Plans to boost the supply of housing to meet the needs of the area as well as keeping a rolling supply of housing land available for development.
- 4.2 Local housing need should be determined by using the standard methodology set out in national Planning Practice Guidance (PPG). This methodology currently combines 2014-based household projections with affordability data released in March 2021<sup>10</sup> to calculate the annual need. Using this method, the housing need for Fareham currently stands at a minimum of ~~514-541~~ dwellings per annum (dpa). ~~However, in August 2020, the Government released a consultation on a new standard methodology which afforded councils the option of using either a percentage of the Borough's existing housing stock as the calculation's starting point or the most up-to-date household projections, whichever was the higher, before an affordability uplift was applied. The Council therefore considered it appropriate for the 2020 Publication Local Plan to plan for a scale of growth based on the proposed new methodology, and not one based on out-of-date household projections. This reduced the housing need figure to 403 dpa, based on a base date of 2021. The new methodology would be introduced with a change to the PPG and the timing of submission of this plan for examination will be determined by the precise wording of the government policy. However, in December 2020 the Government announced that the new methodology would not proceed on this basis and so the housing requirement for Fareham Borough reverted to 541.~~ In line with the PPG, this requirement is now fixed for two years to allow the submission, examination and adoption of the plan.
- 4.3 The PPG makes it clear that this is a minimum figure and the Council could adopt a higher figure for its housing requirement. One of the reasons for doing so would be if the need for affordable housing is greater than that likely to be delivered through the delivery of the level of growth aligned with the standard methodology. The need for affordable housing in the Borough is based on the number of existing and newly formed households who lack their own housing and cannot afford to meet their housing needs in the market. Through calculating the affordable housing provision in line with the proposed policy (Policy HP5: Provision of Affordable Housing, see Chapter 5), the Council's affordable need will be met. Therefore, the Council believes it is fully justified in its approach towards meeting affordable need in the Publication Local Plan and there is no further requirement for an adjustment of the need figures for the Borough.
- 4.4 One of the other scenarios why a council could adopt a higher housing figure as its Local Plan requirement is where there is an agreement to take on unmet need from neighbouring authorities. Unmet need arises where a council cannot identify sufficient sites, termed 'supply', to address their identified need. This situation gives rise to 'unmet need' which should be taken into account by neighbouring authorities. Through the Partnership for South Hampshire (PFSH), the Council is aware that there is a significant likelihood of a substantial level of unmet need in the sub-region. Figures released in September 2020, suggest that over the plan period, the unmet need in the sub-region could be circa 10,750 dwellings. This figure is derived from eleven councils who are all at different stages of plan preparation, ~~and importantly, is based on the current standard methodology and not the proposed new methodology which will see some levels of housing need fall in the sub-region, while other levels will increase substantially.~~ In addition, while their need figure may be calculated from publicly available data, details of the housing sites that may form part of their Local Plan supply is not entirely known. Therefore, the level of unmet need



## HOUSING NEED AND SUPPLY

across the wider sub-region will change ~~as the new standard methodology is introduced and~~ as other Local Plans progress.

- 4.5 Considering Fareham's immediate neighbours, Portsmouth City Council have written to the Council requesting a contribution of 1,000 dwellings to their unmet need situation. However, based on figures released in September 2020, this is currently estimated to be 669 dwellings, ~~and this could reduce in light of the proposed new standard methodology which reduced Portsmouth's annual housing need.~~ Gosport Borough Council is also likely to have an unmet need issue, currently estimated to be in the region of 2,500 homes, ~~but equally likely to reduce with the new standard methodology and as it confirms its housing supply situation.~~ Havant BC are at an advanced Local Plan stage and have confirmed their inability to contribute to sub-regional unmet need. Both Eastleigh BC and Winchester CC, at their respective plan preparation stages, have identified a surplus in their supply, ~~but again this could change particularly given the proposed new standard methodology which significantly increases need in these two areas.~~ Only Portsmouth have requested that Fareham's Local Plan includes housing to address their unmet need, however, with the fact that unmet need exists confirmed and in the public domain, it would be contrary to the spirit of collaboration as required by government policy, to not consider the contribution that could be made. Therefore, this Publication Plan makes provision for 847,900 homes to contribute toward the wider unmet need issue. Therefore, the need figure increases by 847,900 to provide the total housing requirement for this Publication Plan.

- 4.6 The table below (Table 4.1) indicates how the housing requirement for the new Local Plan is calculated.

Local Plan Housing Requirement	
Fareham Annual Housing Need (based on current data)	<del>403</del> <u>541</u>
Plan Period 2021-2037	16 years
Total Housing Need	<del>6,448</del> <u>8,656</u>
Contribution to unmet need in neighbouring authorities	<u>847,900</u>
<b>Total Housing Requirement</b>	<del>7,295</del> <u>9,556</u>

**Table 4.1 Local Plan Housing Requirement**

- 4.7 Paragraph 65 of the NPPF requires Local Plans to establish the housing requirement for any neighbourhood areas. There are two designated neighbourhood areas in Fareham Borough, Titchfield and Warsash. The draft Titchfield neighbourhood plan did not include housing allocations and failed at referendum in July 2019. The Council is not aware of any intention to continue to develop a Titchfield Neighbourhood Plan. Warsash neighbourhood area and forum were designated in July 2019 and the forum have not expressed an intention to allocate housing nor have they requested a requirement figure in line with paragraph 66 of the NPPF. Therefore, the two neighbourhood areas have not been assigned a housing requirement figure. Should one be requested, it would be calculated based on the proposed allocations, any adopted Local Plan allocations, current commitments and estimates of windfall in those spatial areas.

### Housing Supply



## HOUSING NEED AND SUPPLY

- 4.8 In order to establish how the Local Plan can meet this requirement, the Council can take into account existing commitments including outstanding planning permissions (i.e. housing permitted but not yet built), sites where the Council's Planning Committee has resolved to grant planning permission but the permission has not yet been formally issued (these are termed 'resolutions to grant'), housing sites that were allocated in previous adopted Local Plan and estimates of future windfall permissions. The result is shown in table 4.2.
- 4.9 Although the Welborne Plan is not being reviewed, the development at Welborne Garden Village will make a considerable contribution to meeting the housing requirement over the plan period. The review of Welborne's delivery trajectories has taken into account matters arising since the Welborne Plan was adopted in 2015. For example, the Government has designated Welborne a Garden Village and importantly the Planning Committee has resolved to grant planning permission for the development of the site. Increasing clarity on likely start dates and delivery rates has enabled the Council to understand the extent of development required for the remainder of the Borough in order to meet the Borough's overall housing and employment needs.
- 4.10 The Council has conducted several calls for sites to establish which land in the Borough is available for development. All sites which were submitted were then assessed for suitability and achievability through the Strategic Housing and Economic Land Availability Assessment (SHELAA). The allocation of sites in this Plan has also been informed by the evidence base including the Sustainability Appraisal (SA/SEA) of individual sites. Each housing site has its own allocation policy, within this chapter.
- 4.11 The housing supply incorporates a windfall allowance, in accordance with the provisions set out in paragraph 70 of the NPPF. Windfall developments are those which have not been specifically identified as being available in the Local Plan process, and often comprise previously developed sites that have unexpectedly become available. The NPPF states that windfall allowances should be realistic and have regard to the Strategic Housing and Employment Land Availability Assessment (SHELAA), historic windfall delivery rates and expected future trends. The Council has undertaken a Housing Windfall Projections Background Paper which has indicated that 1,224 new dwellings are likely to be completed between 2024/25 and 2036/37 in the Borough (windfall completions from now until 2024 are assumed to already have planning permission and therefore have already been counted).

Figures projected to 1 <sup>st</sup> April 2021	Supply Identified in the Local Plan
Outstanding planning permissions (small)	<u>94 67</u>
Outstanding full planning permissions (large)	<u>373 401</u>
Outstanding outline planning permissions (large)	<u>85 436</u>
Resolution to grant planning permission (including <u>4,0203,610</u> at Welborne up to 2037)	<u>4,858 4,184</u>
Allocations made in <del>the</del> <u>the 2020</u> -Publication Plan in Fareham Town Centre	<u>428 263</u>
Allocations made in <del>this</del> <u>the 2020</u> Publication Plan in other existing settlements	<u>282 257</u>
Allocations made in <del>the</del> <u>the 2020</u> Publication Plan on edge of settlement sites	<u>1,045 984</u>



## HOUSING NEED AND SUPPLY

Windfall Development	1,224
<u>Additional town centre sites in this Revised Publication Plan</u>	<u>653</u>
<u>Additional sites in other existing settlements in this Revised Publication Plan</u>	<u>139</u>
<u>Additional edge of settlement sites in this Revised Publication Plan</u>	<u>1,986</u>
<b>Total</b>	<b><u>8,389 10,594</u></b>

*Table 4.2 Housing Requirement and Sources of Supply 2021-2037 (all figures are net)*

- 4.12 Table 4.2 shows that there are sufficient sites to provide 10,594 ~~8,389~~ net new homes across Fareham Borough from 2021 up to 2037. Government policy requires that the supply is greater than the housing requirement to ensure that the Plan is sufficiently flexible to accommodate needs not anticipated in the Plan and to provide a contingency should delivery on some sites not match expectations. A minimum of 10% additional supply is suggested by the Planning Inspectorate but given the reliance on large sites within the supply, a ~~more~~ precautionary 15% is proposed. As table 4.3 shows, the surplus in the supply equates to 15% of the total requirement.

Housing Requirement	<u>7,295 9,556</u>
Local Plan Housing Supply	<u>8,389 10,594</u>
Contingency for under-delivery (number of homes)	<u>1,094 1,038</u>

*Table 4.3. Housing Requirement vs Housing Supply to demonstrate contingency provision*

### Provision of small sites in supply

- 4.13 Within the supply, a total of 892 995 dwellings are identified as to be provided on sites of less than 1 hectare. The NPPF states that 'local authorities should, identify through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this target cannot be achieved'. Of the sites in the supply, 14.9.4% of homes are on sites of 1 hectare or less. In order to support small sites, the Council proposes a specific policy to encourage small sites in sustainable locations in the Borough. More information can be found in Chapter 5 and specifically Policy HP2.

### Housing Provision

#### Why this policy is needed

- 4.14 The NPPF makes clear that Local Plans should plan positively for the housing needs of the area, including taking account of housing needs that cannot be met in neighbouring areas. Planning authorities are expected to boost the supply of housing to meet the needs of the area as well as keeping a rolling supply of housing land available for development. Policy H1 sets out the housing requirement for the Borough for 2021-2037 and how the Council expects to meet that need.



## HOUSING NEED AND SUPPLY

- 4.15 Paragraph 67 of the NPPF requires planning policies to identify a sufficient supply and mix of sites for at least the first five years of the plan period. Following the first five years, Local Plans can either identify specific sites or broad locations for growth. This Publication Plan identifies specific sites (see Policies HA1-HA~~56~~44).
- 4.16 The overall Local Plan for the Borough allocates a significant proportion of development at the Welborne Garden Village. It is expected that the majority of the housing sites will start to deliver to the latter part of the five-year period and Welborne will also commence in the short to medium term. Information on delivery rates has been gathered from developers and land agents and adjusted as appropriate based on recent trends. Therefore, in line with paragraph 73 of the NPPF, the Council considers a stepped housing requirement, and trajectory, to be appropriate reflecting that housing delivery will be lower in the first 0-5 years, particularly the first two years. It is also appropriate to use the Local Plan process to secure a five year housing land supply, albeit imposing a 20% buffer in light of ~~an anticipated the 2020~~ Housing Delivery Test results ~~due to be published in November 2020 (for the three years to 31st March 2020).~~.

### Strategic Policy H1: Housing Provision

The Council will make provision for at least ~~9,560~~~~8,389~~ net new homes across the Borough during the Plan period of 2021-2037, phased as follows,

- Approximately ~~900~~~~2,250~~ dwellings (averaging ~~300~~~~450~~ dwellings per annum) between 2021/22 and ~~2025/26~~~~2023/24~~<sup>13</sup>,
- Approximately ~~2,400~~~~2,180~~ dwellings (averaging ~~480~~~~545~~ dwellings per annum) between ~~2026/27~~~~2024/25~~ and ~~2030/31~~~~2027/28~~,
- Approximately ~~3,750~~~~6,480~~ dwellings (averaging ~~720~~~~625~~ dwellings per annum) between ~~2031/32~~~~2028/29~~ and 2036/2037.

Housing will be provided through;

- An estimated ~~552~~~~869~~ homes on sites that already have planning permission;
- An estimated ~~4,858~~~~4,184~~ homes on sites with resolutions to grant planning permission as of ~~01 July 2020~~~~01 April 2021~~, including at Welborne Garden Village;
- Approximately ~~1,327~~~~3,358~~ homes on sites allocated in policies HA1, HA3, HA4, HA7, HA9-HA10, HA12, HA13, HA15, HA17, HA19, HA22-HA24, HA26-HA~~56~~44;
- Approximately ~~428~~~~959~~ homes on specified brownfield sites and/or regeneration opportunities in Fareham Town Centre, as identified in policies FTC~~1~~~~3-9~~6 and BL1;
- An estimated 1,224 homes delivered through unexpected (windfall) development.

<sup>13</sup> ~~Based on actual and projected completions before Local Plan Allocations start to deliver~~

## HOUSING NEED AND SUPPLY

**How this policy works**

- 4.17 The low level of housing completions in recent years and unusually low number of outstanding permissions reflects the issue that many local authorities in south Hampshire are facing, since February 2019, with the effect development has on nitrate levels in the Solent resulting in an inability to grant planning permission at normally expected rates. This situation has created a significant lag in the number of houses that can reasonably be expected to come forward, particularly in the first two years of the plan period and justifies the stepped nature of the housing requirement. This is further evidenced in the trajectory provided at Appendix B where delivery rates are estimated. This information on delivery has been gathered with the assistance of developers, landowners and site promoters and provides certainty over the delivery of sites, particularly within years 0-5 and 6-10, in accordance with the NPPF.
- 4.18 The specific allocations of sites to address the housing requirement are outlined in this chapter, alongside the site-specific policy requirements that any application will be judged upon. The allocations include an indicative yield which seeks to ensure the effective use of land by identifying the minimum housing delivery for each site.
- 4.19 For the avoidance of doubt, policies [FTC1](#), [FTC2](#), HA2, HA5, HA6, HA8, HA11, HA14, HA16, HA18, HA20, HA21, HA25 do not exist. These references relate to policies that were consulted upon during the Draft Local Plan 2017 consultation and are no longer proposed to be allocated in the Local Plan. This may be because the site is no longer available or deemed to be suitable.
- 4.20 The delivery of potential sites will be kept up to date through a regular review of the Strategic Housing and Employment Land Availability Assessment (SHELAA). The Authority Monitoring Report (AMR) will include information on housing delivery alongside regular five year supply statements published on the Council's website.

**Housing Allocation Policies**

Allocation ID	Allocation Name	Indicative Dwelling Yield
<del>FTC1*</del>	<del>Palmerston Car Park</del>	<del>20</del>
<del>FTC2*</del>	<del>Market Quay</del>	<del>100</del>
FTC3*	Fareham Station East	120
FTC4*	Fareham Station West	94
FTC5*	Crofton Conservatories	49
FTC6	Magistrates Court	45
HA1	North and South of Greenaway Lane	824
HA3	Southampton Road	348
HA4	Downend Road East	350
HA7*	Warsash Maritime Academy	100
HA9	Heath Road	70
HA10	Funtley Road South	55
HA12	Moraunt Drive	48
HA13*	Hunts Pond Road	38
HA15	Beacon Bottom West	29
HA17	69 Botley Road	24



## HOUSING NEED AND SUPPLY

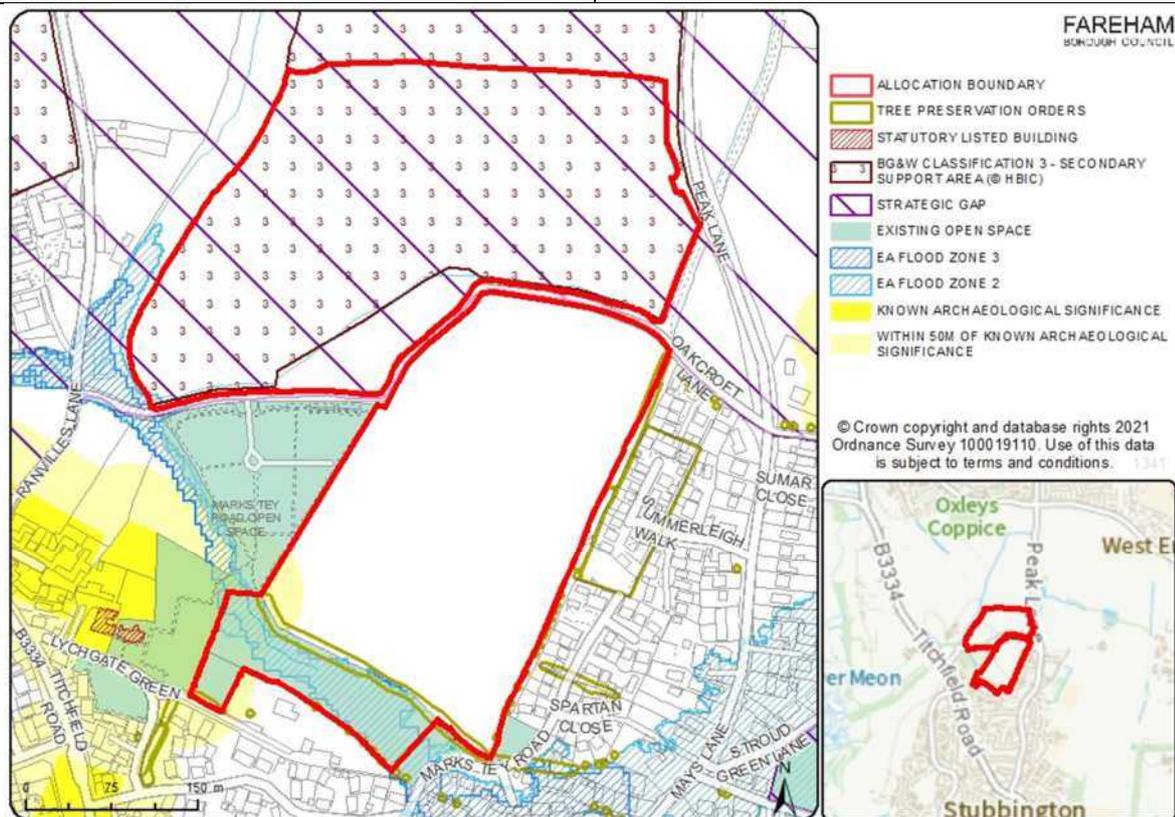
HA19	399-403 Hunts Pond Road	16
HA22*	Wynton Way	13
HA23	Stubbington Lane	11
HA24*	335-357 Gosport Road	8
HA26	Beacon Bottom East	9
HA27	Rookery Avenue	32
HA28	3-33 West Street, Portchester	16
HA29	Land East of Church Road	20
HA30	33 Lodge Road	9
HA31*	Hammond Industrial Estate	36 (C2 class 684 bed care home)
HA32	Egmont Nursery	8
HA33	Land East of Bye Road	7
HA34	Land South West of Sovereign Crescent	38
HA35	Former Scout Hut, Coldeast Way	7
HA36*	Locks Heath District Centre	35
HA37*	Former Locks Heath Filing Station	30
HA38*	68 Titchfield Park Road	9
HA39*	Land at 51 Greenaway Lane	5
HA40	Land west of Northfield Park	22
HA41	22-27a Stubbington Green	9
HA42*	Land South of Cams Alders	60
HA43	Corner of Station Rd, Portchester	16
HA44*	Assheton Court	60 (net yield 27)
HA45	Rear of 77 Burrigge Road (See chapter 5)	3
<u>FTC7</u>	<u>Land adjacent to Red Lion Hotel, Fareham</u>	<u>18</u>
<u>FTC8</u>	<u>97-99 West Street, Fareham</u>	<u>9</u>
<u>FTC9</u>	<u>Portland Chambers, West Street, Fareham</u>	<u>6</u>
<u>HA46</u>	<u>12 West Street, Portchester</u>	<u>8</u>
<u>HA47</u>	<u>195-205 Segensworth Road, Titchfield</u>	<u>8</u>
<u>HA48</u>	<u>76-80 Botley Road, Park Gate</u>	<u>18</u>
<u>HA49</u>	<u>Menin House, Privett Road, Fareham</u>	<u>50 (net yield 26)</u>
<u>HA50</u>	<u>Land north of Henry Cort Drive, Fareham</u>	<u>55</u>
<u>HA51</u>	<u>Redoubt Court, Fort Fareham Road</u>	<u>20 (net yield 12)</u>
<u>HA52</u>	<u>Land west of Dore Avenue, Portchester</u>	<u>12</u>
<u>HA53</u>	<u>Land at Rookery Avenue, Swanwick</u>	<u>6</u>
<u>HA54</u>	<u>Land east of Crofton Cemetery and west of Peak Lane</u>	<u>180</u>
<u>HA55</u>	<u>Land south of Longfield Avenue</u>	<u>1,250</u>
<u>HA56</u>	<u>Land west of Downend Road</u>	<u>550</u>
<u>BL1</u>	<u>Broad Location for Housing Growth</u>	<u>620</u>

\* Sites with no relevant planning status as at 1 ~~April 2021~~ July 2020



## HOUSING NEED AND SUPPLY

<b>Housing Allocation Policy: HA54</b>	<b>SHELAA Reference: 1341</b>
<b>Name: Land east of Crofton Cemetery and west of Peak Lane</b>	<b>Allocation Use: Residential</b>
<b>Location: Stubbington</b>	<b>Indicative Yield: 180 dwellings</b>
<b>Size: 19.25ha</b>	<b>Planning Status as at 1<sup>st</sup> April 2021: Planning applications refused (P19/0301/FP, P/20/0522/FP)</b>



Proposals should meet the following site-specific requirements:

- a) The quantity of housing proposed shall be broadly consistent with the indicative site capacity; and
- b) Primary highway access should be via Peak Lane; and
- c) Development shall only occur on land to the south of Oakcroft Lane, avoiding areas which lie within Flood Zones 2 and 3, retaining this as open space; and
- d) Land to the north of Oakcroft Lane shall be retained and enhanced to provide Solent Wader & Brent Goose habitat mitigation in accordance with Policy NE5; and
- e) The scale, form, massing and layout of development to be specifically designed



## HOUSING NEED AND SUPPLY

- to respond to nearby sensitive features such as neighbouring Solent Wader and Brent Goose sites shall be provided; and
- f) Building heights should be a maximum of 2 storeys; and
  - g) A network of linked footpaths within the site and to existing PROW shall be provided; and
  - h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals and in a manner that does not impact on living conditions; and
  - i) Provision of a heritage statement (in accordance with policy HE3) that assesses the potential impact of proposals on the conservation and setting of the adjacent Grade II\* and Grade II Listed Buildings; and
  - j) As there is potential for previously unknown heritage assets (archaeological remains) on the site, an Archaeological Evaluation (in accordance with policy HE4) will be required; and
  - k) A Construction Environmental Management Plan to avoid adverse impacts of construction on the Solent designated sites shall be provided; and
  - l) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.



Neutral Citation Number: [2021] EWCA Civ 104

Case No: C1/2020/0542/QBACF

**IN THE COURT OF APPEAL (CIVIL DIVISION)**  
**ON APPEAL FROM THE HIGH COURT OF JUSTICE**  
**(PLANNING COURT)**  
**THE HONOURABLE MR JUSTICE HOLGATE**  
**[2020] EWHC 518 (Admin)**

Royal Courts of Justice  
Strand, London, WC2A 2LL

Date: 03/02/2021

Before:

**SIR KEITH LINDBLOM, SENIOR PRESIDENT OF TRIBUNALS**  
**LADY JUSTICE SIMLER**  
and  
**SIR GARY HICKINBOTTOM**

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Between:

**Gladman Developments Limited** **Appellant**  
- and -  
**(1) Secretary of State for Housing, Communities and Local Government** **Respondents**  
- and -  
**(2) Corby Borough Council**  
- and -  
**(3) Uttlesford District Council**

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**Richard Kimblin Q.C. and Thea Osmund-Smith** (instructed by **Addleshaw Goddard LLP**)  
for the **Appellant**

**Richard Honey** (instructed by the **Government Legal Department**) for the **First Respondent**

Hearing dates: 9 and 10 November 2020  
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**Approved Judgment**

## The Senior President of Tribunals:

### *Introduction*

1. At the heart of this case is a question of policy interpretation. Such questions have become familiar work for the Planning Court, and this court too, since the publication of the National Planning Policy Framework (“the NPPF”) in March 2012. This case concerns the policy for the “presumption in favour of sustainable development” in paragraph 11 of the revised versions of the NPPF published in July 2018 and February 2019 – as have two other recent appeals to this court (*Monkhill Ltd. v Secretary of State for Housing, Communities and Local Government* [2021] EWCA Civ 74, and *Paul Newman New Homes Ltd. v Secretary of State for Housing, Communities and Local Government* [2021] EWCA Civ 15). The original version of the policy, in somewhat different terms, had itself been considered in several appeals, including, in the Supreme Court, *Hopkins Homes Ltd. v Secretary of State for Housing, Communities and Local Government* [2017] 1 W.L.R. 1865, and in this court, *Barwood Strategic Land II LLP v East Staffordshire Borough Council* [2018] P.T.S.R. 88, and *Hallam Land Management Ltd. v Secretary of State for Communities and Local Government* [2018] EWCA Civ 1808.
2. Permission to apply for planning statutory review, under section 288 of the Town and Country Planning Act 1990, was granted by Lewison L.J. on 22 May 2020. The appellant, Gladman Developments Ltd., had appealed against the order of Holgate J., dated 6 March 2020, refusing permission to apply for planning statutory review of the decisions of inspectors appointed by the first respondent, the Secretary of State for Housing, Communities and Local Government, each dismissing an appeal under section 78 of the 1990 Act against a local planning authority’s refusal of planning permission for housing development. One of the challenges was to a decision dismissing an appeal against the refusal of planning permission by the second respondent, Corby Borough Council, for a development of up to 129 dwellings on land at Southfield, Gretton. The other was to a decision dismissing an appeal against the refusal of planning permission by the third respondent, Uttlesford District Council, for a development of up to 240 dwellings on land off Station Road, Flich Green.
3. In both section 78 appeals the policy for the so-called “tilted balance” under paragraph 11d)ii of the NPPF applied because, in either case, the local planning authority was unable to demonstrate a five-year supply of deliverable housing sites, so that the policies most important for determining the application were deemed “out-of-date”.

### *The issues in the case*

4. The case raises two main issues: first, whether a decision-maker, when applying the “tilted balance” under paragraph 11d)ii, is required not to take into account relevant policies of the development plan; and second, as a connected issue, whether it is necessary for the “tilted balance” and the duty in section 38(6) of the Planning and Compulsory Purchase Act 2004 to be performed as separate and sequential steps in a two-stage approach. There is a further issue: whether the “tilted balance” under paragraph 11d)ii excludes the exercise indicated in paragraph 213 of the NPPF, which requires that policies in plans adopted before its publication should be given due weight, “according to their degree of consistency with [it]”.

*The policy in paragraph 11 of the NPPF*

5. In chapter 1, “Introduction”, paragraph 2 of the 2019 version of the NPPF acknowledges that “[p]lanning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise<sup>3</sup>”, and that “[the NPPF] must be taken into account in preparing the development plan, and is a material consideration in planning decisions”. Footnote 3 refers to section 38(6) of the 2004 Act and section 70(2) of the 1990 Act.

6. In chapter 2, “Achieving sustainable development”, paragraph 7 says that “[the] purpose of the planning system is to contribute to the achievement of sustainable development”. Paragraph 10 says this:

“10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).”

7. Paragraph 11, under the heading “The presumption in favour of sustainable development”, states:

“11. Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
- b) strategic policies should, 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, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area<sup>6</sup>; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date<sup>7</sup>, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed<sup>6</sup>; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”

Footnote 6 states:

“<sup>6</sup>The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.”

Footnote 7 states:

“<sup>7</sup>This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. Transitional arrangements for the Housing Delivery Test are set out in Annex 1.”

8. Paragraph 12 confirms that “[the] presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making”.
9. Paragraph 14 says that “[in] situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the neighbourhood plan is likely to significantly and demonstrably outweigh the benefits, provided all of the following apply”. Four considerations are then set out, including “b) the neighbourhood plan contains policies and allocations to meet its identified housing requirement” and “c) the local planning authority has at least a three year supply of deliverable housing sites ...”.
10. In Annex 1 to the NPPF, “Implementation”, paragraph 213 states:

“213. ... [Existing] policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).”
11. In paragraph 14 of the NPPF published in 2012 the policy for the “presumption in favour of sustainable development”, as it related to “decision-taking”, was in these terms:

“14. ...

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - specific policies in this Framework indicate development should be restricted.<sup>9</sup>”

Footnote 9 stated:

<sup>9</sup>For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.”

12. The Government’s consultation document containing its proposals on the draft revised text of the NPPF, issued in March 2018, said the draft had “incorporated ... the effect of caselaw on the interpretation of planning policy since 2012”. Introducing the revised policy for the “presumption in favour of sustainable development” in paragraph 11, it said that “[the] current Framework includes examples of policies which provide a specific reason for restricting development”, and that this was “proposed to be changed to a defined list, which is set out at footnote 7 ...”, adding that “[this] approach does not preclude other policies being used to limit development where the presumption applies, if the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits”.

*The section 78 appeal decision in the Gretton case*

13. The inspector in the Gretton appeal identified two main issues: first, “[whether] the proposed development would be appropriately located ...”; and second, “[whether] the [borough council] can demonstrate a 5-year supply of deliverable housing sites” (paragraph 5 of the decision letter).
14. On the first main issue, under the heading “Development Plan Strategy”, the inspector found the proposal in conflict with Policy 11 of the North Northamptonshire Joint Core Strategy. The site had not been identified in a local plan or a neighbourhood plan (paragraph 6). It lay in the countryside “outside of any settlement”. The proposal was contrary to the spatial strategy seeking to concentrate growth in Corby, which, in Policy 29, envisaged “only 120 dwellings proposed in the rural areas as a whole” (paragraph 7). In a section headed

“Accessibility”, the inspector said this was “not a location which is, or is likely to be, adequately served by sustainable transport modes for the scale of development proposed ...”. In his view, “[the] number of ... trips generated from 120 such dwellings would be substantial”, and “would result in environmental harm from greenhouse gas emissions ...” (paragraph 18). Under the heading “Appropriately located?”, he found there would be “harm to the character and appearance of the area” (paragraph 30). He said “[these] issues are central planks to realizing the over-arching spatial vision of sustainable development which the plan as a whole is seeking to deliver” (paragraph 31).

15. On the second main issue, under the heading “Conclusion on 5 year housing land supply”, he concluded that the supply of housing land in the borough council’s area was “somewhere between” 4.6 and 4.8 years (paragraph 42).
16. In the final section of the decision letter, headed “Planning balance and overall conclusion”, the inspector found the proposal conflicted with the development plan “read as a whole”, and it was “therefore necessary to consider whether there [were] material considerations [indicating] that permission should be granted ...”. The NPPF was, he said, “a significant material consideration and as the Council has not demonstrated in this appeal that they have a 5 year housing land supply, the policies which are the most important for determining this appeal are out-of-date”, and “[consequently], paragraph 11(d)(ii) requires that permission be granted unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed [against] the policies in the Framework, taken as a whole” (paragraph 46).
17. Having determined the weight to be given to the benefits of the development as “moderate” (in paragraphs 47 to 51), he concluded (in paragraphs 52 to 56):

“52. Set against these benefits the appeal scheme would be situated beyond the settlement boundary of Gretton and in the countryside. It would conflict with the development plan’s overarching locational strategy, perpetuate unsustainable travel from a relatively poorly served and inaccessible village and would cause harm to the character and appearance of the area. Having regard to the lack of a 5 year housing land supply in the borough the weight to be afforded to this conflict is necessarily reduced. However, having regard to established caselaw, the shortfall in supply is not significant and the Council are, despite a number of setbacks, delays and matters outside of their control actively working and progressing towards its delivery, including a Neighbourhood Plan for Gretton.

53. The appellant contends that the [joint core strategy] is also out-of-date because of its reliance on projections for West Corby in the housing land supply and that the strategy is not being delivered as envisaged. However, this does not take matters any further because the [sustainable urban extension to Corby] provides housing so there is no reason why it should be discounted from the supply figure. I have also preferred the appellant’s assessment of housing supply and the acid test of weight to a policy and any conflicts in such circumstances is the degree of consistency with the Framework. The policies before me are consistent with the Framework for the reasons given by the examining Inspector only 3 years ago and this position has not been altered by the changes to the Framework in 2019.

54. The policies ultimately seek to promote a plan-led approach to site selection and none of the relevant policies or the strategy support ad-hoc developments on unallocated sites outside of settlement boundaries of anything like the scale proposed. The figure of 120 for the rural areas is a minimum but the degree to which it has already been exceeded is likely, in my judgement, to lead towards a distortion of the plan-led strategy. A distortion that would be exacerbated by the appeal proposal which would result in a more dispersed and unsustainable pattern of growth.
55. Drawing my conclusions together, the need to boost the supply of housing is not the be all and end all. Although there are clearly a number of benefits that weigh in favour of the proposal, at this point the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework, taken as a whole. As such the proposal would not be the sustainable development for which Paragraph 11 of the Framework indicates a presumption in favour.
56. For the reasons given above, the proposal would conflict with the development plan, when read as a whole. Material considerations, including the Framework do not indicate that a decision should be made other than in accordance with the development plan. Having considered all other matters raised, I therefore conclude the appeal should be dismissed.”

*The section 78 appeal decision in the Flitch Green case*

18. The inspector in the Flitch Green appeal noted that the district council could not demonstrate a five-year supply of housing land, and that paragraph 11d) was engaged (paragraph 6 of the decision letter). He identified four main issues in the appeal: first, “the effect [of the proposed development] on the character and appearance of the area”; second, “whether [it] would harm the setting of nearby heritage assets”; third, “the effect on protected species”; and fourth, “whether the policies of the Framework provide a clear reason for refusing the development proposed, or whether any adverse effects of granting planning permission would significantly and demonstrably outweigh the benefits” (paragraph 8).
19. On the first main issue, the inspector concluded that the development would have a “significant adverse effect on the character and appearance of the area”, and that the proposal was in conflict with Policy S7 of the Uttlesford Local Plan (paragraph 22).
20. On the second main issue, he found there would be harm to the significance of the grade I listed Church of the Holy Cross in Felsted, the grade II listed Bouchiers, and the Felsted Conservation Area “through development within their settings” (paragraph 42). Under the policy in paragraph 196 of the NPPF, this was “less than substantial harm”. But because the development would adversely affect the setting of listed buildings, the proposal “would conflict with Policy ENV2” of the local plan (paragraph 43).
21. On the third main issue, the inspector concluded that the effect of the proposed development on protected species would be acceptable (paragraph 49).

22. He found the supply of housing land in the district was only 3.29 years, which was a “significant shortfall” (paragraph 50). The provision of up to 96 affordable homes was in accordance with Policy H9 of the local plan, and “significant” (paragraph 56). The development would “boost the supply of homes” (paragraph 57). The “new housing would have significant economic benefits and substantial social benefits” (paragraph 58).
23. On the fourth main issue, under the heading “Planning Balance and Conclusions”, the inspector gave “substantial weight” to the “significant adverse effect” the development would cause to the character and appearance of the area, and also to the “harm” it would cause to the significance of three designated heritage assets (paragraph 63). He gave “substantial weight” to the economic and social benefits of the proposed new housing, and “limited weight to the benefits for sustainable travel” through the provision of off-site routes (paragraph 64).
24. In his view, Policy S7 and Policy ENV2 of the local plan, with which the proposal was in conflict, were the “most important” development plan policies for determining the appeal, and the proposal “[conflicted] with the development plan overall” (paragraph 66). When assessing the weight to give to those two policies, he considered their consistency with the NPPF (paragraphs 67, 70 and 71). Policy S7 was “predicated on settlement boundaries that are out-of-date” and would inevitably “need to be breached to provide sufficient housing land until [the emerging local plan] is adopted with redrawn boundaries”. Whether such a breach would be acceptable in any individual case would “depend on the level of harm and whether those adverse impacts would significantly and demonstrably outweigh the particular benefits ...” (paragraph 68). Policy S7 was “partly consistent” with the NPPF, and “should be afforded moderate weight” (paragraph 70). In the light of the statutory duty in section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF’s policies on heritage assets, Policy ENV2 should also have “moderate weight” (paragraph 71).
25. The inspector then turned to paragraph 11d) of the NPPF (in paragraphs 72 to 74):
  - “72. However, notwithstanding the weight that I give these policies, the most important policies for determining the application are deemed to be out-of-date because the Council cannot demonstrate a five-year supply of deliverable housing sites. In considering the first leg of paragraph 11d) of the Framework, the policies that provide a clear reason for refusing permission include those that relate to designated heritage assets. However, the less than substantial harm to the heritage assets in this case would be outweighed by the substantial weight that I give to the social and economic public benefits derived from up to 240 homes. Therefore, the policies of the Framework in respect of heritage assets would not provide a clear reason for refusing permission.
  73. Moving onto the second leg of paragraph 11d), the adverse impacts of the proposed development and the conflict with the development plan that arises from these adverse impacts would significantly and demonstrably outweigh the benefits. Material considerations, including the reduced weight that I give to the most important policies for deciding the appeal, do not indicate that the proposal should be determined other than in accordance with the development plan. Although the development of countryside beyond existing settlement boundaries in Uttlesford is inevitable to meet housing needs in both the short-term and longer-term, the harm in this case would be unacceptable.

74. For the above reasons the proposal would not constitute sustainable development and the appeal should be dismissed.”

*The judgment of Holgate J.*

26. Holgate J. concluded that the NPPF “does not exclude development plan policies from the tilted balance; they are relevant considerations” (paragraph 112). This issue “essentially involved the same argument as had previously been rejected by the courts” – by the Supreme Court in *Hopkins Homes Ltd.* (at paragraphs 55 and 56), by the Court of Appeal in *Hallam Land Management Ltd.* (at paragraph 46), and at first instance in *Crane v Secretary of State for Communities and Local Government* [2015] EWHC 425 (Admin) (at paragraphs 57 and 74) and *Woodcock Holdings Ltd. v Secretary of State for Communities and Local Government* [2015] EWHC 1173 (Admin) (at paragraphs 108 to 115). It was “not arguable that the language of [the 2019 version of the NPPF] differs from the 2012 version so as to displace that body of case law in relation to paragraph 11(d)(ii)” (paragraph 128).
27. In coming to that conclusion, Holgate J. observed that when the policy in paragraph 11(d)ii is “triggered” because a five-year supply of housing land cannot be demonstrated, “the decision-maker will still need to assess the weight to be given to development plan policies, including whether or not they are in substance out-of-date and if so for what reasons”. In these circumstances “the NPPF does not prescribe the weight which should be given to development plan policies”. The decision-maker “may also take into account, for example, the nature and extent of any housing shortfall, the reasons therefor, and the prospects of that shortfall being reduced (see e.g. [*Crane*])” (paragraph 82).
28. In *Crane* (at paragraph 74), the court had “explicitly rejected the contention that development plan policies should be disregarded and only NPPF policies taken into account in the tilted balance assessment required by paragraph 14 of [the original version of the NPPF]”, and the same approach was taken in *Woodcock Holdings Ltd.*, at paragraphs 87, 105, and 108 to 115 (paragraph 83). Those passages were approved by the Court of Appeal in *Hallam Land Management Ltd.*, at paragraph 46 (paragraph 84). And this case law was “reinforced by Lord Carnwath’s explanation of the operation of paragraph 14 of [the 2012 version of the NPPF] in [*Hopkins Homes Ltd.*, at paragraphs 54 to 56], in which he “agreed with the Court of Appeal that the weight to be given to development [plan] policies *under paragraph 14* (i.e. in the tilted balance) was a matter of judgment for the decision-maker ([paragraphs 55 and 56])” (paragraph 85). Therefore, “although paragraph 14 required the tilted balance to be “assessed against the policies in this Framework as a whole” without referring explicitly to development plan policies, the courts have made it plain that the weight to be attached to development [plan] policies, whether telling in favour of or against a proposal, was a matter to be assessed in that balance”. This was “wholly unsurprising given that paragraph 14 had to be understood in the context of the development plan led system, established by the presumption in [section] 38(6)” (paragraph 86).
29. As the judge went on to say, paragraph 11(d)ii of the 2019 version of the NPPF repeats the language of paragraph 14 of the 2012 version – “when assessed against the policies in this Framework as a whole” (paragraph 88). Footnote 6 in the 2019 version differs from footnote 9 in the 2012 version, “in that development plan policies are not to be taken into account

under paragraph 11(d)(i)”. But this alteration has been “confined to paragraphs 11(b)(i) and 11(d)(i)”, and “does not apply to paragraph 11(d)(ii)” (paragraph 89). Therefore, on the straightforward approach to interpretation laid down by the case law, “paragraph 11(d)(ii) of [the 2019 version of the NPPF] does not require any development plan policies to be excluded from the tilted balance”, and “[the] position remains the same as under paragraph 14 of [the 2012 version]” (paragraph 90). This conclusion gained support from paragraph 14 of the 2019 version, which “assumes that development plans, which include neighbourhood plans, are relevant considerations in the tilted balance under paragraph 11(d)(ii)” (paragraph 91).

30. The “two stage approach” contended for by Gladman, “would enable some applicants to satisfy the test in paragraph 11(d)(ii) (and gain the benefit of the presumption in favour of sustainable development) without any assessment being made of the weight to be given to relevant development plan policies, even where those policies justifiably attract substantial or full weight” (paragraph 105). There was “no legal justification for the court to prescribe that the tilted balance in paragraph 11(d)(ii) ... and the presumption in [section] 38(6) must be applied in two separate stages in sequence” (paragraph 107). It is “permissible for the decision-maker to assemble all the relevant material and to apply the two balances together or separately” (paragraph 108). This does not involve “any legal error based on so-called double-counting”, but the “same factors [being] assessed against two different criteria or tests to see whether both are satisfied”, and an “overall judgment” being reached on “all relevant considerations”, which “applies both the tilted balance in paragraph 11(d)(ii) and [section] 38(6)” (paragraph 110).
31. The judge also rejected the argument that the policy in paragraph 213 of the NPPF was relevant only in the application of section 38(6) of the 2004 Act, and not paragraph 11(d)ii. The wording of the policy provided no support for this contention (paragraph 117).

*Must development plan policies be left out of account when the “tilted balance” under paragraph 11(d)ii is applied?*

32. The court’s approach to the interpretation of planning policy is well established. It does not need to be enlarged or refined here. I would emphasise two basic and well-known principles:
- (1) Policy is not statute, and ought not to be construed as if it were. As Lord Carnwath observed in *Hopkins Homes Ltd.* (at paragraph 24), not all planning policies lend themselves to a rigorous judicial analysis. Where they do require interpretation, this should be done objectively in accordance with the language used, read in its proper context (see the judgment of Lord Reed in *Tesco Stores Ltd. v Dundee City Council* [2012] P.T.S.R. 983, at paragraphs 19, 21 and 35). A sensible approach should be adopted in seeking the true sense of the policy in question. The courts should not encourage unmeritorious claims based on intricate arguments about the meaning of policy. They should resist the over-complication of concepts that are basically simple (see *East Staffordshire Borough Council*, at paragraph 50).
  - (2) The interpretation of policy is a quite different exercise from judging its lawful application (see *Hopkins Homes Ltd.*, at paragraph 26). Construing policy is, in the end, a task for the court, but the application of policy is for the decision-maker

and may be challenged only on public law principles, and not on the planning merits (see *East Staffordshire Borough Council*, at paragraph 9). Subject to the limits of rationality, it is for the decision-maker to judge the matters to be taken into account in applying planning policy (see the judgment of Lord Carnwath in *R. (on the application of Samuel Smith Old Brewery (Tadcaster)) v North Yorkshire County Council* [2020] P.T.S.R. 221, at paragraphs 30 to 32, and 39).

33. The status of national planning policy within the statutory arrangements for decision-making is also well established. Three points should be kept in mind:
- (1) The NPPF is one of the “other material considerations” to which the decision-maker must have regard in performing the statutory duties under section 70(2) of the 1990 Act and section 38(6) of the 2004 Act (see *Hopkins Homes Ltd.*, at paragraphs 21 and 75).
  - (2) The policies in the NPPF are predicated on the primacy of the development plan in the “plan-led” system. It was pointed out by the Supreme Court in *Hopkins Homes Ltd.* (at paragraph 21), and by this court in *East Staffordshire Borough Council* (at paragraph 13), that the NPPF must be interpreted and applied – as it recognises itself – consistently with the statutory scheme, within which it takes its place as a material consideration.
  - (3) The weight to be given to conflict or compliance with the policies of the NPPF is a matter for the decision-maker, and the court will not interfere except on public law grounds (see *St Modwen Developments v Secretary of State for Communities and Local Government* [2018] P.T.S.R. 746, at paragraph 6(3)).
34. As I have said, the meaning of NPPF policy for the “presumption in favour of sustainable development” has already been the subject of ample case law. Although the terms of the policy have changed since it was introduced nine years ago in the first version of the NPPF, published in 2012, much of the judicial comment on that original form of the policy remains valid and relevant. Without trying to capture everything, I would take three main points from it:
- (1) The “presumption in favour of sustainable development”, now in paragraph 11 of the 2019 version of the NPPF, is not a statutory presumption. It is a presumption of national planning policy (see *East Staffordshire Borough Council*, at paragraph 35(1)).
  - (2) The presumption itself is not irrebuttable, and is not automatically decisive of any particular outcome for an application for planning permission. The policy in paragraph 11c) and d) provides guidance on decision-making, under the statutory duties in section 70(2) of the 1990 Act and section 38(6) of the 2004 Act, in specified circumstances. It does not purport to be prescriptive (see *East Staffordshire Borough Council*, at paragraph 35(3)).
  - (3) Beyond the statutory provisions governing the making of planning decisions, the decision-maker is left with a discretion to apply the policy faithfully to its own terms, in a manner appropriate to the circumstances of the case in hand (see the

speech of Lord Clyde in *City of Edinburgh Council v Secretary of State for Scotland* [1997] 1 W.L.R. 1447 at p.1459D to p.1460D, and *Wynn-Williams v Secretary of State for Communities and Local Government* [2014] EWHC 3374 (Admin), at paragraphs 38 and 39).

35. In *Hopkins Homes Ltd.*, Lord Carnwath, with whom the other members of the court agreed, said this about the policy in paragraph 14 of the 2012 version of the NPPF (in paragraph 14):

“14. ... [Although] the footnote refers in terms only to policies in the Framework itself, it is clear in my view that the list is to be read as including the related development plan policies. Paragraph 14 cannot, and is clearly not intended to, detract from the priority given by statute to the development plan, as emphasised in the preceding paragraphs. Indeed, some of the references only make sense on that basis. ...”

and, under the heading “Interpretation of paragraph 14” (in paragraphs 54 to 56):

“54. ... [Since] the primary purpose of paragraph 49 [of the 2012 version of the NPPF] is simply to act as a trigger to the operation of the “tilted balance” under paragraph 14, it is important to understand how that is intended to work in practice. The general effect is reasonably clear. In the absence of relevant or up-to-date development plan policies, the balance is tilted in favour of the grant of permission, except where the benefits are “significantly and demonstrably” outweighed by the adverse effects, or where “specific policies” indicate otherwise. ...

55. It has to be borne in mind also that paragraph 14 is not concerned solely with housing policy. It needs to work for other forms of development covered by the development plan, for example employment or transport. Thus, for example, there may be a relevant policy for the supply of employment land, but it may become out-of-date, perhaps because of the arrival of a major new source of employment in the area. Whether that is so, and with what consequence, is a matter of planning judgment, unrelated of course to paragraph 49 which deals only with housing supply. This may in turn have an effect on other related policies, for example for transport. The pressure for new land may mean ... that other competing policies will need to be given less weight in accordance with the tilted balance. ...

56. If that is the right reading of paragraph 14 in general, it should also apply to housing policies deemed “out-of-date” under paragraph 49, which must accordingly be read in that light. It also shows why it is not necessary to label other policies as “out-of-date” merely in order to determine the weight to be given to them under paragraph 14. As the Court of Appeal recognised, that will remain a matter of planning judgment for the decision-maker. Restrictive policies in the development plan (specific or not) are relevant, but their weight will need to be judged against the needs for development of different kinds (and housing in particular), subject where applicable to the “tilted balance”.

36. Where the local planning authority has failed to demonstrate the requisite five-year supply of housing land, said Lord Carnwath, “[the] shortfall is enough to trigger the operation of the second part of paragraph 14 [of the NPPF]”, and “[as] the Court of Appeal recognised, it is that paragraph ... which provides the substantive advice by reference to which the

development plan policies and other material considerations relevant to the application are expected to be assessed” (paragraph 59). A recently approved Green Belt policy in a local plan is not in those circumstances “out-of-date”, but “[the] weight to be given to it alongside other material considerations, within the balance set by paragraph 14, remains a matter for the decision-maker in accordance with ordinary principles” (paragraph 61).

37. Lord Gill said in his judgment (at paragraph 85) that the “presumption in favour of sustainable development” could be “displaced on only two grounds both of which involve a planning judgment that is critically dependent on the facts”. The second of those two grounds was that “specific policies in the Framework, such as those described in footnote 9 to the paragraph, indicate that development should be restricted”. On this ground Lord Gill observed:
- “85. ... From the terms of footnote 9 it is reasonably clear that the reference to “specific policies in the Framework” cannot mean only policies originating in the Framework itself. It must also mean the development plan policies to which the Framework refers. Green Belt policies are an obvious example.”
38. In *East Staffordshire Borough Council*, in the light of the Supreme Court’s decision in *Hopkins Homes Ltd.*, this court placed the “presumption in favour of sustainable development” in paragraph 14 of the 2012 version of the NPPF in the context of section 38(6) and the “plan-led” system of development control, emphasising (at paragraph 35(3)) that “[when] the section 38(6) duty is lawfully performed, a development which ... does not ... have the benefit of the “tilted balance” in its favour ... may still merit the grant of planning permission”, and that “in a case where a proposal for the development of housing is in conflict with a local plan whose policies for the supply of housing are out of date, the decision-maker is left to judge, in the particular circumstances of the case in hand, how much weight should be given to that conflict”. As had been held in *Crane* (at paragraphs 70 to 74), this is necessarily “a matter of planning judgment”.
39. Similar observations were made by this court in *Hallam Land Management Ltd.* (at paragraphs 44 to 47), again citing the first instance decision in *Crane* and also *Woodcock Holdings Ltd.*. The court accepted (at paragraph 59) that “[in] principle, [the Secretary of State] was entitled to conclude ... that in the balancing exercise provided for in paragraph 14 of the NPPF, realistic conclusions could ... be reached on the weight to be given to the benefits of the development and its conflict with relevant policies of the local plan”.
40. In *Crane* the court rejected (at paragraph 74) “the proposition that, in a case where relevant policies for the supply of housing are out of date, the weighing of “any adverse impacts” against the “benefits” under paragraph 14 [of the 2012 version of the NPPF] should proceed ... “on the basis that the development plan components have been assessed, put to one side, and the balancing act takes place purely within the text of [the NPPF] as a whole””. The court observed that paragraph 14 of the NPPF did “not say that where “relevant policies” in the development plan are out of date, the plan must therefore be ignored”, and did “not prevent a decision-maker from giving as much weight as he judges to be right to a proposal’s conflict with the strategy in the plan, or, in the case of a neighbourhood plan, the “vision” ...”.
41. For Gladman, Mr Richard Kimblin Q.C. repeated the argument that failed in the court below. Both inspectors had erred when conducting the exercise provided for in paragraph 14(d)ii – in

the Gretton decision letter at paragraphs 52, 54 and 56, and in the Flitch Green decision letter at paragraph 73 – by taking into account policies of the development plan and the proposals’ conflict with those policies. On a straightforward interpretation, without reading any additional words into it, the meaning of the policy is clear. When applying the “tilted balance” under paragraph 11d)ii, the decision-maker has to assess the proposal against the relevant policies of the NPPF. Local plan policies do not come into that exercise. If, in either of these cases, the inspector had applied the paragraph 11d)ii policy correctly, leaving local plan policies out of account, a different conclusion might have emerged on whether the “tilted balance” was engaged, and this in turn might have led to a different outcome under section 38(6). Mr Kimblin confirmed that, in his submission, the same analysis would have applied to the previous policy for the “presumption in favour of sustainable development” in paragraph 14 of the NPPF issued in 2012. Thus Lord Carnwath’s observations to the contrary in *Hopkins Homes Ltd.* – “obiter”, said Mr Kimblin – were incorrect.

42. I cannot accept that argument. In my view, as Mr Richard Honey submitted for the Secretary of State, it is implicit in previous discussion of this question – not only in the Planning Court but also in this court and in the Supreme Court – that decision-makers are not legally bound to disregard policies of the development plan when applying the “tilted balance” under paragraph 11d)ii. The reasoning in the two judgments given in the Supreme Court in *Hopkins Homes Ltd.* did not doubt that development plan policies were potentially relevant to the application of the policy for the “tilted balance” in paragraph 14 of the NPPF issued in 2012. Both Lord Carnwath and Lord Gill appear to have accepted that the exercise of assessing a proposal’s compliance, or otherwise, with the “policies in this Framework” could properly embrace consideration of related policies in the development plan, and sometimes this would make good sense because of the relationship between the two.
43. That the Supreme Court in *Hopkins Homes Ltd.* accepted, in principle, the appropriateness of assessing the weight that development plan policies should have in the “tilted balance” itself, within the overall performance of the section 38(6) duty, is evident in the conclusions of Lord Carnwath in paragraphs 56 and 61 of his judgment and Lord Gill’s in paragraph 85 of his. This was recognised as a legitimate part of the decision-making process. The relevant conclusions in the judgments in this court are to the same effect (see *East Staffordshire Borough Council* at paragraph 22(2) and (4), and *Hallam Land Management Ltd.*, at paragraphs 45 and 59). As Mr Honey submitted, it is inherent in the reasoning in these decisions of the Supreme Court and the Court of Appeal that, in practice, the performance of the statutory duty under section 38(6) and the performance of the exercise entailed in the NPPF policy for the “tilted balance” may be inter-related, and that, under the provision now in paragraph 11d)ii, conflict or compliance with development plan policies can bear on the assessment required by the NPPF policy itself. As was recognised by Holgate J. (in paragraph 86 of his judgment), the case law has been consistent on this point, at least since the first instance decision in *Crane*.
44. Those decisions of the court relate to the previous formulation of the policy, in paragraph 14 of the 2012 version of the NPPF. But there is no reason to think that a different analysis should apply to the revised policy, which, in its material drafting, is no different from the original. The phrase “when assessed against the policies in this Framework taken as a whole”, which appeared in the original version within the first limb of paragraph 14, is repeated in the present version – though now in the second limb, paragraph 11d)ii, the order having been reversed.

45. Like the equivalent provision in the original version, paragraph 11d)ii is not qualified by the clarificatory footnote attached to the other limb – now footnote 6, then footnote 9. In the context of decision-making, that footnote applies, and only applies, to paragraph 11d)i, which contains a different concept, namely that “the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed” – a change from paragraph 14 of the NPPF as originally published.
46. The reference to “the policies in this Framework taken as a whole” in paragraph 11d)ii is not, therefore, subject to the specific exclusion of development plan policies that was inserted into footnote 6 in its opening words: “[the] policies referred to are those in this Framework (rather than those in development plans) ...” (my emphasis). That parenthesis – “rather than those in development plans” – in a footnote attached only to paragraph 11d)i and paragraph 11b)i was evidently a deliberate adjustment to the policy in the light of the Supreme Court’s decision in *Hopkins Homes Ltd.*. As Mr Honey submitted, the absence of such a change for the provision now in paragraph 11d)ii is significant. For the purposes of that provision, what Lord Carnwath and Lord Gill said about the concept of “policies in this Framework” is unaffected. Holgate J. came to the same conclusion (in paragraph 89 of his judgment). I should add that in my view the passages to which I have referred in the judgments in *Hopkins Homes Ltd.* are not, as Mr Kimblin suggested, “obiter”. They are essential to the reasoning on which the Supreme Court’s decision in that appeal was founded, and thus binding on us.
47. Leaving the previous cases to one side, I would in any event interpret paragraph 11d)ii, in accordance with the principles I have mentioned, as not excluding the taking into account and weighing of development plan policies in the “tilted balance”. I agree with Holgate J.’s analysis and conclusions to the same effect.
48. In paragraph 11 two main currents running through the NPPF converge: the Government’s commitment to the “plan-led” system and its support for “sustainable development”. The former makes its appearance in paragraph 2, which acknowledges the primacy of the development plan in the making of planning decisions. The latter emerges in chapter 2, where paragraph 11 contains the “presumption in favour of sustainable development”, but paragraph 12 states the obvious but important point that the presumption “does not change the statutory status of the development plan as the starting point for decision making”. As I have said, the policy in paragraph 11 does not displace or modify the decision-maker’s statutory responsibilities. Nor could it – because it is policy, not statute. It functions within the statutory arrangements for planning decision-making, not outside them.
49. The provisions on “decision-taking” in the second part of paragraph 11 set out a policy to guide decision-makers on the performance of their statutory responsibilities under section 70(2) of the 1990 Act and section 38(6) of the 2004 Act, in the specific circumstances to which they relate. Those circumstances are, first, where “development proposals ... accord with an up-to-date development plan” (paragraph 11c)), and secondly, “where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date” (paragraph 11d)). The two limbs of paragraph 11d), connected by the word “or”, are disjunctive. They describe two different situations in which the “presumption in favour of sustainable development” will be disapplied. The first limb, in paragraph 11d)i, is limited to the application of a small number of particular policies, namely “policies in this Framework that protect areas or assets of particular importance”, and those

policies are individually identified in footnote 6. The second limb, in paragraph 11d)ii goes much wider. It replicates the equivalent provision in the original version of the NPPF. It provides for an assessment against “the policies in this Framework taken as a whole”, which are not the subject of a footnote.

50. The technique with which footnotes are used in paragraph 11 is, I think, significant. The footnotes are applied directly to the provisions to which they relate. Footnote 6, which deliberately excludes policies “in development plans”, has been applied to paragraph 11d)i, but not to paragraph 11d)ii. It has also been applied to paragraph 11b)i, but not to paragraph 11b)ii – which is in exactly the same terms as paragraph 11d)ii. A reasonable inference here is that, in the light of the case law, the Government saw the need to introduce this qualification to paragraph 11d)i, but no need to do so for paragraph 11d)ii. Had it wanted to exclude development plan policy from the ambit of paragraph 11d)ii, it could easily have done that. But it did not.
51. As Mr Honey submitted, it is neither a misinterpretation nor misapplication of paragraph 11d)ii, or taking into account an immaterial consideration, to have regard to development plan policies when dealing with the question posed by that provision. Nothing in its wording, or elsewhere in paragraph 11, ousts the development plan from the assessment required.
52. The lack of an express reference to the policies of the development plan in paragraph 11d)ii does not mean that such policies are therefore excluded. There is no justification for reading that exclusion into paragraph 11d)ii, and to do so despite the evidently deliberate decision not to insert words, or to attach a footnote, having that particular effect. The concept of the “adverse impacts” of a proposed development “significantly and demonstrably [outweighing]” its “benefits” does not naturally suggest that one must ignore “adverse impacts” and “benefits” to the strategy or individual policies of the development plan. And the concept of the positive and negative effects of the development being “assessed against the policies in this Framework” does not naturally suggest that such an assessment must necessarily be made without taking into account the relevant policies of the plan. This would be, in my opinion, a mistaken inference. There is no reason to suggest that because this provision refers to an assessment “against the policies in this Framework”, it means to say – though it does not say – “against the policies in this Framework, and leaving aside the policies of the development plan”. Paragraph 11d)ii does not spell out any such qualification, and is not to be read as if it does.
53. This understanding of the meaning and effect of paragraph 11d)ii sits well with the status and role of the NPPF in the making of decisions on applications for planning permission. The decision-making to which it relates, under the statutory scheme, involves the relevant policies of the development plan being taken into account, and a decision being made in accordance with the plan unless material considerations indicate otherwise. Restricting the scope of paragraph 11d)ii to shut out the relevant policies of the development plan, as if they were automatically alien to the assessment it requires, would seem incompatible with the status and role of the NPPF. Fortunately, there is no need to construe the words of paragraph 11d)ii as having that effect. And in my view it would be wrong to do so.
54. There are, as Mr Honey submitted, several other policies in the NPPF that reinforce this understanding of paragraph 11d)ii.

55. Paragraph 14 of the NPPF makes plain the potential relevance of a proposal’s conflict with a neighbourhood plan – which is part of the development plan – to the balancing exercise under paragraph 11d)ii. It refers explicitly to the “adverse impacts” of such development being approved as likely to “significantly and demonstrably outweigh the benefits” if all four of the specified considerations apply. The language here mirrors that in paragraph 11d)ii. It is clear in this policy that a conflict with a neighbourhood plan can be relevant to the paragraph 11d)ii balance, and will carry weight in it as an “adverse impact” – which, in the circumstances referred to, is “likely” to be powerful enough to tip the balance against approval. There is no suggestion that this is a unique or exceptional instance of conflict with the development plan being relevant to the exercise required under paragraph 11d)ii.
56. Paragraph 15, which opens chapter 3, “Plan-making”, emphasises the Government’s adherence to the “plan-led” system. The policy in paragraph 15, that “the planning system should be genuinely plan-led”, underpins the whole of the NPPF. As Mr Honey argued, the question of whether granting planning permission for a proposed development is consistent with this fundamental policy of the NPPF may be judged by the proposal’s compliance or lack of compliance with the relevant policies of the development plan. If the proposal is plainly in conflict with policies in the plan, granting planning permission for it might be seen as undermining the credibility of the plan, inimical to the “plan-led” system itself, and contrary therefore to a basic policy of the NPPF. This might be an “adverse [impact]” within paragraph 11d)ii. But as Mr Honey submitted, this could only be determined if the relevant policies of the development plan were taken into account in the paragraph 11d)ii assessment.
57. We were taken by Mr Honey to a number of specific policies in the NPPF, dealing with a wide range of topics, in each of which there is reference to the role and content of development plans and their policies. They included, in chapter 9, “Promoting sustainable transport”, paragraph 103, which says “[the] planning system should actively manage patterns of growth” to support the identified objectives, and paragraph 104, which says what “[planning] policies” should do; in chapter 12, “Achieving well-designed places”, paragraph 130, which says that “... where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development”; in chapter 14, “Meeting the challenge of climate change, flooding and coastal change”, including paragraph 167, which says that plans “should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast”; in chapter 15, “Conserving and enhancing the natural environment”, paragraphs 170 and 174, which indicate, respectively, the measures by which “[planning] policies ... should contribute to and enhance the natural and local environment”, and the measures by which “plans” should “protect and enhance biodiversity and geodiversity”, including the identification of “local wildlife-rich habitats and wider ecological networks”; in chapter 16, “Conserving and enhancing the historic environment”, paragraph 197, which describes the approach to proposals affecting the significance of non-designated heritage assets, such as buildings locally listed in a development plan; in chapter 17, “Facilitating the sustainable use of minerals”, paragraph 204, which sets out steps for “[planning] policies” to take, including the designation of “Mineral Safeguarding Areas”.
58. These are only examples. There are others. As Mr Kimblin said, some of the policies referred to by Mr Honey relate to “areas or assets of particular importance”, which fall therefore within the scope of paragraph 11d)i and footnote 6. However, as Holgate J. recognised (in paragraphs 78 and 79 of his judgment), when one reads the NPPF “as a whole” – as

paragraph 11d)ii requires – one sees a variety of policies interacting with or depending upon the policies of the development plan, or requiring the plan to set a pattern of development or establish a locational strategy in a particular way, or to make allocations or designations of one kind or another, or set in place policies of protection or promotion, consistent with the Government’s own priorities.

59. Thus the policies of the development plan will often inform the balancing exercise required under paragraph 11d)ii. Holgate J. came to this conclusion (in paragraph 102 of his judgment), and in my view he was right. In many cases it will facilitate the assessment of “adverse impacts” and “benefits” to consider not only the relevant policies of the NPPF but also the corresponding policies of the development plan. Sometimes the proposal’s compliance with a policy of the NPPF will best be gauged by considering whether it complies with a relevant policy of the plan. Some “adverse impacts” or “benefits” may only be capable of proper evaluation if policies of the plan are considered. And there will be cases in which the weight given to the proposal’s conflict with a policy of the NPPF will be the greater if it is also embodied in a policy of the development plan, or less if it is not. Mr Honey gave the example of a “valued [landscape]” given general protection under the policy in paragraph 170a) of the NPPF, but also specifically protected for its local importance by an adopted local plan.
60. It is clear, therefore, that a complete assessment under paragraph 11d)ii, in which “adverse impacts” and “benefits” are fully weighed and considered, may well be better achieved if relevant policies of the development plan are taken into account. This is not a substitute for discharging the decision-maker’s duties under section 70(2) of the 1990 Act and section 38(6) of the 2004 Act. It is integral to that process.
61. I would therefore reject an interpretation of paragraph 11d)ii that renders the policies of the development plan irrelevant as a matter of law from the assessment required under that provision. What emerges on the true interpretation of paragraph 11d)ii, read in the broad context of the NPPF’s commitment to the “plan-led” system and its support for “sustainable development”, and in the immediate context of paragraph 11 itself, is that it requires of the decision-maker an assessment of the kind described, in which relevant policies of the development plan may be taken into account. Whether and how policies of the plan are taken into account in the application of the policy comprising paragraph 11d)ii will be a matter for the decision-maker’s planning judgment, in the circumstances of the case in hand. This accords with the Supreme Court’s understanding of paragraph 14 in the original version of the NPPF, in *Hopkins Homes Ltd.*, this court’s in *East Staffordshire Borough Council and Hallam Land Management Ltd.*, and that to be seen in the first instance decisions in *Crane* and *Woodcock Holdings Ltd.*

*Must the “tilted balance” and the duty in section 38(6) be performed separately?*

62. Mr Kimblin also argued that the performance of the duty under section 38(6) and the application of the “presumption in favour of sustainable development” must be undertaken as separate and sequential stages of decision-making, in which the “tilted balance” under paragraph 11d)ii of the NPPF is carried out as a self-contained exercise.

63. Holgate J. rejected this argument (in paragraphs 107 and 108 of his judgment). I also reject it. No support for it is to be found in statute or in authority. Indeed, it seems contrary to authority.

64. In his speech in *City of Edinburgh Council* (at p.1459H to p.1460D), Lord Clyde considered a similar argument. He said this:

“Counsel for the Secretary of State suggested ... that in the practical application of [a provision in equivalent terms to that now to be found in section 38(6) of the 2004 Act] two distinct stages should be identified. In the first the decision-maker should decide whether the development plan should or should not be accorded its statutory priority; and in the second, if he decides that it should not be given that priority it should be put aside and attention concentrated upon the material factors which remain for consideration. But in my view it is undesirable to devise any universal prescription for the method to be adopted by the decision-maker, provided always of course that he does not act outwith his powers. Different cases will invite different methods in the detail of the approach to be taken and it should be left to the good sense of the decision-maker, acting within his powers, to decide how to go about the task before him in the particular circumstances of each case. In the particular circumstances of the present case the ground on which the reporter decided to make an exception to the development plan was the existence of more recent policy statements which he considered had overtaken the policy in the plan. In such a case as that it may well be appropriate to adopt the two-stage approach suggested by counsel. But even there that should not be taken to be the only proper course. In many cases it would be perfectly proper for the decision-maker to assemble all the relevant material including the provisions of the development plan and proceed at once to the process of assessment, paying of course all due regard to the priority of the latter, but reaching his decision after a general study of all the material before him. The precise procedure followed by any decision-maker is so much a matter of personal preference or inclination in light of the nature and detail of the particular case that neither universal prescription nor even general guidance are useful or appropriate.”

65. That reasoning has not been doubted in any subsequent decision of the House of Lords or of the Supreme Court. It recognises the realism, in many cases, of a holistic approach to the performance of the duty in section 38(6). There is no prescribed method to adopt. So long as the statutory duty is complied with, the decision-maker can go about the task in a way that seems suitable in the particular circumstances of the case. To split the performance of the duty, in every case, into two distinct stages or steps would be unduly inflexible (see *East Staffordshire Borough Council*, at paragraph 50). If, in substance, it can be properly discharged in a single, comprehensive exercise – rather than in two stages starting with the question of whether a decision to approve the proposal would be “in accordance with the development plan” and then going on to consider whether “material considerations indicate otherwise” – that will not be unlawful (see *Secretary of State for Communities and Local Government v BDW Trading Ltd.* [2016] EWCA Civ 493, at paragraph 21).

66. In my view, therefore, there is nothing to prevent an approach in which the application of the “tilted balance” under paragraph 11d)ii is incorporated into the decision-making under section 70(2) of the 1990 Act and section 38(6) of the 2004 Act in one all-encompassing stage. The decision-maker is not obliged to combine in a single exercise the paragraph 11d)ii

assessment with the assessment required to discharge the duty in section 38(6). In principle, however, he lawfully may.

67. If this is how it is done, the maker of the decision must keep in mind the statutory primacy of the development plan and the statutory requirement to have regard to other material considerations, including the policies of the NPPF and specifically the policy for the “tilted balance” under paragraph 11d)ii, and must make the decision, as section 38(6) requires, in accordance with the development plan unless material considerations indicate otherwise. It will not then be necessary to consider twice, in separate steps, matters that arise both under the relevant policies of the development plan and under the policies of the NPPF. The realistic approach in such a case is likely to be to take into account the development plan policies of relevance to the paragraph 11d)ii assessment within that assessment, rather than outside it. As Holgate J. held (in paragraph 110 of his judgment), the mischief of “double-counting” can thus be avoided. And the integrity of the section 38(6) assessment can be assured. This is not to merge the two presumptions – the statutory presumption in favour of the development plan and the national policy “presumption in favour of sustainable development”. It is to acknowledge the existence and status of both presumptions, but also to recognise that they can be lawfully applied together.

### *Paragraph 213*

68. It follows from the analysis on the two main issues that, as Holgate J. concluded (in paragraph 117 of his judgment), the policy in paragraph 213 of the NPPF may properly be taken into account in the balancing exercise under paragraph 11d)ii, and is not, in principle, of relevance only to the weighting of development plan policies under section 38(6) (see the recent decision of this court in *Peel Investments (North) Ltd. v Secretary of State for Housing, Communities and Local Government* [2020] EWCA Civ 1175, at paragraph 66). Neither the wording of the policy in paragraph 11d)ii nor that of the policy in paragraph 213 itself lends any support to the contention that the latter is excluded from the operation of the “tilted balance” under paragraph 11d)ii.

### *Did either of the inspectors err in law?*

69. I conclude, therefore, that neither of these two challenges has merit. Neither inspector erred in law. Each proceeded lawfully to a decision on the section 78 appeal, in accordance with the requirements of statute, and without lapsing into a misinterpretation of the policy in paragraph 11 of the NPPF or an unlawful application of that policy. In both cases, therefore, Holgate J. was in my view right to uphold the inspector’s decision.

### *Conclusion*

70. For the reasons I have given, I would dismiss these applications for planning statutory review.

**Lady Justice Simler**

71. I agree.

**Sir Gary Hickinbottom**

72. I also agree.

# FAREHAM

## BOROUGH COUNCIL

### Report to Planning Committee

**Date**                    17<sup>th</sup> February 2021

**Report of:**            Director of Planning and Regeneration

**Subject:**                FIVE YEAR HOUSING LAND SUPPLY POSITION

#### SUMMARY

The following report provides the latest update on the Council's Five Year Housing Land Supply position, and supersedes the update previously provided to the Planning Committee on 24<sup>th</sup> June 2020.

#### RECOMMENDATION

That the Committee note: -

- (i) the content of the report and the current 5-Year Housing Land Supply position;
- (ii) that the 5-Year Housing Land Supply Position set out in the attached report (which will be updated regularly as appropriate) is a material consideration in the determination of planning applications for residential development.

## **1.0 INTRODUCTION**

- 1.1. The following 5YHLS position updates and supersedes those previously provided to the Planning Committee. It will continue to be regularly updated as appropriate and will represent a material consideration in the determination of planning applications. It should be noted that the Council's housing land supply position can go down as well as up depending on the circumstances relevant at any given time.
- 1.2. The requirement of the National Planning Policy Framework is for housing need to be calculated by a standard method, as set out in the Planning Practice Guidance. The standard method uses household growth projections and house-price to earnings affordability data (produced by the Office for National Statistics) to calculate the Local Housing Need figure for a Local Planning Authority. The housing need figure for Fareham, using the standard method, is 508 dwellings per annum.
- 1.3. The latest Housing Delivery Test results were published by the Ministry of Housing, Communities and Local Government (MHCLG) in January 2021. These results require this Council to apply a buffer of 20% to its annual requirement.
- 1.4. The National Planning Policy Framework requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their local housing need. What constitutes a 'deliverable site' is defined within the National Planning Policy Framework and is an area which has been tested through the Courts.
- 1.5. Calculation of the Council's 5-Year Housing Land Supply Position based on an annual dwelling requirement of 508 and a 20% buffer gives a projected position of 4.2 years.

## **2.0 RISK ASSESSMENT**

- 2.1 There are no significant risk considerations in relation to this report.

## **3.0 CONCLUSION**

- 3.1 That the Committee note the content of the report and the updated 5YHLS position.
- 3.2 That the 5YHLS position set out in the attached report (which will continue to be updated regularly as appropriate) is a material consideration in the determination of planning application for residential development.

## **4.0 Enquiries:**

For further information on this report please contact Lee Smith. (Ext 4427)

**Fareham Borough Council**  
Five-Year Housing Land Supply Position  
**FEBRUARY 2021**

## **Introduction**

1. The National Planning Policy Framework (NPPF) requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites to provide five years supply of housing against their housing requirements. The NPPF also requires an additional buffer of 5% (or 20% in the case of persistent under-delivery) to ensure choice and competition in the market for land.
2. This document has been prepared to provide the latest position on the 5 Year Housing Land Supply (5YHLS) in Fareham Borough. It will be updated at regular intervals to ensure the most accurate and up-to-date position is available. Updates will be provided to the Planning Committee when relevant and will also be advised on the Council's website.
3. This document is iterative/live and will only provide the most accurate position of 5YHLS at the time of publication. It is possible that sites will be omitted from the 5YHLS and then subsequently, when circumstances change, may feature again in a future iteration of the 5YHLS position (and vice versa). Likewise, delivery rates for included sites are not fixed and are subject to revision following correspondence with site promoters/ developers.

## **Housing Need**

4. The requirement through the NPPF is for housing need to be calculated through a standard method. The standard method is based on household growth projections and house-price to earnings affordability data published by the Office for National Statistics (ONS).
5. Since the last 5YHLS report was presented to the Planning Committee in June 2020, updated house-price to earnings affordability data has been published by the ONS. Use of the 2014-based household growth projections along with the updated house-price to earnings affordability data (2020) within the standard method results in the Council having a Local Housing Need figure of 508 dwellings per annum.
6. There remains a requirement in the NPPF to include at least a 5% buffer on top of the 5-year housing requirement, "to ensure choice and competition in the market for land".
7. The level of the buffer (5% or 20%) is determined through the Housing Delivery Test, which was introduced through the NPPF. The NPPF advises that each Council's Housing Delivery Test result will be calculated and published by MHCLG in November of each year.
8. The results for the 2020 Housing Delivery Test (HDT) were published by the MHCLG in January 2021. The results for Fareham showed that the Council achieved 79% in terms of the number of homes delivered. Fareham's HDT results mean that the Council must apply a 20% buffer to its five-year housing land supply position.

9. One of the major contributing factors to this Council achieving 79% in the HDT, has been the Council's inability to issue many residential permissions since February 2019. This has been due to concerns identified in respect the impact of development-related nitrates on the protected habitats in The Solent. Whilst nitrate mitigation schemes have now come forward which have allowed this Council to issue some planning permissions, there will be a lag between planning permission being granted and houses completed on the ground.

### **Housing Supply**

10. The National Planning Policy Framework requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their local housing need. As such, this section sets out the different sources which make-up the Council's projected five-year housing supply.

### **Planning permissions**

11. A comprehensive list of all sites with outstanding planning permission at the start of each monitoring year is provided annually to the Council by Hampshire County Council. However, to ensure that this 5YHLS position provides the most accurate and up-to-date position, all new planning permissions as of 31<sup>st</sup> December 2020 are also taken account of. Sites with planning permission are only included within the projected supply where they meet the definition of 'deliverable'. What constitutes 'deliverable' is set out within Annex 2 of the National Planning Policy Framework:
12. "**Deliverable:** To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:
  - a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
  - b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years."
13. Where there is some indication that a planning permission will not be implemented then the site has been omitted from the 5YHLS on a precautionary basis. However, this may change if subsequent information comes to light to suggest the development will take place in the five-year period.

14. The monitoring of new permissions and the delivery projections of existing sites with planning permission will continue to be kept regularly up-to-date by Fareham Borough Council Officers, through regular correspondence with site developers.
15. Dwellings completed up to the end of December 2020 have been removed from the 'Details of Projected Housing Supply for the 5-Year Period (1<sup>st</sup> January 2021 – 31<sup>st</sup> December 2025)' set out at the end of this report.

### **Resolutions to Grant Planning Permission**

16. Housing supply based on sites with a resolution to grant planning permission forms a significant component of this Council's projected supply. These consist of sites which have been approved by the Council's Planning Committee, but the formal grant of planning permission remains subject to matters such as the completion of a legal agreement (i.e. Section 106).
17. As highlighted earlier in this report, the National Planning Policy Framework requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites.
18. For a period of time many Planning Inspectors were regarding the definition within the National Planning Policy Framework as a 'closed list' i.e. if a site does fall within the definitions at a) or b), set out within the preceding section of this report, it should not be included within the Council's 5 Year Housing Land Supply.
19. Then in the case of East Northamptonshire Council, the Secretary of State for Housing, Communities and Local Government (SOS) and Lourett Developments Ltd, the SOS conceded that he erred in his interpretation of the definition of deliverable within the glossary of the National Planning Policy Framework ("NPPF") as a 'closed list'. The proper interpretation of the definition is that any site which can be shown to be 'available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years' will meet the definition; and that the examples given in categories (a) and (b) are not exhaustive of all the categories of sites which are capable of meeting that definition.
20. Whether a site does or does not meet the definition is a matter of planning judgment on the evidence available. Officers have exercised that judgment, and on the basis of the evidence available consider that the planning applications with a resolution to grant planning permission should be included within the Council's 5-year housing land supply.
21. In light of the current market conditions, Officers have applied a precautionary approach to the commencement of development in respect of those sites with a resolution to grant.

### **Adopted Local Plan Housing Allocations and Emerging Brownfield Sites**

22. Officers have undertaken a review of the residual allocations and policy compliant sites from the adopted Local Plan to inform the 5YHLS position. This has been based on correspondence with the site promoter and Planning Officer judgement.

23. In other instances where Officers have gathered information on the timing and delivery rates from site landowners or developers, the Council have in some instances taken a more precautionary approach to delivery than may have been proposed by the site developer. This could be, for example, if they failed to allow sufficient time for planning permissions to be secured, or if the delivery rates were considered too optimistic. It is important that the Council has a robust basis for its 5YHLS calculations, as adopting a set of unrealistic assumptions may result in a 5YHLS figure that may not be accepted by an Appeal Inspector.
24. Late last year this Council updated and published its Brownfield Land Register. Appropriate sites identified within that Register are included within the Council's five-year housing land supply.
25. The process of liaison with site promoters and developers will remain ongoing to ensure a robust and evidenced position on 5YHLS can be demonstrated.

### **Windfall allowance**

26. Paragraph 70 of the revised NPPF enables an allowance to be made for housing delivery from windfall sites, providing that there is compelling evidence that they will provide a reliable source of supply having regard to historic windfall delivery rates and expected future trends. An allowance for windfall housing from small sites (1-4 units) has been included within the projected 5-year supply but avoids any small-site windfall development in years 1-3 of that projection and any large-site windfall from the entire 5-year projection.
27. The windfall rates used in the 5YHLS projection are set out in the Council's Housing Windfall Projections Background Paper (June 2020). The contribution from windfall provision within the 5 year period is modest, being 102 dwellings.

### **Calculating the 5YHLS**

28. In summary, the 5YHLS position in this paper is based on the following: -
- Local Housing Need figure of 508 dwellings per annum.
  - Application of a 20% buffer on the Local Housing Need figure.
  - Outstanding planning permission data as of 31<sup>st</sup> December 2020.
  - Sites allocated within the adopted Local Plan and emerging brownfield sites which are expected to deliver housing over the 5-year period 1<sup>st</sup> January 2021 to 31<sup>st</sup> December 2025.
  - Expected windfall development from small sites (1-4 units) in years 4 and 5 (i.e. 1<sup>st</sup> January 2024 – 31<sup>st</sup> December 2025).
  - Delivery projections and rates which are derived from detailed liaison with site developers (particularly for larger development sites).

## FIVE-YEAR HOUSING LAND SUPPLY POSITION AS AT 1<sup>st</sup> JANUARY 2021

### HOUSING REQUIREMENT

A	Local Housing Need: Dwellings per annum	508
B	Local Housing Need: Total requirement for 1 <sup>st</sup> January 2021 to 31st December 2025 (A x 5)	2,540
C	20% buffer - delivery of housing over the previous 3 years, has fallen below 85% of the requirement, as set out in the 2020 Housing Delivery Test results (B x 20%)	508
<b>D</b>	<b>Total housing requirement for period from 1st January 2021 to 31st December 2025 (B+C)</b>	<b>3,048</b>
E	Annual requirement for period from 1st January 2021 to 31st December 2025 (D/5)	610

### HOUSING SUPPLY

F	Net outstanding planning permissions for small sites (1-4 units) expected to be built by 31st December 2025 (discounted by 10% for lapses)	69
G	Net outstanding <b>full</b> planning permissions for large sites (5 or more units) expected to be built by 31st December 2025	402
H	Net outstanding <b>outline</b> planning permissions for large sites (5 or more units) expected to be built by 31st December 2025	296
I	Dwellings with a Resolution to Grant Planning Permission that are expected to be built by 31st December 2025	1372
J	Dwellings allocated in Adopted Local Plan that are expected to be built by 31st December 2025	33
K	Dwellings from brownfield register sites that are expected to be built by 31st December 2025	276
L	Small site windfall allowance (years 4 – 5) (51 dwellings x 2 years)	102
<b>M</b>	<b>Expected housing supply for the period from 1st January 2021 to 31st December 2025 (F+G+H+I+J+K+L)</b>	<b>2,550</b>
<b>N</b>	<b>Housing Land Supply Position over period from 1st January 2021 to 31st December 2025 (M – D)</b>	<b>-498</b>
<b>O</b>	<b>Housing Supply in Years (M / E)</b>	<b>4.2</b>

Site Address	2021	2022	2023	2024	2025	Totals
<b>Outstanding Planning Permissions - Small (1-4 dwellings) (10% discount)</b>						
Total across borough	23	23	23			
Sub-total						<b>69</b>
<b>Outstanding Full Planning Permissions - Large (5+ dwellings)</b>						
Avon Park Rest Home P/19/1348/FP				5		
3-33 West Street, Portchester (07/0042/FP)	16					
New Park Garage, Station Road, Park Gate (09/0672/FP)	14					
100 Wickham Road, Fareham (14/1252/FP)				13		
Swanwick Marina, Bridge Road (15/0424/VC)			25	25		
Willows End, 312 Old Swanwick Lane (P17/1390/FP)	6					
Cranleigh Road, Portchester (P/17/1170/RM)	37					
Wykeham House School (P/17/0147/FP)	6					
Hampshire Rose, Highlands Road, Fareham (P/17/0956/FP)	18					
18-23 Wykeham Place (Former School Sports Hall), East Street, Fareham (P/18/0589/FP)	6					
HA3 Southampton Road (Land at Segensworth Roundabout) (P/18/0897/FP) (Segensworth Cluster)	40					
123 Barnes Lane, Sarisbury Green (P/18/0690/FP)			40			
Land to south of Rookery Avenue, Swanwick (P/18/0235/FP)		6				
94 Botley Road, Park Gate (P/19/0321/PC)		8				
24 West Street, Fareham (P/19/0654/PC)		7				
Land North of Funtley Road, Funtley (P/17/1135/OA) (P/19/0864/RM)	27					
42 Botley Road (P/19/1275/PC) Prior Approval Granted	5					
Stubbington Lane, Hill Head (LP2 H12) P/19/0915/FP		11				
Land to East of Bye Road (self/custom build) (P/17/1317/OA & P/19/0061/DP/A)	4	3				
Corner of Station Road, Portchester (LP2 H20)		16				
Croft House, Redlands Lane P/18/0720/CC	6					
Former Wavemar Electronics Ltd Building, Middle Road, Park Gate (P/16/0914/FP)			9			

Site Address	2021	2022	2023	2024	2025	Totals
399-403 Hunts Pond Road (1072) (HA19) (LP2 H9) (P/19/0183/FP)		16				
Former Scout Hut Coldeast Way Sarisbury Green (P/20/0702/FP)		9				
Funtley Court, Funtley Hill (P/20/1326/PC)			24			
<b>Sub-total</b>						<b>402</b>
<b>Outstanding Outline Planning Permissions - Large (5+ dwellings)</b>						
HA3 Southampton Road (Reside) (P/18/0068/OA) (Segensworth Cluster)		40	40	25		
Land South of Funtley Road, Funtley (P/18/0067/OA)			40	15		
Land to the East of Brook Lane & South of Brookside Drive, Warsash (P/16/1049/OA)		35	50			
Egmont Nurseries, Brook Avenue (P/18/0592/OA)		8				
18 Titchfield Park Road, Titchfield (P/20/0235/OA)		6				
East & West of 79 Greenaway Lane, Warsash (P/18/0884/FP)	6					
East & West of 79 Greenaway Lane, Warsash (P/18/0107/OA)		15	9			
Burridge Lodge, 246 Botley Road (P/18/1413/OA)					7	
<b>Sub-total</b>						<b>296</b>
<b>Resolution to Grant Planning Permission - Large (5+ dwellings)</b>						
Land at Brook Lane, Warsash - (P/17/0845/OA)		24	50	50	50	
Land East of Brook Lane, Warsash (P/17/0752/OA)		20	40	20	30	
Land to the East of Brook Lane and West of Lockwood Road, Warsash (P/17/0998/OA)		25	50	50	32	
Heath Road, Locks Heath – Hampshire County Council (LP2 H11) (P/17/1366/OA)			35	35		
Land South West of Sovereign Crescent, Locks Heath (P/18/0484/FP)		24	14			
HA12 Moraunt Drive, Portchester (P/18/0654/OA)			24	24		
Welborne (LP3)		30	180	240	180	
Land adjacent to 125 Greenaway Lane (P/19/0402/OA)		20	40	40		
Magistrates Court (P/18/1261/OA)			45			
<b>Sub-total</b>						<b>1372</b>
<b>Brownfield Register Sites</b>						

Site Address	2021	2022	2023	2024	2025	Totals
Warsash Maritime Academy			50	50		
22-27a Stubbington Green				9		
Rest of 3-33 West Street				10		
Locks Heath District Centre				35		
Former Filling Station, Locks Heath Centre				30		
Hammond Ind Est (P/20/1597/FP)		36				
Assheton Court				27		
68 Titchfield Park Road (P/20/1137/FP)				9		
Wates House, Wallington Hill (P/20/1483/PC)					20	
<b>Sub-total</b>						<b>276</b>
<b>Local Plan Adopted Housing Allocations</b>						
Wynton Way, Fareham (LP2 H3)		13				
335-357 Gosport Road, Fareham (LP2 H4)						
33 Lodge Road, Locks Heath (LP2 H10)						
Land East of Church Road			20			
<b>Sub-total</b>						<b>33</b>
<b>Windfall</b>						
Small (1-4 dwellings)				51	51	
<b>Sub-total</b>						<b>102</b>
<b>Total</b>						<b>2,550</b>



## Appeal Decision

Inquiry Held on 11-14 December 2018

Site visit made on 14 December 2018

**by Christina Downes BSc DipTP MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 22 January 2019**

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**Appeal Ref: APP/A1720/W/18/3200409**

**Land west of Old Street, Stubbington, Hampshire**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
  - The appeal is made by Bargate Homes against the decision of Fareham Borough Council.
  - The application Ref P/17/1451/OA, dated 1 December 2017, was refused by notice dated 23 March 2018.
  - The development proposed is the construction of up to 160 residential dwellings, access from Old Street, landscaping, open space and associated works.
- 

### Decision

1. For the reasons given below, the appeal is dismissed.

### Procedural Issues

2. The application was submitted in outline with all matters save for access reserved for consideration at a later stage. It was accompanied by an illustrative masterplan and I have taken this into account insofar as it demonstrates how the site could be developed if the maximum number of dwellings were to be built. There is no evidence to support justification for any lower number and, in such circumstances, it is reasonable to assume that if planning permission were to be granted the maximum number could be built.
3. Before the Council made its decision, the number of dwellings was reduced to up to 150. This was to take account of Great Crabthorn, which is a 17<sup>th</sup> century Grade II listed building. Its original setting would have included the surrounding rural landscape although this has now been compromised by modern development on the eastern side of Old Street. Nevertheless, the open fields to the west, including the northern part of the appeal site, make a contribution in terms of setting. The aforementioned revision would allow this area to be kept free of built development. The setting of Great Crabthorn would thus be preserved.
4. The inquiry was closed on 14 December 2018. However, I allowed further time to complete the Planning Obligation by Unilateral Undertaking (UU), following its discussion at the inquiry. The Deed includes covenants that provide for open space, an ecological buffer, affordable housing, a travel plan, primary education and highways works, including improvements to encourage sustainable travel modes. These provisions were discussed at the inquiry and I

am satisfied that together with a planning condition on sustainable drainage, the covenants in the UU would be capable of addressing reasons for refusal c)–h) and j)–m).

5. The UU also includes mitigation in respect of the impact on the Solent and Southampton Water Special Protection Area, Ramsar site and Site of Special Scientific Interest. There is no dispute that if I were minded to allow the appeal I would need to re-consult with Natural England and undertake an Appropriate Assessment under the Habitats Regulations. The proposal includes a number of mitigation measures, including an ecological buffer on the western side of the site and cat protective fencing. However the *People over Wind* judgement<sup>1</sup> makes clear that the Appropriate Assessment must precede a consideration of the effectiveness of these measures in terms of protecting habitat integrity. The process cannot be pre-judged and so reason for refusal i) remains outstanding.
6. Reason for refusal b) relates to design. Following discussions during the course of the inquiry the Council is satisfied that this objection could be addressed through the use of planning conditions and I agree with that judgement.
7. Bearing all of the above points in mind, the main issues on which this appeal turns concern the effect on the Meon Valley landscape, whether there would be harm to a valued landscape and the effect on the strategic gap. Before considering these matters I address the planning policy context.

## **Reasons**

### ***Planning policy and approach to decision making***

8. The relevant parts of the development plan comprise the *Local Plan Part 1: Fareham Borough Core Strategy* (LPP1) (2011) and the *Local Plan Part 2: Development Sites and Policies* (LPP2) (2015). The appeal site is outside the settlement boundary of Stubbington and within the strategic gap. It lies within the countryside for planning policy purposes. Policy CS14 in LPP1 and policy DSP6 in LPP2 apply strict controls to new development in such areas. There is no dispute that the appeal proposal would conflict with these policies. Policy CS22 concerns development in strategic gaps and the parties do not agree whether it would be offended.
9. The Council is unable to demonstrate a five year supply of deliverable housing sites. This is on the basis of a requirement taken from Office for National Statistics (ONS) housing projections on account of the requirement in the adopted development plan being out-of-date. The best case on the Council's assessment is a supply of some 3.8 years, which is derived from the 2016 ONS projections. The Appellant considers the situation is considerably worse at around 2.5 years on the basis of the 2014 ONS projections<sup>2</sup>. Whichever is correct the shortfall is substantial and this is agreed by both main parties.
10. In view of the deficit the Council's housing supply policies are out-of-date. This is a material consideration of some importance when considering the weight to be given to the location of the appeal site outside of the settlement boundary and within the strategic gap. However, that does not mean that the protection

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<sup>1</sup> Court of Justice of the European Union *People over Wind, Peter Sweetman v Coillte Teoranta* C-323/17.

<sup>2</sup> Both positions are based on an assessment at 31 March 2018.

of landscape character and the separation of settlements is a matter to be set aside. The National Planning Policy Framework (the Framework) recognises the intrinsic character and beauty of the countryside and seeks the protection and enhancement of valued landscapes. Whilst strategic gaps are not specifically referred to, it endorses the creation of high quality places, which would include respecting the pattern and spatial separation of settlements.

11. Policy DSP40 in LPP2 is specifically designed to address the situation where there is a five-year housing supply shortfall as is the case here. It allows housing to come forward outside of settlements and within strategic gaps, subject to a number of provisions. It seems to me that this policy seeks to complement the aforementioned policies in situations where some development in the countryside is inevitable in order to satisfy an up-to-date assessment of housing need. It assists the decision maker in determining the weight to be attributed to the conflict with restrictive policies such as CS14, CS22 and DSP6 and provides a mechanism for the controlled release of land through a plan-led approach. Policy DSP40 is in accordance with Framework policy and reflects that the LPP2 post-dates the publication of the Framework in 2012. Conflict with it would be a matter of the greatest weight.
12. There is no dispute that the only criterion in policy DSP40 that the proposal may offend relates to the effect on the landscape and strategic gap. If it does not conflict with the provisions of this policy, it seems reasonable to conclude that the proposal would be in accordance with the development plan as a whole.
13. Paragraph 11 of the Framework establishes the presumption in favour of sustainable development by applying a "tilted balance" to cases where housing supply policies are out-of-date. However, the presumption does not apply if the proposal conflicts with protective policies and this includes where development requires Appropriate Assessment. At the present time paragraph 177 makes clear that this is regardless of whether or not the assessment results in a favourable outcome. The benefits and harms will therefore be weighed against each other in this case and the "tilted balance" is not engaged.

### ***The effect on the Meon Valley landscape***

14. The appeal site comprises some 10.5 hectares of land on the western side of Old Street, which is bordered by a screen of hedges and trees. It is divided into two parcels separated by a hedged track known as Marsh Lane. The northern field is used for the grazing of horses. The southern field is overgrown with rank vegetation, although the evidence indicates that it has been cultivated in the past. The southern boundary runs along a dry valley that cuts into the site. Houses in Knights Bank Road occupy the southern slope of this small valley and the boundary is relatively open at this point. Immediately to the west is the Titchfield Haven National Nature Reserve (NNR), which occupies the flat valley floor of the River Meon close to its confluence with the Solent. This provides feeding grounds and overwintering habitat for internationally protected waders and waterfowl and is within the Solent and Southampton Water Ramsar Site and Special Protection Area.
15. The Meon Valley is a major landscape feature that runs through the Borough and slices through the coastal plain. The *Hampshire Integrated Character Assessment 2012* is a county-wide study that recognises the Meon Valley landscape character area as a major river valley with the two main landscape

types being the flat valley floor and the coastal plain. It identifies a strong sense of seclusion and an intimate rural landscape character. At the local level, the 1996 *Fareham Borough Landscape Assessment* (the 1996 LCA) was adopted as supplementary guidance and provided the evidence base for the now superseded Fareham Local Plan Review (2000). This was updated and expanded in the 2017 *Fareham Landscape Assessment* (the 2017 LCA), which forms part of the evidence base for Fareham's emerging Local Plan. It is appreciated that this is as yet only at the very early stages and has not been subject to scrutiny through the examination process. However, from my reading the basic analysis in the 2017 LCA is very similar to its predecessor.

16. In all three assessments the Meon Valley landscape character area has similar boundaries but it seems to me that the two Borough assessments provide a finer grain analysis. In the 2017 assessment the Meon Valley is divided into two local landscape character areas. The appeal site is within the Lower Meon Valley, which includes the section south of Titchfield. Whilst such division did not occur in the 1996 LCA it did identify clear differences between parts of the valley. The Appellant complains that the 2017 assessment does not identify existing detractors to landscape character such as the intrusion of urban development and fringe farmland. However, the 1996 assessment regards the smaller enclosed pastures bordering the valley south of Titchfield as functioning to buffer such intrusion and this is a point picked up in the later work. In the 1996 assessment the reference to detractors in the central section of the Meon Valley seems to me to refer to the part further to the north.
17. The Lower Meon Valley is characterised by its distinctive valley floor with open floodplain pasture and wetland communities at Titchfield Haven. Here the natural qualities of the valley and the sense of tranquillity and remoteness are most strongly evident. The valley sides are relatively shallow and it is clear from the topographical map and on the ground that they have a distinctive concave profile. The steeper well vegetated slopes at the bottom become gentler further up the valley sides. This means that the valley floor is not always visible from the upper slopes but there are clear views from one side to the other providing a strong sense of cohesiveness to the landscape unit.
18. The eastern valley sides include a mosaic of small-scale pasture land bounded by strong field hedges and tree lines. The 2017 LCA subdivides the local landscape character area into three sections comprising the flat valley floor and the landscape either side. These form a gentle transition from valley side into the landscape of the wider coastal plain, although from observation this is more evident in some places than in others.
19. The appeal site seems to me to include many of the characteristics of the valley side landscape type described above. There are two well-contained fields with relatively strong hedge and tree boundaries along Marsh Lane, Old Street and parts of the northern, western and southern boundaries. In visual terms the flat valley floor can be viewed from many parts of the site, including from within the areas proposed for development. The opposite valley sides are also clearly seen from most places. These features provide a perception that the site is part of the valley landscape compartment. Whilst the slope is gentle in the eastern part of the site it continues to rise beyond the Old Street boundary and reflects the concave profile that is typical of the valley side in this part of the valley.

20. It is acknowledged that the site suffers from some detracting influences. The proximity of residential development along Old Street and Knights Bank Road inevitably has a negative effect, although this is ameliorated to a considerable degree along Old Street by virtue of the hedge line and trees. The most exposed part of the site is in the south where the houses built on the southern slopes of the dry valley are quite prominent. There is also a background hum of traffic noise close to the eastern boundary. However, from my site observations these detractors are localised and do not extend across much of the proposed development area. The sense of tranquillity and remoteness so typical of the lower parts of the valley is not particularly evident. However, I observed a strong sense of being in the countryside in general and the valley in particular from most parts of the site.
21. I acknowledge that the boundaries between one landscape type and another are often indistinctive, especially at the edges. However, in this case for all of the reasons given above I did not detect visual or topographical differences that would signal a change from valley side to coastal plain landscape type across the appeal site. In my judgement it is all reflective of the valley side landscape type and forms an integral part of the Lower Meon Valley landscape.
22. Generally development does not extend down the sides of the Lower Meon Valley but the threat of such urban expansion is mentioned in both the *Hampshire Integrated Character Assessment* and the 2017 LCA. The settlement of Stubbington itself is mainly situated above the 10 metre AOD contour. The main exception to this prevailing development pattern is the residential area of Hill Head immediately to the south of the appeal site, which includes the housing along Knights Bank Road. Here dwellings extend down the slope to the valley floor. There is tree screening along the residential boundaries but nevertheless the effect of this incursion is not a positive one in landscape terms.
23. In order to assess the effect of the proposed development, the Appellant has submitted a Landscape and Visual Assessment (LVA). Both landscape experts agreed that the sensitivity of the Lower Meon Valley landscape receptor is moderate-high. The magnitude of change from development in the short term was agreed to be medium. On completion the effect would be moderate adverse on the evidence of the Appellant and moderate-major adverse on that of the Council. I am more inclined towards the Council's judgement in this respect but whichever is preferred it seems to me that the overall effect would be significant and harmful.
24. There was also no agreement about the longer term effect on the landscape and whether the proposed mitigation would result in a reduction in effect to minor adverse as contended by the Appellant. Changes would mainly result from additional tree planting around the western edge of the proposed housing area, which is intended to reach a height of 15-20 metres. This would eventually soften the effect of development in visual terms. However, it would remain the case that there would be a permanent change to a substantial part of the site from valley side to a housing estate. Not only would the open fields be lost to built development but also there would be the noise, activity and lighting that such uses would entail. In the circumstances of this case I would agree with the Council that there is unlikely to be much diminution in landscape effect as a result of mitigation.

25. As views into the valley from outside of it are relatively limited the visual effects of the proposed changes to the landscape would be experienced mainly from viewpoints on the opposite side of the valley, although overall there would be the benefit of considerable distance. From these places the existing properties along Old Street and Knights Bank Road can be clearly seen on the skyline. Even though they stand within a treed setting there is particular prominence in places due to the presence of light coloured facing materials.
26. Existing trees and vegetation, especially on the lower valley sides, means that from many public viewpoints only partial views of the appeal site are evident. Parts of public Footpath No 51 is bordered by an unmanaged hedge along its eastern side, which restricts relevant views from many points. Most of those who use this route are likely to value the sense of remoteness and thus to have a high sensitivity to change. However, the magnitude of change would be relatively small in most views as the new housing would be seen within the context of a wide panorama. The proposed planting would further reduce the adverse effect once established. Some observers would be more sensitive to change than others but overall I consider that the effect would be of minor significance, especially in the longer term.
27. Entry to the NNR is not free so views are not strictly speaking publicly available. On the other hand the entry fee is relatively modest and from what I heard at the inquiry the facility attracts a considerable number of visitors who enjoy use of the bird hides and the pathways. I consider that these people are likely to have a heightened appreciation of the natural environment and a greater awareness of changes to their surroundings. Furthermore, many will observe wildlife through binoculars thus bringing more distant views into sharper focus.
28. From various points in the NNR, including the Spurgin and Pumfrett hides, which I visited, the eastern valley sides are clearly evident above the band of trees and vegetation on the lower slopes. I noted that at the southern end the residential area of Hill Head, which extends close to the valley floor, is particularly apparent. However, walking north the surroundings become more rural, existing development is less obvious and by the time I reached the Spurgin Hide much of the appeal site had come into view. The viewing window of the hide faces in an easterly direction and the proposed development would be evident on the gently sloping valley side and at depth. Notwithstanding the existing housing on the skyline, I consider that it would be viewed as an unwelcome intrusion in the rural landscape to these highly sensitive viewers. Whilst I appreciate that the mitigation planting would eventually reduce the impact, the upper parts of the new buildings would still be clearly apparent. I therefore consider that the visual effect has been underestimated in the LVA. In my judgement there would be a moderate adverse effect that would reduce to a moderate-minor adverse effect once mitigation planting had matured in around 15 years.
29. For all of the above reasons I conclude that there would be unacceptable harm to the attractive landscape of the Lower Meon Valley. Overall this would be a long term, permanent and adverse change in terms of the resource itself. For many of those who use and enjoy the landscape the effects would be relatively small, especially in the longer term. Nevertheless highly sensitive viewers in the NNR would experience a greater degree of detriment and this adds to the harm that would arise from the proposed development.

### ***Whether the proposal would harm a valued landscape***

30. Paragraph 170 of the Framework indicates that valued landscapes should be protected and enhanced in a manner commensurate with their statutory status or identified quality in the development plan. Parts of the Lower Meon Valley are protected for their ecological importance but the landscape is not specifically recognised for its quality in the current development plan. This is because local landscape designations fell from favour in national planning policy. Previously the Lower Meon Valley had been identified as an Area of Special Landscape Character in the now superseded *Fareham Borough Local Plan Review 2000* supported by the 1996 LCA.
31. In view of the policy in paragraph 170 the matter of landscape value will no doubt be considered through the emerging Local Plan process. That is the proper forum for any designation to be made. However, until that time it is difficult to understand why there would be a change in terms of intrinsic value. Case law and appeal decisions indicate that a valued landscape is more than ordinary countryside and should have physical attributes beyond popularity. Furthermore, that it is not necessarily the site itself that is important in that judgement but rather the wider landscape of which the site is an integral part. It was agreed that the criteria in the 1996 LCA that led to the identification of the Area of Special Landscape Character were similar to those in Box 5.1 of the Landscape Institute's *Guidelines for Landscape and Visual Impact Assessment* (2013). Both landscape experts used Box 5.1 in their evaluation.
32. Having considered all of the evidence and the assessments against the Box 5.1 criteria, I have no doubt that the Lower Meon Valley is a valued landscape. The Appellant's landscape expert judged it to have high value and did not seem to dispute that the western part of the appeal site is part of the valley side landscape type and could be considered as part of a valued landscape. The dispute related to the eastern part of the site on which the development is proposed to be built. For the reasons I have already given I do not agree that there is a distinction in terms of landscape type or character within the site. On the contrary I consider that the appeal site overall possesses sufficient physical attributes to be deemed as an integral part of the Lower Meon Valley and contributes to its valued landscape.

### ***The effect on the strategic gap***

33. The Meon Gap lies between Fareham/ Stubbington and the Western Wards/Whiteley. Policy CS22 requires the integrity of the gap to be maintained and the physical and visual separation of settlements to be respected. In terms of separation of settlements there is no dispute that there would be no diminution either in physical or visual terms if the development were to go ahead. The policy indicates that the gap boundaries will be reviewed to ensure that no more land than necessary is included in order to maintain gap function.
34. When considering the effect on integrity it is important to note that the policy does not embargo development altogether but rather requires that it should not cause significant harm. Protecting integrity will therefore be case specific. Harm to gaps arises from a diminution of spatial function and so it is difficult to understand how integrity could be significantly affected in the event that this is maintained. In this case it seems to me that the settlement pattern would be protected whether or not the proposed development went ahead.

35. It should be remembered that gap policy is a spatial tool. The Council referred to the role of the gap in maintaining the character or setting of Stubbington. This is considered in the 2017 LCA where the strategic gap designation is reviewed. However, the document makes clear that its purpose is to consider what role the landscape plays within the strategic gaps. It is not intended to examine the designation criteria or the broad areas identified. This is important to note because it is landscape rather than spatial considerations that are key to settlement character and setting. The character and setting of Stubbington is not pertinent to gap designation or function in policy CS22.
36. I appreciate that a review of gap boundaries was undertaken in 2012 and that no changes were recommended in relation to the land immediately adjacent to Stubbington. However, for the reasons I have given I do not consider that the proposed development of the appeal site would adversely affect the integrity of the Meon Gap. The proposal would thus accord with policy CS22 in LPP1.
37. A recent appeal decision related to development at Meon View Farm, which is to the north of the appeal site but in the same part of the Lower Meon Valley. In her decision the Inspector dismissed the appeal on the grounds of harm to the countryside and strategic gap. I do not know what evidence was before my colleague but her conclusion that the integrity of the gap would be undermined referred to the erosion of its function of physically and visually separating settlements. In the case of the present appeal the Council has agreed that such coalescence would not occur.

### **Overall Conclusions and Planning Balance**

38. The appeal site is an integral part of the Meon Valley landscape character area and in particular the lower section south of Titchfield. This landscape is valued for its quality, even though there is no designation in the current development plan. The proposed development would be unacceptably harmful to the character of the Lower Meon Valley and would fail to protect this valued landscape. The proposal would therefore conflict with policies CS14 in LPP1 and policy DSP6 in LPP2 and be contrary to Framework policy relating to the countryside and landscape.
39. However, due to the housing land supply situation in Fareham Borough the conflict with those policies has reduced weight and policy DSP40 is engaged. In cases such as this development outside the urban area is permitted subject to five provisions, all of which must be met. For the reasons given above, the location of the site in the strategic gap would not be an impediment. However, the proposal would fail to minimise any adverse impact on the countryside. In the circumstances there would be conflict with this policy and the development plan as a whole.
40. The proposal would deliver up to 150 new dwellings in an accessible location that would be likely to be available for occupation within the next five years. It would therefore make an important contribution to addressing the Council's housing shortfall, which on any basis is substantial. Furthermore, 40% of the dwellings would be affordable housing with a tenure mix that would meet the Borough's housing needs. There is a very considerable affordable housing deficit and this is getting worse year on year. 5% of the dwellings would also be self and custom build, which is encouraged as a source of supply by the Government and for which there is an unmet demand in the Borough.

41. The proposal would have a range of economic benefits. It would, for example, provide new jobs during the construction period and thereafter. There would be a contribution to economic growth and the generation of household expenditure would help support the local economy and provide local jobs.
42. The proposal would deliver additional green space in the Stubbington ward where there is a deficit. The buffer zone between the housing area and the NNR would be managed to enhance its ecological value and therefore there would be a net gain to biodiversity in accordance with the provisions of the Framework. These social, economic and environmental benefits of the scheme can be afforded substantial weight in the planning balance.
43. There was a great deal of concern from local people about the effect of the development on the NNR. I have taken account of the visual implications in my conclusions on landscape. However, subject to the various safeguards proposed through planning conditions and the UU I consider that the proposed development could be designed so that significant harm would not be caused to this ecological resource. It is not therefore a matter that counts against the scheme. In this case it is unnecessary for me to undertake an Appropriate Assessment. However, if I had done so and a positive outcome had ensued it would not have affected the planning balance or my conclusions on this appeal.
44. Notwithstanding the substantial benefits that would flow from the proposed development there would also be very substantial harms. In this case the conflict with the development plan and the environmental harm that would ensue to the countryside within the valued landscape of the Lower Meon Valley is of compelling importance and outweighs the many advantages of the scheme. I have considered all other matters raised but have found nothing to change my conclusion that this would not be a sustainable form of development and that the appeal should not succeed.

*Christina Downes*

INSPECTOR

## APPEARANCES

### FOR THE LOCAL PLANNING AUTHORITY:

Mr Paul Stinchcombe	Of Queen's Counsel, instructed by the Senior Solicitor at Southampton and Fareham Legal Services Partnership
<i>He called:</i>	
Mr P Brashaw BSc(Hons) BLD CMLI	Associate at LDA Design
Mr A Blaxland BA(Hons) DipTP DipMgt MRTPI	Director of Adams Hendry Consulting Ltd
*Mr R Wright BSc MSc MRTPI	Fareham Borough Council
*Ms H Hudson	Solicitor at Fareham Borough Council
*Ms R Lyons BA(Hons) MSc MRTPI	Affordable Housing Strategic Lead, Fareham Borough Council

### FOR THE APPELLANT:

Mr Christopher Boyle	Of Queen's Counsel, instructed by
<i>He called:</i>	
Mr L Morris BSc(Hons) PGDipLA MA PIEMA CMLI	Director of WYG
Mr M Hawthorne BSc(Hons) MRTPI	Director of WYG
Mr D West MenvSci(Hons) CEnv MCIEEM	Associate at WYG
Mr S Brown BSc(Hons) DipTP MRTPI	Principal at Woolf Bond Planning
*Mr T Alder LLB	Solicitor at Bargate Homes
*Mr T Moody BA(Hons) MRTPI	Associate Planner with WYG

### INTERESTED PERSONS:

Commander A Norris RN	Local resident
Mr M Jackson	Local resident
Mr B Duffin	Past employee and current volunteer at the Titchfield Haven National Nature Reserve
Mr B Hutchison	Chair of the Hill Head Residents' Association
Ms P Charlwood	Local resident also representing 35 other local households
Mr J Moss	Local resident
Mr M Rose	Local resident
*Ms T Cuff BSc	Countryside Planning Officer at Hampshire County Council

\* Took part in the Planning Obligations/ Conditions sessions only

## **DOCUMENTS**

- 1 Statement delivered orally to the inquiry by Commander Norris
- 2 Statement delivered orally to the inquiry by Mr Jackson
- 3 Additional housing land supply position statement agreed by the Council and the Appellant
- 4 Further additional housing land supply position statement agreed by the Council and the Appellant
- 5 Statement delivered orally to the inquiry by Mr Hutchison
- 6 Press release regarding the emerging Local Plan and plans of developable and discounted housing sites, submitted by Mr Hutchinson
- 7 Statement delivered orally to the inquiry by Mr Duffin, including various attachments
- 8 Statement delivered orally to the inquiry by Ms Charlwood, including photographic attachments
- 9 Community Infrastructure Levy compliance schedule, submitted by Mr Stinchcombe
- 10 Note on the New Homes Bonus, submitted by Mr Boyle
- 11 Proposed conditions schedule submitted by the main parties
- 12 Appellant's written agreement to pre-commencement conditions, submitted by Mr Boyle
- 13 Copy of Technical Note 05 (also included as Core Document A2.4), setting out the proposed highway improvements, submitted by Mr Boyle
- 14 Illustration of a design for the proposed fence to deter cats
- 15 Addendum to the shadow Habitat Regulations Assessment in Appendix B to Mr West's proof of evidence. Submitted by Mr Boyle
- 16 Planning Obligation by Unilateral Undertaking dated 20 December 2018. Submitted following the close of the inquiry with the agreement of the Inspector

## **PLANS**

- A Application plans
- B Plans booklet
- C Plan including the proposed open spaces, buffer zones, vista and landscape screen
- D Map of the Stubbington area



## Appeal Decision

Inquiry Held on 6 - 9 November 2018

Site visit made on 9 November 2018

**by Kenneth Stone BSc Hons DipTP MRTPI**

**an Inspector appointed by the Secretary of State**

**Decision date: 12<sup>th</sup> April 2019**

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**Appeal Ref: APP/A1720/W/18/3199119**

**Land east of Posbrook Lane, Titchfield, Fareham, Hampshire PO14 4EZ**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
  - The appeal is made by Foreman Homes Ltd against the decision of Fareham Borough Council.
  - The application Ref P/17/0681/OA, dated 9 June 2017, was refused by notice dated 14 December 2017.
  - The development proposed is described as an 'Outline Planning Application for Scout Hut, up to 150 Dwellings, Community Garden, associated landscaping, amenity areas and means of access from Posbrook Lane in addition to the provision of 58,000 square metres of community green space'.
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### Decision

1. The appeal is dismissed.

### Procedural matters

2. The application was submitted in outline with all matters reserved for future consideration with the exception of access. The access details are shown on the plan 'Proposed Site Access 16-314/003E' which along with the 'Site Location Plan 16.092.01E' are the plans that describe the proposals. An illustrative plan was submitted and the latest iteration was 16.092.02F. However, this was for illustrative purposes only to demonstrate one way in which the site could be developed but does not form part of the formal details of the application.
3. Prior to the commencement of the Inquiry the Council and the appellant entered into a Statement of Common Ground. The original application had been submitted with the description of development in the banner heading above. The parties agreed that there was no requirement for the Scout Hut and removed this from the illustrative master plan and amended the description of development to reflect the amended proposed development.
4. I am satisfied that the proposed alteration to the scheme, which does not amend the red line boundary and makes only a minor adjustment to the overall scheme, is not material. I am satisfied that there would be no material prejudice to parties who would have wished to comment on the proposals and that the amended illustrative plan was available as part of the appeal documents and therefore available for parties to view and comment on. I have therefore considered the appeal on the basis of the amended description which

read as follows: 'Outline application for up to 150 dwellings, community garden, associated landscaping, amenity areas and a means of access from Posbrook Lane.'

5. In the Statement of Common Ground the Council and the Appellant agree that an Appropriate Assessment would be required in the light of The People Over Wind Judgement<sup>1</sup>. During the Inquiry a shadow Habitats Regulations Assessment document was submitted (APP4) to enable an Appropriate Assessment to be made. In this regard I consulted with Natural England to ensure that I had the relevant information before me if such an assessment were to be required. The main parties were given the opportunity to comment on Natural England's consultation response.
6. By way of an e-mailed letter dated 5 November 2018 the Secretary of State notified the appellant, pursuant to regulation 25 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, that further information was required. The further information was publicised on 4 January 2019, a period of 31 days was given for the receipt of comments and the parties were given a period following the end of the publicity period to collate and comment on the matters raised.
7. I have had regard to all the Environmental Information submitted with the appeal including the original Environmental Statement, the Additional Information, the Shadow Habitats Regulations Assessment, the further responses and the parties' comments in reaching my conclusions on this appeal.
8. The Council has drawn my attention to a recent appeal decision, at Old Street, APP/A1720/W/18/3200409, which had been published since the Inquiry was conducted and in which similar issues were considered in respect of the Meon Valley. The parties were given the opportunity to comment on this decision.
9. The Government published a revised National Planning Policy Framework (the Framework), and updated guidance on how to assess housing needs as well as results of the Housing Delivery Test along with a technical note on 19 February 2019. The parties were given the opportunity to comment on how these may affect their respective cases. I have had regard to this information and the comments of the parties in reaching my decision.
10. I closed the Inquiry in writing on 19 March 2019.

### **Main Issues**

11. In the Statement of Common Ground the appellant and Council agree that with the completion of a satisfactory legal agreement reasons for refusal e through to l would be addressed. No objections to the Unilateral Undertaking were raised by the Council and these matters were not contested at the Inquiry. It was also agreed in the Statement of Common Ground that reason for refusal d could be overcome by the imposition of an appropriately worded condition, and I see no reason why this would not be appropriate.
12. On the basis of the above the remaining outstanding matters and the main issues in this appeal are:

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<sup>1</sup> The Court of Justice of the European Union judgement in the People over Wind and Peter Sweetman v Coillte Teoranta, case C-323/17

- The effect of the proposed development on the character and appearance of the area, including having regard to whether or not the site is a valued landscape and the effect on the strategic gap;
- The effect of the proposed development on the setting of 'Great Posbrook' and the 'Southern barn at Great Posbrook Farm' Grade II\* listed buildings; and
- The effect of the proposed development on Best and Most Versatile Agricultural Land (BMVAL).

## Reasons

13. The development plan for the area includes The Local Plan Part 1: Core Strategy (2011 -2026) (LPP1), The Local Plan Part 2: Development Sites & Policies (2015) (LPP2) and The Local Plan Part 3: Welbourne Plan (2015) (LPP3).
14. LPP3 specifically addresses a new settlement at Welbourne and does not include policies that bear directly on the effects of the development the subject of this appeal. Its relevance is however material in the context of the wider housing land supply issues in the area.
15. In terms of LPP1 policy CS14 seeks to control development outside defined settlement boundaries seeking to resist proposals which would adversely affect its landscape character and function. While policy CS22 advises land within strategic gaps will be treated as countryside and development proposals will not be permitted where it affects the integrity of the gap and the physical and visual separation of settlements.
16. In LPP2 Policy DSP6 further advises in respect of residential development outside of defined urban settlement boundaries that it should avoid a detrimental impact on the character or landscape of the surrounding area. DSP5 addresses the protection and enhancement of the historic environment. In considering the impacts of proposals that affect designated heritage assets it advises the Council will give great weight to their conservation and that any harm or loss will require clear and convincing justification, reflecting the statutory and national policy positions.
17. Policy DSP40 in LPP2 includes a contingency position where the Council does not have a 5 year supply of housing land. It is common ground between the parties that the Council does not have a 5 year supply of land for housing albeit the extent, length of time this may persist and consequences are disputed. I address these latter matters further below however insofar as the parties agree that the Council cannot demonstrate a five year supply of housing land the contingency position in policy DSP40 is engaged and this advises that additional sites outside the urban area boundary may be permitted where certain criteria are met.
18. An emerging draft Local Plan, which in due course is anticipated to replace LPP1 and LPP2, was launched for consultation in autumn of 2017 but has now been withdrawn. At the time of the Inquiry I was informed that a further review is to take place following revisions to the National Planning Policy Framework and the Government's latest consultation in respect of housing figures. The Council propose to consult on issues and options relevant to the progression of the Council's new development strategy following the outcome

of the Government's recent consultation. Consultation on a new draft Local Plan is not now anticipated until the end of 2019.

19. The Titchfield Neighbourhood Plan 2011 – 2036 (TNP) is also emerging; it was published for consultation in July 2018 with a further draft submitted to the Council for a compliance check, in October 2018, prior to consultation as the submission draft. At the Inquiry it was confirmed that further documents were submitted to the Council and that the TNP complied with the Statutory requirements. The Council undertook Consultation on the submission draft between November 2018 and January 2019 but at this point in time the plan has not yet been submitted for independent examination. The TNP includes a plan identifying the strategic gap, the Meon gap, and the Defined Urban Settlement Boundary (DUSB) as well as housing policies which review the DUSB (DUSB 1) and address windfall sites (H1), affordable housing (H2), Local Need (H3) and Development Design (H4).

*Character and Appearance, including Valued Landscape and Strategic Gap*

20. The appeal site is an area of some 6.6 ha of open grazing field on the east side of Posbrook Lane. The land gently slopes from its north-west corner towards its eastern edge. The site is segregated from Posbrook Lane by a hedgerow but for the most part the site is open with little demarking fences, trees or hedge rows. There is some evidence of a previous subdivision of the site on a modern fence line however only limited post foundations remain and generally the whole site has a reasonably consistent grazed grassland appearance.
21. To the north, the appeal site abuts the settlement edge of Titchfield at an estate called Bellfield. The urban edge is open and harsh with little by way of softening landscaping. Towards the south-western corner the site abuts a cluster of buildings that includes the farmstead of Posbrook farm and which includes two Grade II\* listed buildings (the Farmhouse and the southern barn). The boundary between these is screened for the most part by a substantial tree and hedgerow belt. Beyond these and towards the south are open agricultural fields. To the east the site slopes down to the Titchfield Canal, valley floor and River Meon beyond.
22. The Meon Valley is a major landscape feature that runs through the Borough and slices through the coastal plain. The parties agree that the site is located within the Lower Meon Valley Character Area but disagree as to the finer grain character type as detailed in the 1996 and 2017 Fareham Landscape Assessments. The appellant points to the 2017 Assessment identifying the western part of the appeal site as being identified as open coastal plain: Fringe Character with a small portion of the site being open valley side. The Council contend that the whole site is more appropriately identified as open valley side.
23. The difference in opinion and identification relates to the influence of the urban settlement boundary, the topography of the site and other landscape features in the surroundings. The fact that the 2017 classification is based on somewhat historic data does call into question the accuracy at the finer grain. There is some evidence in terms of photographs and on site that the site was subdivided and that there may have been different practices implemented which resulted in parts of the site having a different appearance and therefore leading to a different classification at that stage. On site I was firmly of the view that the site was of an open character with little in the way of field boundaries, hedges or other landscape features to different areas of the site.

Whilst there was a break in the slope this was minimal and did not change the characterisation from a gentle slope. There were minor variations across the site and I was not persuaded that this was such a feature that would change the character type of the site. Finally, in the context of the urban settlement edge influence it is undeniable that it is there. There is a lack of screening and there is a harsh and readily visible urban edge. This however is a distinct break with the open rural field which then flows to the open agricultural fields beyond the farmstead cluster and the lower valley floor below. In my view in the wider context the urban influence is given too much weight in the appellant's assessment and in association with the sub division of the site into smaller fields adds to the reduced weight given to the effect of the proposed development.

24. The proposed development would result in the provision of a suburban housing estate of up to 150 units on an open field that would substantively change the character of the field. The field appears, when looking south and east, as part of the broader landscape compartment and part of the Lower Meon Valley landscape. Views back towards the site would result in the perception of the intrusion of housing further into the valley and valley sides to the detriment of the character of the valley. The characteristics of the site are consistent with those of the Meon Valley and representative of the open valley side which includes sloping landform, a lack of woodland with views across the valley floor and is generally pastoral with some intrusive influences of roads or built development.
25. The visual effects of the development would be evident from a number of public footpaths both through and surrounding the appeal site as well as along Posbrook Lane, to the south and from the valley floor and opposite valley side. The further encroachment of built development into the countryside would detract from the rural appearance of the area.
26. The potential for landscaping to screen and reduce the visual effects and to a certain extent provide some positive contribution was advanced by the appellant. Whilst additional landscaping along the proposed urban edge would produce an edge that was more screened and in effect a softer edge than present is undeniable and would of itself improve the appearance of the existing urban edge. However, this needs to be weighed against the loss of the open field separation of elements of built development and the creeping urbanisation of the area. Whilst planting would assist in reducing the direct line of sight of houses in the longer term there would still be effects from noise, activity, illumination in the evening along with the localised views that would inevitably and substantively change.
27. I would characterise the landscape and visual effects as substantial and harmful in the short to medium term, albeit this would reduce in the longer term, I would still view the adverse effect as significant.
28. There is some dispute as to whether the site is a valued landscape. The Lower Meon Valley is a significant landscape feature and both parties assessed the site against the box 5.1 criteria in Guidelines for Landscape and Visual Impact Assessment. In this context it is a reasonable conclusion that both parties accept that the Lower Meon Valley has attributes that are above the ordinary. There is some debate as to whether the appeal site contributes to these or is part of that as a valued landscape. On the basis of the evidence before me I

have no difficulty in accepting that the Lower Meon Valley is a valued landscape in the context of the Framework and this is a conclusion consistent with my colleague in the Old Road decision. From my visit to the site and the evidence presented to me I am of the view that the appeal site shares a number of those attributes including the nature of the rural landscape and topography, its scenic quality and that it is representative of the valley sides character type. The site does form part of the broad visual envelope of the Lower Meon valley and part of the landscape compartment and therefore should be considered as part of the valued landscape.

29. Turning to the issue of the strategic gap. The appeal site is located in the Meon Valley strategic gap. The purpose of the strategic gap as identified in policy CS22 is to prevent development that significantly affects the integrity of the gap and the physical and visual separation of settlements. Whilst the Council sought to broaden this out to include the setting of settlements that is not how the development plan policy or indeed its policy justification is written. This states the gaps help to define and maintain the separate identity of individual settlements and are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green corridors. To go beyond these factors in assessing the development against policy would be introducing tests that are not within the development plan.
30. The proposed scheme would extend the urban edge of Titchfield further into the gap than it presently is. There would however be no perception of coalescence or indeed any visual reduction of the separate settlements (I do not see the cluster of buildings as a separate settlement in this context). There would be no demonstrable reduction in the physical separation and the gap's integrity would not be significantly affected. Whilst there would be a minor outward extension in the context of the settlement pattern and separation of settlements the proposed development would be minor and would not result in a significant effect.
31. Overall for the reasons given above I conclude that the proposed development would result in material harm to the character and appearance of the area. This would result in harm to a valued landscape. There would however be no significant effect on the strategic Meon Gap. Consequently, the proposed development would conflict with policies CS14 and DSP6 which seek to protect the character and appearance of the area of land outside the defined urban settlement boundary but would not conflict with policy CS22.

*Setting of 'Great Posbrook' and the 'Southern barn at Great Posbrook Farm' Grade II\* listed buildings*

32. South of Titchfield on the east side of Posbrook Lane there is an historic farmstead that includes the listed buildings of Great Posbrook and the southern barn at great Posbrook farm. Both of these are Grade II\* which puts them in the top 8% or so of listed buildings in the Country. They are a significant and invaluable resource.
33. The list description for Great Posbrook identifies it as a C16 house altered in the C19 with evidence of elements of C17 and C18 interior details. There is some question mark over the precise dating of the origins of the building with the Council pointing to evidence that it dates from early C17. While the alterations have created two parallel ranges the earlier T shaped form is unusual and is of particular architectural importance because of its rarity. The

main parties' experts agree that the building is of considerable historic interest due to its fabric, architectural composition and features.

34. The list description for the southern barn identifies it as a late medieval aisled barn. However, the Council point to more recent dendrochronology which indicates that it is likely to be late C16 or early C17 with the eastern end being C18. It is a substantial historic barn with considerable vernacular architectural interest being a good and relatively rare example of a high status English barn. Its size and scale demonstrating its association with a high status farm.
35. The listings make reference to other buildings in the cluster forming the farmstead including a store shed, small barn, cartshed and pigsties but note that these are of local interest only. The main listed buildings together with the buildings of local interest form an early farmstead with a manorial farmhouse, significant barn and numerous other buildings. There have been recent interventions as part of enabling development which resulted in the demolition of modern farm buildings the conversion of some of the historic buildings and the construction of new buildings to provide for additional residential occupation on the site. Much of the new building footprint was related to original buildings in an attempt to reinstate the historic arrangement of farm buildings in a courtyard pattern.
36. The significance of the listed buildings and the farmstead derives from the age, architectural quality, size, scale and relationship of buildings. There is a functional relationship with the adjoining land which was likely farmed as part of the farm holding and reasonable evidence to suggest that there may be an associative link with Titchfield Abbey which adds and contributes to this significance. There has been some more recent and modern infill development and recent housing within the farmstead adjacent and in the wider setting which has a negative impact and detracts from the significance. The wider setting of the site within a rural landscape assists in understanding the scale and status of the land holding, sets the farmstead in an appropriate open rural agricultural setting and separates it from the close by settlement of Titchfield. This contributes to the overall significance of these assets.
37. The proximity of the settlement of Titchfield and the exposed urban edge already have a negative impact on the wider setting of the heritage assets bringing suburban development close to the farmstead and reducing the wider rural hinterland.
38. The appeal site is formed by open land that wraps around the northern and eastern edge of the cluster of buildings within which the farmstead is set. It lies between the southern edge of Titchfield and the northern edge of the cluster of buildings and abuts the northern and eastern boundary of the farmhouse.
39. It is common ground that the proposals would not result in physical alterations to the listed buildings. There would be no loss of historic fabric or alterations to the architectural quality or form of the actual buildings. Similarly there would be no direct alteration of the farmstead.
40. Both parties also agree that the proposal would be located within the setting of the listed buildings and the farmstead. There is also agreement that the proposal would result in harm to the setting of the listed buildings by virtue of built development being closer to the buildings and reducing the rural setting of the buildings. Whilst both parties accept that the harm would be less than

substantial in terms of the Framework, the dispute arises in respect of the level of that harm. The appellant broadly contends that there are limited aspects where the effect would be perceived or experienced and with appropriate landscaping the effect would be reduced over time such that it would fall at the bottom end of the spectrum of less than substantial harm, albeit acknowledging that some harm would be occasioned. The Council on the other hand would put the harm more to the middle of the range that would be less than substantial and contend there are a number of areas where the perception would be significant, that the landscaping may reduce the effect over time, but not remove it, that the noise, activity and illumination associated with a suburban housing estate would further add to that impact and that the effect of changing that land from open rural land to suburban housing would fundamentally alter the setting and obliterate some of the functional and associative links with the adjoining land, albeit different degrees of weight were ascribed to the various elements of harm.

41. There is no dispute that the site would result in the introduction of housing on the area of land adjacent and bordering the farmstead and main farmhouse. This would bring the settlement of Titchfield up to the cluster of buildings and in effect subsume that once separate element into the broader extent of the settlement. This would reduce the connection of the existing farmstead and listed buildings to the rural hinterland and obscure the separation from the nearby settlement. The character of that change would be noticeable and harmful. It would be perceived when travelling along Posbrook Lane when leaving or entering the village and would be readily appreciated from Bellfield and the adjacent existing settlement edge. There are also public footpaths running through the land. These would be both static and kinetic views when moving along and between the various views. This would be a significant and fundamental change.
42. When viewed from the south, along Posbrook Lane and the public footpaths, travelling towards the farmstead and Titchfield the size and scale of the barn are fully appreciated, there are views available of the manorial farmhouse within these views and together the site is recognisable as a distinct farmstead. Whilst the urban edge of Titchfield is also visible it is appreciated that there is a degree of separation. The proposed development would intrude into these views and in the short to medium term would be readily distinguishable as suburban housing. In the longer-term landscaping may reduce this negative effect by the introduction of a woodland feature at its edge, which the appellant argues is reflective of the historic landscape pattern in the area. However, this would introduce a sense of enclosure around the farmstead and listed buildings that would detach them from the rural hinterland and reduce that historic functional connection with the adjoining open land. Whilst there is evidence of small wooded areas in the historic mapping these were freestanding isolated features and not so closely related to areas of built development. The point of the historic pattern in the area is the farmstead with open land around that was once farmed by the manorial farm and which would not have included such features in such proximity to the main farmstead.
43. There would also be views of the relationship between the farmhouse and the proposed development in views on the public paths to the east. Again, these would be significant and harmful in the short to medium term. There may be some reduction in that harm as landscaping matures but even with dense planting and the softening of the existing urban edge it will be an undeniable

fact that suburban development has been undertaken and that there is no separation between the settlement of Titchfield and the historic farmstead including the listed buildings.

44. For the reasons given above I conclude that there would be harm to the setting of the listed buildings and historic farmstead. I would characterise that harm as less than substantial as this would not obliterate the significance of these historic assets. The proposal would however have an adverse and harmful effect on the setting of these assets which would affect their significance given the contribution that the setting makes to that significance. The urbanisation of the remaining area that separates the farmstead and listed buildings from the settlement is significant and whilst the rural hinterland remains to the south and west the dislocation from the existing built up area is an important and fundamental component of that setting that would be lost as a result of the development. The effect is therefore significant and would not in my view be at the lower end of the less than substantial scale as contended by the appellant but more in line with that suggested by the Council. The proposal would therefore conflict with development plan policy DSP5 which seeks the protection and enhancement of heritage assets and is consistent with national policy.
45. These are two Grade II\* listed buildings and the Framework advises that great weight should be given to a designated heritage asset's conservation, any harm should require clear and convincing justification and assets should be conserved in a manner appropriate to their significance. I also have regard to my statutory duty in respect of listed buildings and their setting. The courts have also held that any harm to a listed building or its setting is to be given considerable importance and weight. These matters are reflected in my planning balance below, which includes the Framework's 196 balance.

*Best and Most Versatile Agricultural Land*

46. The appellant undertook a survey of agricultural land and this assessment is provided in appendix SB3 of Mr Brown's proof. This identifies the limited amount of Grade 3a land (4.1 Ha) that would be affected by the development and sets this in the context of Fareham. In my view this does not trigger the sequential test in the Framework footnote 53 as significant development.
47. It is accepted that whilst there is a loss of BMVAL and that this is a negative to be weighed against the scheme it would not of itself amount to such that would justify the dismissal of the appeal. This is a point that was not refuted by the Council who accepted that it may not justify dismissal but should be weighed as a negative factor in the overall balance against the development.
48. I have no substantive evidence to depart from those views and the approach adopted is consistent with that of a colleague in an appeal at Cranleigh Road (APP/A1720/W/16/3156344).
49. The appellant's report concluded that given the grade of land, the small scale and the overall comparative effect on such land in Fareham, whilst it is a negative, it should be afforded no more than limited weight. I concur with that assessment for the views given and therefore ascribe this loss limited weight in my overall planning balance.

## **Other Matters**

50. The Council and appellant agree that the Council cannot demonstrate a 5 year housing land supply. Time was spent at the Inquiry considering the extent of the shortfall based on, amongst other matters, the correct buffer and the correct household projection base date to use. The publication of the Housing Delivery Test results confirmed that Fareham is a 5% buffer Authority. The government also confirmed that it is the 2014 based household projections that should be used as the basis for calculation of the five-year requirement under the standard method. On this basis both parties agree that the minimum five-year requirement would be 2,856 in the period 2018 to 2023.
51. The updated position of the parties is thus a 3.08 years supply taking the appellants position or a 4.36 years supply if the Council's position were to be adopted. I have been provided with further supply evidence in relation to the Old Street Inquiry which calls into question some of the supply side dwellings included in the Council's figures which were permitted since April 2018. Excluding these the appellant suggests the Council's figures would drop to 4.08 years supply.
52. Whichever figures are adopted it is clear that the Council cannot identify a five-year supply of available housing land and that the shortfall is significant. The provision of additional housing in an area where there is a significant housing shortfall in my view translates into a significant positive benefit for the scheme in terms of the overall planning balance.
53. The appeal site is located where there is potential for a significant effect on a number of European designated wildlife sites which comprise Special Areas of Conservation (SACs), Special Protection Areas (SPAs) potential Special Protection Areas (pSPAs) and Ramsar sites. The proposal has been subject to Habitats Regulation Assessment and a shadow Appropriate Assessment process by the appellant. Given the requirement for further publication of environmental information in association with the Environmental Statement consultation was undertaken with Natural England as the Nature Conservation Body to ensure there was no further procedural or administrative delay at the end of the process. However, given the conclusion of my assessment of the effect of the development on the wider landscape and the designated heritage assets I am not minded to allow the appeal. On this basis an Appropriate Assessment does not need to be carried out, as it is only in circumstances where I am minded to grant consent that such an assessment is required to be undertaken. Moreover, in the interim the Framework, paragraph 177 has been amended to advise that it is not the requirement to conduct Appropriate Assessment but the conclusion that following that assessment there is an identified likely significant effect on a habitats site where the presumption in favour of sustainable development does not apply. In these circumstances this matter does not therefore affect the approach to my planning balance.

## **Benefits of the Scheme**

54. As noted above the provision of housing in an Authority area where the Council cannot identify a five-year housing supply is a significant benefit of the scheme. The Statement of Common Ground signed by the parties makes it clear that there is a significant need for affordable housing. The provision of 40% of the total number of units provided as affordable housing, secured

through the planning obligation, is therefore also a significant positive benefit of the scheme.

55. The appellant contends that there would be between 360 and 465 direct, indirect and induced jobs created by construction. It is further contended that there would be an on-going £4.1m gross expenditure per annum from future residents. It is further contended that the landscaping and ecological mitigation would improve the appearance of the harsh urban edge currently created by Bellfield. These are benefits that accrue from this development and are therefore reasonable to add as positive contributions in the planning balance. They are of a scale which reflects the scale of the development.
56. For these reasons the social benefits from additional housing and affordable housing are of significant positive weight, the economic benefits are of moderate positive weight, and the environmental benefits are of limited positive weight.

### **Planning Obligation**

57. A completed Unilateral Undertaking (UU) dated 8 November was submitted to the Inquiry before the conclusion of it sitting. The UU secures matters related to transport including the site access, travel plan and construction traffic management as well as a contribution towards sustainable transport. The UU also secures public open space provisions, including contributions; environmental and habitat obligations, including commuted maintenance and disturbance contributions and the transfer of a bird conservation area; an education contribution and obligations to protect or provide on site routes for the public. These are in effect mitigation measures or matters directly related to the development and do not amount to positive benefits.
58. The appeal is to be dismissed on other substantive issues and whilst an obligation has been submitted, it is not necessary for me to look at it in detail, given that the proposal is unacceptable for other reasons, except insofar as it addresses affordable housing.
59. In respect of affordable housing the UU secures 40% of the housing as affordable units with the mix, tenure and location controlled by the undertaking. I have already identified this as a benefit of the scheme which will be taken into account in the planning balance.

### **Planning balance**

60. I have concluded that the proposed development would result in material harm to the significance of two Grade II\* listed buildings through development in the setting of those buildings. This harm is in my view less than substantial harm in the terms of the Framework a position also adopted by both main parties. Paragraph 196 of the Framework advises in such circumstances that this should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.
61. I have identified the public benefits of the scheme above and these include the provision of additional housing in an authority where there is not a five year supply of housing land and the provision of affordable housing in an area where there is a significant need. I give these matters significant weight. Added to these would be the additional jobs and expenditure in the locality arising from construction activity and following completion of the development. Given the

scale of development these would not amount to small figures and I have ascribed this moderate weight. The proposed landscaping and biodiversity enhancements are a balance and required in the context of also providing a degree of mitigation I therefore only ascribe these limited positive weight.

62. The Framework makes it clear that when considering the impact of proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Furthermore it advises that any harm to the significance of a designated heritage asset should require clear and convincing justification. There is a statutory duty to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. The courts have interpreted this to mean that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise in planning decisions.
63. Heritage assets are an irreplaceable resource and they should be conserved in a manner appropriate to their significance. The Farm House and Barn at Great Posbrook are both Grade II\* and therefore are assets of the highest significance. The development of a substantial housing estate in the rural setting of these listed buildings, and farmstead of which they form part, would materially alter the relationship of the listed buildings and farmstead to the nearby village and wider rural hinterland. This would merge the existing distinct and separated grouping of buildings with the expanding village removing that degree of separation and obscuring the historic relationship with the village and wider countryside. I would not characterise this less than substantial harm as of such limited effect as 'at the lower end' within that spectrum as suggested by the appellant. Indeed, the setting contributes to the significance of these listed buildings and their appreciation from both distinct view points and kinetic views. The negative effect would have a measurable and noticeable effect on the existing physical relationships of development in the area and thereby the understanding of the historic development of those over time. The understanding of the high status nature of the house and barn, and their significance, is derived in part from an appreciation of the separation from the village, their setting within the wider agricultural and rural hinterland as well as their size, scale, architectural quality and relationship of the buildings to each other and the surrounding development.
64. On the basis of the above I conclude that the less than substantial harm I have identified, and to which I give considerable importance and weight, is not outweighed by the significant public benefits of the scheme. On this basis I conclude that the scheme should be resisted. As the scheme fails the paragraph 196 test this would disengage the paragraph 11 d tilted balance that would otherwise have been in play given the lack of a five-year supply of housing land.
65. The scheme would be subject to the requirement to carry out an Appropriate Assessment under the Habitats Regulations if I were minded to allow the appeal. At the time of submission of the appeal Paragraph 177 of the Framework required that the presumption in favour of sustainable development, in paragraph 11, would not apply where an Appropriate Assessment was required to be carried out. The latest iteration of the Framework has amended paragraph 177 to only disengage the presumption in favour of sustainable development where the development is likely to have a

significant effect on a habitats site. If an Appropriate Assessment has concluded the development would not adversely affect the integrity of the habitats site the presumption would not be disengaged. However, given my conclusions in respect of the impact on heritage assets and the other harms I have identified I am not minded to allow the appeal and therefore I do not need to carry out an Appropriate Assessment.

66. Whilst the presumption in favour of sustainable development is not disengaged by virtue of paragraph 177 of the Framework, paragraph 11 d, the so called 'tilted balance', is disengaged by virtue of my conclusions in relation to the effect on the heritage assets and the application of 11 d i. The proposal therefore is to be considered in the context of a straight balance. Section 38(6) requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. I have concluded that the proposal would result in material harm to the character and appearance of the area, which is a valued landscape, to the setting of two Grade II\* listed buildings and a minor adverse effect on best and most versatile agricultural land in the area. On this basis the proposal would conflict with policy CS14 in the LPP1 and DSP5, DSP6 and DSP40 in the LPP2.
67. The Authority cannot demonstrate a 5 year supply of housing land and policies which restrict housing development through such matters as settlement boundaries and gaps are out of date. They do not provide for the necessary housing to make provision for adequate housing in the area. However, those policies, which include CS14, CS22 and DSP6 do seek to protect the countryside and fulfil a purpose that is consistent with the Framework. The Council is seeking to address the shortfall and is making positive steps in that regard albeit there is dispute as to how successful that is. Nevertheless matters are moving forward and although there is still an outstanding shortfall, which even if I accept is as great as suggested by the appellant, is improving on historic figures and there appears to be greater opportunities for this situation to be improved further. I accept that Welbourne may well not be moving at the pace that has previously been suggested and not as quickly as the Council would suggest, but it is still moving forward and with a significant complex development of this nature matters will take time but once milestones are reached momentum is likely to quicken. Of particular relevance here is the determination of the extant application, which remains undetermined but continues to move forward. On the basis of the information before me the determination of this would be in the spring or middle of this year. Given the above I do not afford these particular policies the full weight of the development plan but I still accept that they have significant weight and the conflict with those policies that I have identified above still attracts significant weight in my planning balance.
68. I note that policy DSP5 reiterates national policy and reflects the statutory duty and is therefore accorded full weight and conflict with it, as I have found in this regard, is afforded substantial weight. The contingency of Policy DSP40 has been engaged by virtue of the lack of a five year housing land supply and it is for these very purposes that the policy was drafted in that way. On that basis the policy has full weight and any conflict with it is also of significant weight. In the context of the harms I have identified which relate to landscape, heritage assets and best and most versatile agricultural land these result in conflicts with specific criteria in policy DSP40 for the reasons given above in respect of those matters and therefore there is conflict with the policy. These

are two significant policies where weight has not been reduced and the proposal when considered in the round is not in accordance with the development plan taken as a whole.

69. The ecological provisions payments and additional bird sanctuary are primarily mitigation requirements resultant from the proposed development and its likely potential effects and do not therefore substantively add a positive contribution to the overall balance.
70. The impact on the significance of the Grade II\* listed buildings is not outweighed by the public benefits of the scheme and therefore the additional harms related to landscape and BMVAL only add further to the weight against the proposal. The advice in the Framework supports the conclusions to resist the proposal. There are therefore no material considerations that indicate that a decision other than in accordance with the development plan would be appropriate.

**Overall conclusion**

71. For the reasons given above I conclude that the appeal should be dismissed.

*Kenneth Stone*

INSPECTOR

## **APPEARANCES**

### FOR THE APPELLANT:

Christopher Boyle QC

Instructed by Woolf Bond Planning LLP

He called:

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Ignus Froneman  
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Heritage Collective UK Limited

Stephen Brown BSc  
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Woolf Bond Planning LLP

### FOR THE LOCAL PLANNING AUTHORITY:

Paul Stinchcombe QC  
& Richard Wald

Instructed by Southampton and Fareham Legal  
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He called:

Andy Blaxland BA  
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### FOR THE TITCHFIELD NEIGHBOURHOOD FORUM :

David Phelan

Titchfield Neighbourhood Forum

### INTERESTED PERSONS:

Nick Girdler  
Robert Marshall  
William Hutchison  
Linda Davies

Chairman Titchfield Village Trust  
Member of Fareham Society  
Chairman Hillhead Residents Association  
Local Resident

DOCUMENTS SUBMITTED AT INQUIRY BY APPELLANT

- APP1 Housing Land Supply Statement of Common Ground.
- APP2 Press Release dated 18 October 2018 from Fareham Borough Council.
- APP3 Appeal Decision letter APP/W3520/W/18/3194926.
- APP4 Habitats Regulations Assessment Screening & Shadow Appropriate Assessment prepared by CSA Environmental.
- APP5 Unilateral Undertaking dated 8 November 2018.
- APP6 Bundle of three Committee reports (P/17/1317/OA, P/18/0235/FP and P/18/0484/FP) confirming the Council's approach to Policy DSP40.
- APP7 Additional suggested conditions.
- APP8 Letter from Hampshire and Isle of Wight Wildlife Trust confirming their agreement to take on the land secured as the Bird Conservation Area in the Unilateral Undertaking.
- APP9 Closing submissions on behalf of the appellant.

DOCUMENTS SUBMITTED AT INQUIRY BY LOCAL PLANNING AUTHORITY

- LPA1 List of Appearances on behalf of the Council
- LPA2 Updated extract from 'The Buildings of England Hampshire: South', appendix 14b to Ms Markham's proof of evidence.
- LPA3 Conservation Area Appraisal and Management Strategy: Titchfield Abbey, Fareham Borough Council adopted sept 2013 – substitution for Core Document F11.
- LPA4 Appeal Decision letter APP/W1715/W/17/3173253.
- LPA5 Copy of Policies 1CO and 2CO from the Eastleigh Borough Local Plan.
- LPA6 Announcement from the Leader of Fareham Borough Council dated 5 November 2018.
- LPA7 S106 Obligations Justification Statement.
- LPA8 Opening submissions on behalf of the Council.
- LPA9 List of documents to be referred to during Evidence in Chief of Philip Brshaw.
- LPA10 List of documents to be referred to during Evidence in Chief of Lucy Markham.
- LPA11 Draft schedule of conditions.
- LPA12 e-mail from Strategic Development Officer Children's Services Department Hampshire County Council dated 8 November 2018.
- LPA13 Plan of route and points from which to view the site during the appeal site visit.
- LPA14 Closing submissions on behalf of the appellant.

DOCUMENTS SUBMITTED AT INQUIRY BY TITCHFIELD NEIGHBOURHOOD FORUM

- TNF1 Opening statement on behalf of Titchfield neighbourhood Forum
- TNF2 Email exchange with appellant regarding drainage dated 6 November including various attachments
- TNF3 List of documents referred to in Evidence in Chief of Mr Phelan
- TNF4 Closing Statement on behalf of Titchfeild neighbourhood Forum

DOCUMENTS SUBMITTED AT INQUIRY BY THIRD PARTIES

INQ1 Speaking note from Mr Girdler  
INQ2 Letter read out by Mr Marshal on behalf of The Fareham Society  
INQ3 Speaking note from Mr Hutcinson

DOCUMENTS SUBMITTED AFTER INQUIRY

PID1 Additional Environmental Information submitted by appellant under cover of letter dated 14 December 2018.  
PID2 Copy of Press notice of publication of Additional Environmental Information.  
PID3 Comments on Additional Environmental Information by Titchfield neighbourhood Forum.  
PID4 Comments on Additional Environmental Information by Fareham Borough Council.  
PID5 'Old Street' Appeal decision APP/A1720/W/18/3200409 submitted by Fareham Borough Council  
PID6 Fareham Borough Council comments on 'Old Street' decision.  
PID7 Appellant's comments on 'Old Street' decision.  
PID8 Natural England's (NE) consultation response on shadow Habitats Regulation Assessment as Statutory nature Conservation Body.  
PID9 Appellant's response to NE's consultation response (PID8) including an updated shadow Habitats Regulation Assessment.  
PID10 Titchfield neighbourhood Forum's response to NE's consultation response (PID8)  
PID11 Titchfield Neighbourhood Forum's comments on the Housing Delivery Test (HDT) results and the changes to the National Planning Policy Framework (the Framework).  
PID12 Fareham Borough Council's comments on the HDT results and the changes to the Framework.  
PID13 Appellant's comments on the HDT results and the changes to the Framework.  
PID14 Titchfield Neighbourhood Forum's final comments on HDT and Framework  
PID15 Appellant's final comments on HDT and Framework.

END



## Appeal Decision

Inquiry Held on 24 to 26 September 2019

Site visits made on 23, 25 and 26 September 2019

**by Grahame Gould BA MPhil MRTPI**

an Inspector appointed by the Secretary of State

**Decision date: 5 November 2019**

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**Appeal Ref: APP/A1720/W/19/3230015**

**Land to the east of Downend Road Portchester**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
  - The appeal is made by Miller Homes against the decision of Fareham Borough Council.
  - The application Ref P/18/0005/OA, dated 2 January 2018, was refused by notice dated 26 April 2019.
  - The development proposed is described as 'Outline planning application with all matters reserved (except the means of access) for residential development, demolition of existing agricultural buildings and the construction of new buildings providing up to 350 dwellings; the creation of new vehicular access with footways and cycleways; provision of landscaped communal amenity space, including children's play space; creation of public open space; together with associated highways, landscaping, drainage and utilities'.
- 

### Decision

1. The appeal is dismissed.

### Application for costs

2. An application for costs was made by Miller Homes against Fareham Borough Council. That application is the subject of a separate Decision that will follow the appeal decision.

### Preliminary Matters

3. The Inquiry sat for three days between 24 to 26 September 2019. I made what the Planning Inspectorate refers to as an 'access required' visit to the site on 25 September when I was granted access to enter and view the site, rather than being accompanied by representatives for the appellant and the Council. I also made unaccompanied visits to the area within the vicinity of the appeal site on 23 and 26 September.
4. While the Inquiry finished sitting on 26 September, I adjourned it, as opposed to closing it to allow for the submission of: a certified copy of an executed Section 106 agreement (S106); the appellant's and the Council's closing submission in writing; some documents referred to by the parties in evidence (inquiry documents [IDs]); a final version of the inquiry position statement; and the appellant's written application for costs and the Council's response to that application. The Inquiry was closed in writing on 21 October 2019.

5. The S106 was received by the Planning Inspectorate on 3 October 2019 and it contains planning obligations concerning:
- the provision of 40% affordable housing within the development;
  - the implementation of improvements to the Cams bridge;
  - the undertaking of off-site highway works for alterations at the railway bridge in Downend Road and on the A27;
  - the payment of contributions for various off-site highway and transportation improvements and the implementation of an occupiers travel plan;
  - the provision of and the payment of maintenance contributions for public open and play space;
  - the payment of a contribution to mitigate the development's effects on off-site designated habitats; and
  - the payment of a contribution for school facilities in the area.

### **Main Issues**

6. The main issues are:
- whether the development would make adequate provision for pedestrian access via Downend Road and the effects of providing pedestrian access on the operation of Downend Road;
  - whether there would be accessibility to local services and facilities for the occupiers of the development by a range of modes of transport; and
  - the effects of the development on the integrity of the Portsmouth Harbour Special Protection Area and Ramsar Site, the Solent and Southampton Special Protection Area and Ramsar site and the Solent and Dorset Coastal Potential Special Protection Area (the designated habitats).

### **Reasons**

#### *Pedestrian access via Downend Road and effects on the operation of Downend Road*

7. Having regard to the wording of part a) of the reason for refusal, ie pedestrian use of Downend Road and any subsequent implications for the 'safety' of and 'convenience' of users of this road, and the evidence put to me, there are various matters that come within the scope of the consideration of this main issue. Those matters, which I consider below in turn, being: the pedestrian routes that would be available to occupiers of the development; the pedestrian demand (movements) and the distribution of those movements amongst the pedestrian routes; and the options for and effects of altering the railway bridge in Downend Road to accommodate the pedestrian movements arising from the development.
8. Inevitably there is some overlap between the matters of pedestrian movements and their distribution to be consider under this issue and the

wider accessibility to services and facilities that concerns the second main issue that I have identified.

Proposed pedestrian routes

9. The development would involve the construction of 350 dwellings to the north of a railway line, just beyond part of Portchester's established residential area. The development would have three pedestrian routes to and from it and they would be via: Downend Road, the westernmost of the routes (route A); Cams bridge, the central route (route B); and Upper Cornaway Lane, the easternmost route (route C).
10. Cams bridge crosses the railway line and currently provides access between the site and a small vehicle repair garage and The Thicket, the latter being a residential street. Separately planning permission has been granted for upgrading works to the Cams bridge to facilitate its use as a pedestrian route for occupiers of the appeal development. On the southern side of Cams bridge there is a tarmacked track leading off The Thicket. With the upgrading of Cams bridge route B would be a pedestrian route of an essentially urban character.
11. Route C would in part be reliant on the use of an unsurfaced, one metre wide and 200 metre or so length of a public right of way (footpath PF117), and Upper Cornaway Lane, a street providing access to the crematorium and some chalet type homes. Given the rural character of FP117 and its current suitability only for recreational use, some widening and surfacing works would be undertaken to it to enable it to be used more easily by residents of the proposed development.
12. Downend Road can be characterised as being a local distributor road<sup>1</sup>, with a two-way, daily flow of the order of 6,800 vehicles per day<sup>2</sup>. Pedestrians using route A and travelling to and from destinations south of the railway line would have to cross the railway bridge in Downend Road, following some alterations to the bridge being made, which are referred to in more detail below. That railway bridge has variously been described as providing a north/south or east/west crossing of the railway line and I shall hereafter only refer to it as an east/west crossing of the railway line and to drivers making eastbound or westbound crossings of the bridge. On the railway bridge and westbound of it, as far as the junction with the A27, Downend Road is subject to a 30mph speed limit. Immediately eastbound of the railway bridge the speed limit increases to 40mph.
13. In terms of accessing places of work and education, shopping and leisure facilities, public transport (Portchester railway station and bus stops along Portchester Road [A27]) and other services and facilities etc, it is agreed that some occupiers of the development would walk to and from the previously mentioned destinations. However, there is disagreement about the scale of the pedestrian demand and how it would be distributed amongst the three routes.

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<sup>1</sup> Paragraph 6.24 of Mrs Lamont's PoE

<sup>2</sup> Table 2.1 within Mr Wall's proof of evidence and paragraph 41 of Mr Litton's closing submissions for the appellant (ID21)

The pedestrian demand (movements) and the distribution of those movements

14. The appellant's most up to date estimate of the total daily pedestrian demand generated by the development would be nearly 700 movements per day, inclusive of walking trips to access buses and trains, 26.6% or so of all daily trips arising from the development<sup>3</sup>. By contrast the Council estimates that the number of daily single mode walking trips would be of the order of 284 trips, ie origin to destination trips excluding the use of buses or trains (CD10A). The parties agree for the purposes of estimating the development's pedestrian demand that data from the national travel survey 2018 (NTS2018) should be used to establish all trip generation, mode share and journey purpose. It is further agreed that the 2011 Census data should be used to determine the development's population.
15. However, there is disagreement between the appellant's and the Council's transportation witnesses<sup>4</sup> as to what flexibility should be used in applying the acceptable walking distance guidance stated by the Chartered Institution of Highways and Transportation (CIHT) in its guidelines for the 'Provision for journeys on foot' (CIHT2000 [CD25]). There is also a difference of opinion as to whether the mode share for walking to work recorded by the Census, ie 52% of the national level, should be used as a proxy when considering the propensity for all walking trips arising from the development. The consequence of those disagreements being whether local places of work, schools, shopping facilities etc would or would not be within walking range of the development, having regard to the alternatives offered by the three routes.
16. Mr Wall for the appellant is of the view that the suggested acceptable walking distances set out in Table 3.2 of CIHT2000 are dated and are being too rigidly applied by Mrs Lamont for the Council. The guidelines set out Table 3.2 are:

	Town centres (metres)	Commuting/school and sightseeing (metres)	Elsewhere (metres)
Desirable	200	500	400
Acceptable	400	1,000	800
Preferred Maximum	800	2,000	1,200

17. While it has been suggested that the acceptable walking distance guidelines stated in CIHT2000 are dated, given that they are nearly 20 years old, that concern does not seem to be borne out by the information contained within Table NTS0303 contained within NTS2018<sup>5</sup>. That is because between 2002 and 2018 the average walking trip length has remained constant at 0.7 miles (1.12 Km), while walking trips over a mile (1.6 Km) have consistently been of an average length of around 1.4 miles (2.25 km). Those national survey results suggest that individuals' attitudes towards walking trip

<sup>3</sup> Page 2 of CD10A and Paragraph 2.3.9b of Mr Wall's PoE

<sup>4</sup> Mr Wall for the appellant and Mrs Lamont for the Council

<sup>5</sup> Page 4 Appendix 1 of Mrs Lamont's PoE

lengths have not altered appreciably and that there is no particular issue with the currency of the guidance contained in Table 3.2 of CIHT2000.

18. In any event were the guidelines stated in CIHT2000 thought to be out of date, then I would have expected the CIHT to have revised them, either by issuing an amended version of CIHT2000 or publishing an entirely new document. Neither of those courses of action have been initiated by CIHT, with the publication of its 'Planning for Walking' guidance in 2015 (CD27 – CIHT2015) appearing to have provided an obvious opportunity for replacement acceptable walking distance guidelines to have been introduced. Instead CIHT2015 makes cross references to CIHT2000 in sections 4 and 6, which I consider to be a strong indication that CIHT was of the view that irrespective of the age of its acceptable walking guidelines, they continued to have currency. Mr Wall in giving his oral evidence stated that he was unaware of the CIHT undertaking any current review of CIHT2000.
19. Regardless of a walking trip's purpose the appellant contends that an upper ceiling distance of 2.4 Km (1.5miles) should be used. However, setting such a distance is inconsistent with what is stated in CIHT2000 and the average walking trip lengths reported in the NTS2018 and I therefore consider it should be treated with some caution. The wider disagreement about the overall number of pedestrian movements that would be generated is something I shall return to in providing my reasoning for the second main issue. However, in the context of the consideration of the utility of route A, I consider that the walking trips of most significance would be those to and from Cams Hill Secondary School (the school) and the Cams Hall employment site (CHes). That is because the school and the CHes would or would very nearly meet the 2,000 metre preferred maximum distance guideline for walking journeys for schools and commuting stated in CIHT2000.
20. As it is highly unlikely that route C would be used to get to or from either the school or the CHes, there is no need for me to make any further reference to it in considering this main issue.
21. The parties are now agreed that the development would generate 35 or 36 pedestrian crossings of the Downend Road bridge per day, an increase of between 83% and 86% on the present situation<sup>6</sup>. Of the new crossings there is agreement that 24 would be for the purpose of travelling to and from the school. However, unlike the Council, the appellant contends that no use of route A would be made by commuters walking to or from a place of work<sup>7</sup>.
22. There is some disagreement as to whether the CHes would be 2,000 or 2,100 metres from the development. I consider that a 100 metre (5%) difference would not act as a significant deterrent for pedestrians using route A. That is because the time to walk an extra 100 metres would not be great and for a walker using either routes A or B and it would probably be necessary to time the duration of the alternative walking trips to be aware of any meaningful difference between them. Having walked routes A and B, and presuming that a safe pedestrian crossing for the Downend Road railway bridge would be available, I consider that qualitatively there would be very little to differentiate route A from B. I also consider there would be potential

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<sup>6</sup> Page 5 of CD10A

<sup>7</sup> In the zero entry against commuting/business trips in the upper table and supporting text on page 3 of CD10A and in Tables 10 and 11 included in Appendix C to Mr Wall's PoE

for commuters walking between the development and the CHes to vary their routes, to avoid monotony, and to use either route A or B. I am therefore not persuaded that route B would automatically be favoured ahead of route A by those walking to and from the CHes.

23. So, unlike the appellant, I consider it incorrect to discount commuters from walking to or from CHes via route A. I therefore consider that there would be potential for more pedestrian use of Downend Road railway bridge than has been allowed for by the appellant. I also consider that as there is access to the circular countryside public footpath route just beyond the railway bridge that there would be potential for additional recreational walkers, originating from the existing built up area, to be drawn to Downend Road resulting in some additional crossings of the bridge. That is because the provision of enhanced pedestrian facilities would make it safer to cross the bridge and the bridge's existing condition may well be acting as a detractor for recreational walkers.

The five options considered at the application stage for altering the Downend Road railway bridge

24. To accommodate additional pedestrian crossings of the railway bridge in Downend Road there is no dispute that alterations would need to be made to this bridge. That is because the existing bridge only provides a very rudimentary refuge for pedestrians, in the form of a very narrow margin, tantamount to a 'virtual footway', that comprises a strip of tarmac demarcated by a white painted line.
25. To address the additional demand for pedestrian crossings of the bridge the appellant when the appealed application was originally submitted put forward three options for alterations (options 1 to 3). Option 1 would involve the introduction of a formalised virtual footway and has been discounted by Hampshire County Council (HCC). Option 2 would involve the provision of a 1.2 metre wide traditional (raised) footway, with a carriageway width of around 4.8 metres. Option 3 would involve the provision of a 2.0 metre wide footway and a reduction in the width of the carriageway to form a single lane of 3.5 metres and would involve the introduction of a shuttle working arrangement, with the signed priority being in favour of the eastbound stream of traffic. HCC in offering its advice to the Council<sup>8</sup> expressed no preference for either options 2 or 3, with it stating that the final decision on which option should be pursued being deferred until a post planning permission public consultation exercise had been completed.
26. Following the decision of the Council's planning committee to defer the determination of the appealed application in order to enable further consideration to be given to the alteration of the railway bridge, two further options were put forward by the appellant. The first of those, option 4, would be similar to option 3, albeit than in substitution for signed priority vehicles would be controlled by traffic signals. HCC are reported as raising no in principle concern with option 4, albeit it indicated that this option would entail greater driver delay, including unnecessarily during off peak periods, and a maintenance liability, such that options 2 and 3 remained preferable to the highway authority<sup>9</sup>.

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<sup>8</sup> Letter of 29 August 2018 (contained within CD2)

<sup>9</sup> Paragraph 3.2.6 in the i-Transport Technical Note of 28 February 2019 and entitled 'Downend Road Railway Bridge – Review of Pedestrian Options' (CD29)

27. Option 5 would involve no footway provision, with the carriageway available to vehicles crossing the bridge travelling in opposite directions at the same time being 5.0 metres. There would also be 300mm wide margins to protect the parapets on each side of the bridge<sup>10</sup>. Additionally, traffic signals would be installed so that when pedestrians sought to make a bridge crossing they would initiate an all red phase for both eastbound and westbound drivers, making the bridge a pedestrian only area for so long as pedestrians were crossing it. HCC are reported as considering option 5 to be a unique and unsafe means for controlling shuttle working at the bridge and rejected it (CD2<sup>11</sup>). However, HCC's advice to the Council concerning Option 5 appears to have been on the basis that it would involve shuttle working, as opposed to two way working. In this regard HCC is reported as commenting:

*'As such drivers unfamiliar with the site may not expect opposing vehicles to be on the bridge at the same time (both directions on a green signal). This situation is exacerbated by the carriageway width on the bridge which in this controlled situation would encourage drivers to take a more central position in the carriageway. Consequently vehicles may meet each other on the bridge'. (Appendix 2 of committee report of 24 April 2019 [CD2])*

However, HCC's comments regarding option 5 appear to have been made on an erroneous basis, with it having put forward as an alternative to shuttle working. It is therefore unclear what HCC's views on option 5 would have been had it not been treated as being an 'unconventional arrangement'<sup>12</sup>, given its apparent misunderstanding about what this option would entail. It would also appear that the appellant did nothing to bring this misunderstanding to HCC's attention.

28. The Council's determination of the planning application was therefore based on options 2 and 3 being for its consideration and it contends that option 2 would be unsafe for pedestrians, while option 3 scheme would unacceptably affect the safety and convenience of road users. I now turn to the detailed consideration of options 2 and 3.

#### Option 2

29. The railway bridge provides poor facilities for pedestrians crossing it. I recognise that in general terms the provision of a 1.2 metre wide footway on the Downend Road bridge under option 2 would represent an improvement in safety terms compared with the prevailing situation, however, I consider that cannot reasonably be said of the post development situation. That is because the development would be a significant new generator of vehicles crossing the bridge, with the parties agreeing that the development would give rise to a 22% increase in traffic flows on the bridge<sup>13</sup>. Those extra bridge crossings is something that needs to be accounted for when considering whether option 2 would provide a safe environment for the existing and prospective pedestrian users of the bridge.

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<sup>10</sup> As clearly depicted in the cross section contained in Image 3.2 and drawing ITB12212-GA contained in CD29

<sup>11</sup> The summary of HCC's comments to the Council included as Appendix 2 of the Council's committee report of 24 April 2019

<sup>12</sup> Paragraph 3.3.6 in CD29

<sup>13</sup> Page 5 of CD10A

30. I am of the view that a 1.2 metre wide footway under option 2 would not provide a safe bridge crossing facility for pedestrians, having regard to both the increases in vehicular and pedestrian crossings of the bridge, with the development being a new origin/destination for both categories of travellers, particularly during the peak hours for the making of commuting trips and/or school journeys. It is also likely that the pedestrians using the bridge would be likely to be a mixture of adults and school aged children. Given that the demand for additional bridge crossings would largely come from commuters and school children, I consider that activity would be more likely to coincide with AM and PM peaks and would not be evenly spread throughout the day. In saying that I recognise that working hours can be staggered and out of teaching hours' activities occur at schools, but those activities would only give rise to some walking trips for occupiers of the development outside the core peak hours.
31. Having regard to the guidance on footway widths stated in the Department for Transport LTN1/04 'Policy, Planning and Design for Walking and Cycling'<sup>14</sup> and Manual for Streets (MfS - CD23), a footway of 1.2 metres width would be considerably narrower than the generally preferred minimum 2.0 metres referred to in paragraph 6.3.22 of MfS. While the guidance is not expressed in absolute terms the footway to be provided as part of option 2 would potentially be used by a variety of pedestrians, ie adults, children, with or without any impairment. However, a footway of 1.2 metres in width would only just be wide enough for an adult and a child to walk side by side, but would not accommodate two adults with a push chair walking side by side in the same direction or an adult and a wheelchair user side by side, based on the details provided in figure 6.8 of MfS.
32. Regard also needs to be paid to pedestrians travelling in opposite directions wishing to cross the bridge at the same time. In that regard I recognise that as far as pedestrians travelling from or to the development in the peak hours are concerned the bulk of those users would be travelling in the same direction and that this demand for the footway's use would not generate opposing movements. However, there are already users of the bridge and many of them will be making trips across the bridge in the opposite direction to pedestrians leaving or returning to the development. There would therefore be potential for opposing crossings of the bridge to be made at the same time, creating a conflict situation. I consider it cannot be assumed that when directional conflicts arose that one party would give way to the other and with such a narrow footway that would make the use of the carriageway a possibility, bringing pedestrians into conflict with vehicles.
33. Under the prevailing situation, I observed cars frequently encroaching beyond the centre line on the bridge whether there were or were not any pedestrians on the bridge. My seeing cars crossing over the centre line irrespective of whether pedestrians are crossing the bridge is also consistent with the screenshot images included in the appellant's evidence, for example those in appendix A of the appellant's Technical Note of 28 February 2019. All of which is also consistent with the advisory road signs on either side of the bridge warning of oncoming vehicles being in the middle of the road.

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<sup>14</sup> Appendix X to Mr Wall's PoE

34. I therefore find difficult to envisage how that driver behaviour would not continue to be replicated with an increased number of vehicular crossings of the bridge, following a reduction in the carriageway width for vehicles under option 2. That in turn could result in eastbound vehicles needing to mount the footway or their nearside wing mirrors encroaching into the space above the footway. So, under a scenario of vehicles crossing in opposing directions at the same time as pedestrians were also making use of the bridge there would be the potential for the safety of pedestrians to be unacceptably prejudiced.
35. The appellant has sought to justify the provision of a 1.2 metre wide footway, on the basis of having undertaken a 'Fruin' assessment, to judge the level of service this footway would afford its users. However, the extract of the paper written by Mr Fruin submitted at the inquiry (ID5<sup>15</sup>) refers to 'channel's (footways) upwards of 1.8 metres (6 feet) in width having been assessed. I therefore consider that the Fruin methodology has very limited applicability to a footway under option 2 that would be two thirds of the width of the footway referred to in ID5. I therefore find this aspect of the appellant's case does not justify the provision of a 1.2 metre wide footway.
36. While other instances of narrow footways at bridges/archways in Hampshire have been drawn to my attention in evidence<sup>16</sup>. However, those examples do not appear to be directly comparable with the appeal proposals and in any event it is the acceptability of otherwise of the latter that I need to consider.
37. I also find it surprising that HCC considers a 1.2 metre wide footway would be appropriate on a road subject to around 6,750 daily vehicle movements, when the appellant is intending the main and secondary estate roads within the development would have 2.0 metre footways<sup>17</sup>.
38. I therefore consider that option 2 should be discounted as an appropriate alteration to the Downend Road railway bridge for safely accommodating the additional pedestrian use of the bridge that would arise from the development.

### Option 3

39. The appellant's modelling of the effect of option 3's operation traffic flows is heavily reliant on the use of the 'ARCADY' software, that software normally being used to assess the operation of roundabouts. In this instance ARCADY has been set up with a 'dummy arm' as a work around to simulate the operation of eastbound priority shuttle working at the railway bridge. Using ARCADY, the appellant has estimated that in the AM peak hour, the average queue length would be 3.3 vehicles amounting to a delay of 23 seconds<sup>18</sup>.
40. I have never previously come across ARCADY being used for any purpose other than modelling the operation of roundabouts. I therefore find it surprising that HCC, in providing its comments to the Council (included in CD2), did not question ARCADY's use in assessing the operation of shuttle working at a bridge. I consider it unsurprising that the Transport Research Laboratory (TRL), as the developers/product owner of ARCADY, has cast significant doubt on the suitability of its model for assessing a scenario such

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<sup>15</sup> Designing for pedestrians a level of service concept

<sup>16</sup> Appendix X of Mr Wall's PoE and ID11

<sup>17</sup> Paragraph 2.4.2 of the Transport Assessment (CD15)

<sup>18</sup> Page 9 of CD10A

as option 3 because of an issue of dealing with `... the lag times once a vehicle is in the narrowing ...'<sup>19</sup>. So, while HCC appears to have voiced no concerns about ARCADY's suitability, I consider that very little weight should be attached to it for the purposes of assessing the effect of option 3 on the safe and free operation of Downend Road. I also consider it of note that TRL has stated that its PICADY modelling tool, which is designed to model the operation of priority junctions, is also unsuitable for modelling option 3, with TRL referring to its TRANSYT traffic signal software as being more suitable<sup>20</sup>, albeit still something of a work around.

41. In response to the limitations of the appellant's modelling of option 3, the Council has used microsimulation software to assess the operational effects of option 3. That software 'Paramics Discovery Version 22' (PDV22) being a microsimulation model that includes a module, introduced around six months ago<sup>21</sup>, and which has a specific module capable of modelling road narrowings<sup>22</sup>. As a worst case the Council's running of PDV22 predicts that during the AM peak period queues of up to 36 vehicles might extend back from the westbound vehicle give way point and result in westbound traffic being delayed by up to 17 minutes<sup>23</sup>.
42. Given the recent introduction of PDV22 its track record is limited and the appellant has raised concerns about the reliability of PDV22. In that regard it has been argued that the Council's running of PDV22 has not been correctly calibrated for the circumstances of option 3 and that its output results cannot be validated. Mr Wall in cross examination contended that PDV22 appears to have been developed without being informed by driver behaviour. However, producing a model that was incapable of replicating driver behaviour would seem a nonsensical exercise for the product supplier. Given that PDV22 has been developed to assess the operation of a highway under the circumstances of vehicles in one flow giving way to an opposing flow of vehicles at a road narrowing, I consider that very little weight should be attached to the proposition that this software had been developed without regard to driver behaviour.
43. Mr Wall is not a 'modelling expert'<sup>24</sup> and has placed some reliance on the findings of a study undertaken by the TRL for the Department of Transport to support his use of ARCADY and to critique the Council's running of PDV22. The findings of the TRL study were reported in 1982 in a paper entitled 'The control of shuttle working on narrow bridges' (TRL712)<sup>25</sup>. To assist with critiquing the running of PDV22 the appellant has engaged a consultancy specialising in microsimulation modelling, Vectos Microsim Limited (Vectos), and a video file of the model runs Vectos has performed, as well as written advice it has given to the appellant, has been submitted as part of the appellant's evidence<sup>26</sup>. In response to the critique of PDV22 the Council has supplemented its evidence through the submission of a video file for its

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<sup>19</sup> Email from Jim Binning of TRL to Mayer Brown of 23 August 2019, included in Appendix RVL4 appended to Mrs Lamont's rebuttal statement

<sup>20</sup> Email from Jim Binning of TRL to Mayer Brown of 9 August 2019, included in Appendix RVL4 appended to Mrs Lamont's rebuttal statement

<sup>21</sup> Mrs Lamont in during cross examination

<sup>22</sup> Matter of agreement stated on page 8 of CD10A

<sup>23</sup> Mrs Lamont's rebuttal statement

<sup>24</sup> Email of 23 September 2019 to the Planning Inspectorate from Mrs Mulliner on the appellant's behalf

<sup>25</sup> Appendix K to Mr Wall's PoE

<sup>26</sup> Appendix P to Mr Wall's Rebuttal Statement, Note from Vectos of September 2019 entitled 'Paramics modelling - comments on Sysra review and Mayer Brown rebuttal', ID12 and ID15

running of PDV22 and written comments from the software's developer, Systra<sup>27</sup>.

44. For the AM peak period and using PDV22 the appellant estimates that the average westbound queue length would be 6.5 vehicles, with the average delays westbound and eastbound respectively being 43 and 10 seconds<sup>28</sup>.
45. The disagreement about whether the running of PDV22 has reasonably represented the operation of option 3, essentially revolves around the behavioural response of westbound drivers to the signed priority and whether that response would cause significant queuing and driver delays. In that regard the appellant contends that the signed priority has been modelled too rigidly and would not be reflective of actual driver behaviour. It is therefore argued that the Council's prediction of the severity of the westbound queuing and delay times would be unrealistic. That is because TRL712 records that when signed priority shuttle working is in place drivers that do not have the priority only give some measure of preference to drivers in the opposing stream. That resulting in drivers without the priority experiencing around 65% of any delay, while the opposing drivers experience around 35% of any delay.
46. While the appellant has sought to attach significant weight to the findings reported in TRL712, this report of study provides very little information about the computer modelling that was performed and the frequency and duration of the observations of driver behaviour that was undertaken at the two bridge locations that were used.
47. With respect to the computer model referred to in TRL712, were that model to be of wider utility than just perhaps for conducting this study, I would have expected that it would be known to HCC and could have been drawn to Mr Wall's attention during the pre-application and/or application discussions that took place. I say that because within Hampshire road narrowing at bridges/archway is not uncommon, given the examples cited in Mr Wall's evidence and my own observations in determining various unrelated appeals elsewhere in this county. In a similar vein when the previously mentioned email exchange took place between representatives of the TRL and a colleague of Mrs Lamont about software suitability, if the model used in the 1982 study was of utility today then the TRL could have drawn it to the attention of Mrs Lamont's colleague. Instead of that there is reference to the TRL planning to develop new software to model shuttle working. Whatever form the model used in 1982 took, given the advances in computing that have occurred in the last 37 years, it is unlikely it would bare comparison with modern day software.
48. With respect to the bridge locations used in the 1982 study, in the final paragraph in section 3.2 of TRL712 it is stated that traffic flow rates at the bridges and the proportions of traffic crossing the bridges in each direction were different. Those differences could have had implications for the observed driver behaviour that was used to validate the output from the running of the model used in this study.
49. In the time since TRL712's publication there have been significant changes in vehicle technology, most particularly in terms of braking and engine

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<sup>27</sup> Mrs Lamont's Rebuttal Statement, including Appendix 3, ID9, ID10 and ID14

<sup>28</sup> Page 9 of CD10A

technology, which have implications for acceleration and deceleration rates. Vehicle performance is now very different and would not necessarily be reflected in the modelling undertaken as part of the 1982 study. I am therefore doubtful as to whether the acceleration rates used for the purposes of a study undertaken in 1982 can be relied upon today.

50. With respect to the observance of priority signage, much has been made of the Council's PDV22 model runs being too cautious, with it being argued that the modelled driver behaviour would be more akin to that of 'strictly enforced' priority in the language of TRL712. However, option 3 would entail the installation of 'give way' lines and signage clearly indicating that drivers should give way to on-coming traffic. That signing arrangement would in effect be very similar to what is found in the case of a side road forming part of a 'priority junction' where give way signage and road markings are in place, which are routinely observed without strict enforcement. I consider normal driver behaviour is to observe the instructions or warnings appearing on traffic signs, whether they be of a prohibitive or warning type.
51. I therefore consider it reasonable to expect that westbound drivers faced with priority give way signage would take heed of that signage and thus approach the bridge with caution and would avoid commencing a crossing if there was any doubt that it could not be completed safely. So, on approaching the give way point and when there were no eastbound vehicles on the bridge, a driver would need to decide whether there would be enough time to complete a crossing of the bridge before encountering a vehicle travelling in the opposing direction.
52. There is some disagreement as to how much time a driver would deem necessary to make a safe crossing of the bridge, with it also being argued that in working out the time needed westbound drivers would also make a calculation as to whether their crossing of the bridge would unreasonably delay an eastbound vehicle's crossing of the bridge. It being argued, in line with findings reported in TRL712, that if a westbound driver decided its actions would delay an eastbound vehicle then the former would not proceed.
53. In terms of the decision making to be made by westbound drivers, I consider the normal behaviour would be to decide whether a crossing could safely be made, with any decision making about whether their actions would cause delay for a driver travelling in the opposite direction only being a secondary concern. That is because while a westbound driver would be able to judge how long they would need to cross the bridge, they would be unlikely to be able to make the calculation when precisely an eastbound vehicle would arrive at the point where its driver would want to commence its crossing and what any delay caused to the driver of the eastbound vehicle would be.
54. I recognise that some westbound 'platooning' would be likely to arise. That is one vehicle or a group of vehicles following immediately behind another/other westbound vehicle/vehicles already crossing the bridge, irrespective of whether there might be an eastbound vehicle waiting to make a crossing of the bridge. However, I consider the number of vehicles making crossings during an individual platooning event would not necessarily be as great as argued by the appellant. That is because there would come a point at which a westbound driver would decide to observe the priority signage, rather than continue a sequence of not observing it, given that being behind a line of

crossing vehicles it would not necessarily be possible to see whether an eastbound vehicle with priority was waiting to make a crossing. So, while some platooning would arise and would have the potential to reduce westbound queuing and delays, I am not persuaded its occurrence and delay reducing potential would be of the significance claimed by the appellant.

55. As I have indicated above there is very limited information contained within TRL712 about the precise nature of the observation of drivers at narrow bridges, ie how many times driver observations were undertaken and how long they were. I therefore have concerns about driver delay under option 3 being applied on the basis of 35% and 65% respectively for drivers with and without the signed priority, as per the finding reported in TRL712. That being something the appellant has done in critiquing the Council's running of PDV22 to arrive at its finding that if this software is used then in the AM peak period the average westbound queuing length would be 6.5 vehicles and the delay would be of the order of 43 seconds<sup>29</sup>. The Council's review of the appellant's running of PDV22 suggests that the average maximum westbound queue length could be around 20 vehicles at 07:50 AM (ID10).
56. However, it appears that an unintended consequence of the appellant's rebalancing of the priority to replicate a 35%/65% delay split, is the build-up of eastbound queuing in the absence of much westbound traffic, as is apparent from the 07:46:25 screenshot contained in ID9B. Additionally, vehicles travelling in opposing directions crossing the bridge at the same time would appear to have arisen, as shown in some of the screenshots contained in ID9B.
57. For all of the reasons given above I am therefore not persuaded that much weight should be attached to the findings reported in TRL712 for the purposes of calibrating or validating runs for either PDV22 or for that matter ARCADY.
58. It is contended that the PDV22 model runs undertaken by the Council have been incorrectly calibrated. However, the review of those runs undertaken by Systra has not highlighted any fundamental errors in the way its model has been built and run on the Council's behalf. I am therefore inclined to attach greater weight to the commentary on the model's running provided by Systra than Vectos. That is because Systra, as software designer, could be expected to know precisely what its model is intended to do and whether its running by a 'client' has been appropriate, when consideration is given to the parameters needed to run the software.
59. While PDV22 is a new model and may well become subject to some refinement as more use is made of it, on the basis of everything put to me in evidence about it, I consider its use is more appropriate to that of ARCADY. That is because PDV22 has been designed to address narrow road situations, ARCADY is intended to model circulatory road movements and the TRL has advised that ARCADY is not an appropriate tool to model the operation of option 3.
60. While the queuing and delays under option 3 predicted by the Council's running of PDV22 may be somewhat exaggerated, I consider no reliance should be placed on the appellant's ARCADY assessments. In practice the effect on the flow of traffic associated with option 3's introduction would be

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<sup>29</sup> Page 9 of CD10A

likely to somewhere between the range of the results yielded by the appellant's and the Council's running of PDV22. That would be likely to result in queue lengths and driver delay exceeding the AM peak period occurrences that HCC found to be unacceptable when it concluded that the traffic light controlled option 4 would be unacceptable, ie mean maximum queuing of nine vehicles and delays westbound and eastbound respectively of 36.8 and 32.4 seconds<sup>30</sup>.

61. On the basis of the evidence before me I consider that the introduction of option 3 would result in unacceptable levels of queuing and delay for vehicular users of Downend Road.
62. The Council contends that the visibility splay falling within land within the appellant's control would be inadequate for drivers turning right from the development's access onto Downend Road. While a visibility splay that would be fully compliant with the most recent guidance, ie that contained in ID6<sup>31</sup>, would encroach onto third party land, that land comprises undeveloped land, including a ditch. It is therefore unlikely that any development would arise within the third party land, so close to the edge of the highway, as to affect the visibility for drivers emerging from the development's access. I therefore consider that there would be adequate visibility for drivers turning right out of the development's access and that 'edging out' type movements would be unlikely to cause any significant conflicts between drivers emerging from the site access and westbound road users approaching to the give way point proposed under option 3.
63. Concern has also been raised that the introduction of option 3 would adversely affect the vehicular access used by the occupiers of 38 Downend Road (No 38). No 38 lies immediately to the south of the railway line and has a double width dropped kerb providing access to this dwelling's off-street parking. The visibility for drivers emerging from No 38 is already affected by the railway bridge's parapet.
64. The works associated with the implementation of option 3 would have some implications for the manoeuvring for drivers turning right from No 38. However, I consider the new situation would not be greatly different to the existing one and introducing a shuttle working layout would have very little effect on the forward visibility for vehicles emerging from No 38 because there would be no alterations to the railway bridge's parapet. Regard also needs to be paid to the fact that in any given day the number of vehicle movements associated with No 38's occupation would be quite limited, given this access serves a single property. I consider it of note that the safety auditing that has been undertaken to date has not highlighted any particular safety concerns for vehicles emerging from No 38's access associated with the design of option 3.
65. I am therefore not persuaded that the introduction of option 3 would have any adverse effect on the use of No 38's access.

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<sup>30</sup> Table 3.1 in CD29

<sup>31</sup> Junction visibility extract from Design Manual for Road and Bridges CD123 Revision 0 (August 2019)

Conclusions on pedestrian access via Downend Road and effects on the operation of Downend Road

66. For the reasons given above I found that the 1.2 metre wide footway to be provided as part of option 2, would not provide a safe facility for its users.
67. Option 3 through the narrowing of the carriageway to 3.5 metres would provide a safe pedestrian route. However, the narrowing of the carriageway would be likely to result in vehicle queuing and delay during the AM peak period. The precise degree of that queuing and delay is the subject of considerable disagreement, with it having proved quite difficult to model. That is because when Mr Wall prepared the original transport assessment (CD15) there appears to have been no readily available software capable of modelling a road narrowing such as that envisaged under option 3. That led to the use of ARCADY, which as I have explained above, I consider cannot be relied upon, not least because the TRL has stated that it is not suited to modelling shuttle working. In connection with presenting its appeal case the Council has used the comparatively new and not widely tested PDV22, the running of which suggests that considerable vehicle queuing and driver delay could be encountered by westbound vehicular traffic.
68. The appellant has sought to persuade me that the results from the Council's running of PDV22 should not be relied on because it has been set up to run with parameters that are exaggerating vehicle queuing and driver delay because the observation of the signed priority by westbound traffic has been too rigid. The appellant's critique of PDV22 in no small measure relies on computer modelling and behavioural observations at narrow bridges undertaken in connection with the TRL712 study dating back to 1982. However, for the reasons I have given above I have significant reservations about how meaningful the findings reported in TRL712 are today.
69. I recognise that the Council's running of PDV22 may have generated unduly pessimistic queuing lengths and delay times. That said I consider more credence can be attached to the Council's running of PDV22 than either the appellant's running of ARCADY or the appellant's modified running of PDV22, the latter understating the reasonable observance of the signed priority that would underpin the functioning of option 3. The degree of vehicle queuing and driver delay would probably be somewhere between levels estimated through the appellant's and the Council's running of PDV22. Given that the scale of the delay may well exceed that which led HCC to believe that a traffic light variant of option 3, ie option 4, should be discounted. I therefore consider that option 4 may well have been prematurely discounted by HCC. That is because HCC accepted option 3 as being a safe and efficient option, based on modelling reliant on the use of ARCADY.
70. Much has been made of HCC being accepting of both options 2 and 3, but as I have said above, I consider those options have pedestrian safety and capacity shortcomings. I am not persuaded, on the evidence available to me, that I should accept that because HCC has raised no objection to options 2 and 3 then either would be acceptable.
71. A fifth option (option 5) that would retain a two-way traffic flow, without a footway being provided or a narrowing of the carriageway, with an all pedestrian zone activated by traffic lights, on demand by pedestrians wishing to cross the bridge, was put forward prior to the appealed application's

determination. However, option 5 appears to have discounted on safety grounds by HCC on the erroneous premise that it would involve the operation of an unusual form of shuttle working. I therefore consider that option 5 may also have been prematurely discounted by HCC because of a fundamental misunderstanding of the way in which it would function.

72. On this issue I conclude that the development with the implementation of option 2 would make inadequate provision for pedestrian access via Downend Road, while the implementation of option 3, in making adequate provision for pedestrian users of Downend Road, would unacceptably affect the operation of this road because of the vehicle queuing and driver delay that would arise. The development would therefore be contrary to the second criterion of Policy CS5 of the Fareham Core Strategy of 2011 (the Core Strategy) insofar as when the development is taken as a whole it would generate significant demand for travel and were option 2 to be implemented it would not provide a good quality walking facility for its occupiers. The development, were option 3 to be implemented, would also be contrary to Policy CS5 (the second bullet point under the third criterion) because it would adversely affect the operation of Downend Road as a part of the local road network.
73. There would also be conflict with Policy DS40 of the Fareham Local Plan Part 2: Development Sites and Policies of 2015 (the DSP) because the implementation of option 3 would have an unacceptable traffic implication.
74. I also consider that there would be conflict with paragraph 109 of the National Planning Policy Framework (the Framework) because the implementation of option 3 in safeguarding the safety of pedestrians would give rise to a residual cumulative effect, vehicle queuing and driver delay, that would be severe for the road network. The development would also not accord with paragraph 110c) of the Framework because the implementation of option 2 would create a place that would not be safe because of the conflict that there would be between pedestrians and vehicles through the provision of an unduly narrow footway within part of the public highway.

#### *Accessibility to services and facilities*

75. The development would be on the edge of Portchester's already quite intensively built up area and it would adjoin an area that is predominantly residential in character. The existing development in the area lies to the south of the M27 and is on either side of the A27 corridor, which essentially follows an east/west alignment.
76. As I have previously indicated there is considerable disagreement about the site's accessibility to local services and facilities by non-private motorised modes of travel. In that regard the appellant is of the view that the development would generate in the region of 650 pedestrian movements per day, while the Council places that figure at a little short of 300 movements. Central to that disagreement is whether the distance there would be between the new homes and places of work and education, shopping, leisure and public transport facilities (the local facilities and services) would be too far as to be accessible by walking trips.
77. Figure T2 in the originally submitted Transport Assessment (page 66 of CD15) identifies where the local services and facilities are relative to the appeal site. Many of those service and facilities are clustered around Portchester's

shopping/district centre. When regard is paid to the various tables within Appendix C of Mr Wall's proof of evidence it is apparent that many of the local services and facilities shown in Figure T2 would be at distances from the development that would exceed the 'acceptable walking distances' referred to in CIHT2000 (CD25).

78. The three proposed pedestrian routes, A, B and C, would variously provide egress and ingress from the development. However, routes A, B and C would be of varying levels of attractiveness. In that regard I consider route C would not be particularly attractive because the section comprising footpath FP117 would be unlit and that would affect its general utility after darkness, particularly for commuters on their return from Portchester railway station. Generally, the use of all three routes would entail walking trips that would exceed the CIHT2000 guidelines for travelling to and from town centres, while the railway stations in Portchester and Fareham would not be within a comfortable walking distances from the development. The access to bus stops in the area would exceed the 400 metre guideline recently reaffirmed by the CIHT in its 'Buses in urban developments' guidance of January 2018 (CD28).
79. So, I think it reasonable to say that the development would fall short of being particularly accessible by transportation modes other than private motor vehicles. In that regard the appellants' estimates for the number of non-private motor vehicle trips may well be quite optimistic. That said this development would be close to many other dwellings in Portchester and the accessibility to local services and facilities would be similar to that for many of the existing residents of the area. Given the existing pattern of development in the area, I consider there would be few opportunities for new housing to be built in Portchester on sites that would be significantly more accessible than the appeal site, something that the maps in Appendix R to Mr Wall's proof of evidence show. In that regard it is of note that the Council is considering allocating this site for development in connection with the preparation of its new local plan.
80. On this issue I therefore conclude that there would not be an unreasonable level of accessibility to local services and facilities for the occupiers of the development by a range of modes of transport. I therefore consider that the development would accord with Policy CS5 of the Core Strategy and Policy DSP40 of the DSP because it would not be situated in an inaccessible location and it would be well related to the existing urban settlement boundary for Portchester.

#### *Effects on the designated habitats*

81. The appellant, the Council and Natural England (NE) are agreed that the development would be likely to have a significant effect on the designated habitats, namely in-combination effects associated with: increased recreational activity in the Portsmouth Harbour Special Protection Area (SPA) and the Solent and Southampton Water SPA; and the increased risk of flooding in the Portsmouth Harbour SPA and Ramsar site and the Solent and Dorset Coast candidate SPA. Additionally, there would be potential for the development to have a significant effect either alone or in combination with other developments arising from nitrogen in waste water being discharged into the designated habitats.

82. Under the provisions of Regulation 63 of The Conservation of Habitats and Species Regulations 2017 (as amended) (the HRs), there is a requirement to undertake a screening assessment to determine whether a development alone or in combination with others would be likely to have a significant effect on integrity of the internationally important interest features that have caused a habitat to be designated. Having regard to the ecological information that is available to me, including the statement of common ground signed by the appellant, the Council and NE (CD13) I find for the purposes of undertaking a screening assessment that this development in combination with others would be likely to have a significant effect on the interest features of the designated habitats through additional recreational activity and the risk of flooding.
83. With respect to the matter of additional nitrogen in waste water being discharged into the designated habitats, I am content, on the basis of the nitrogen balance calculation included as Appendix 4 in CD13, that the development would not give rise to an increased discharge of nitrogen within the designated habitats.
84. Having undertaken a screening assessment and determined that there would be a significant effect on the designated habitats, I am content that mitigation could be provided so that the integrity of the qualifying features of the designated habitats would be safeguarded. The nature of the necessary mitigation has been identified in CD13 and would take the form of the payment of a contribution to fund management measures identified in the Solent Recreation Mitigation Strategy of 2018 and the imposition of planning conditions to avoid the development causing flooding in the area. The necessary financial contribution forms one of the planning obligations included in the executed S106.
85. In the event of this appeal being allowed I consider the imposition of conditions requiring: the incorporation of a sustainable drainage scheme within the development; the implementation of construction environmental management plan that included measures to preclude the pollution of the waters within the designated habitats during the construction phase; and a limitation on water usage for the occupiers of the development would be necessary and reasonable to safeguard the integrity of the designated habitats.
86. I therefore conclude that the development, with the provision of the mitigation I have referred to above, could be implemented so as to safeguard the integrity of the designated habitats. In that respect the development would accord with Policy CS4 of the Core Strategy and Policies DSP13 and DSP15 of the DSP because important habitats would be protected.

## **Other Matters**

### *Housing Land Supply*

87. The Council cannot currently demonstrate the availability of a five year housing supply (5yrHLS), with it being agreed that the current five year requirement is 2,730 dwellings. However, there is disagreement as to what the quantum of the 5yrHLS shortfall is when regard is paid to the supply of deliverable sites for homes, having regard to the definition for 'deliverable' stated in Annex 2 of the Framework. That definition stating to be considered deliverable:

'... sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular: ...  
b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.'

88. The appellant contends that the current deliverable supply of homes is 1,323 dwellings, equivalent to HLS of 2.4 years, while the Council argues that the deliverable supply of homes is 2,544 homes, equivalent to an HLS of 4.66 years<sup>32</sup>.
89. That difference being attributable to the appellant having deducted 1,221 dwellings from the deliverable supply identified by the Council. That deduction being made up of: 761 dwellings associated with large sites without development plan allocations and not benefiting from a planning permission (inclusive of some with resolutions to approve); 100 dwellings on the brownfield register, but with no submitted application; 70 dwellings concerning allocated sites but only with a resolution for approval; 50 dwellings concerning allocated sites without a planning permission; and 240 dwellings forming part of the Welborne allocation that would not be delivered in the five year period because planning permission for that development has not been issued.
90. The 5yrHLS evidence put before me shows that there are a significant number of dwellings subject to applications with resolutions to grant planning permission that are subject to unresolved matters, including the execution of agreements or unilateral undertakings under Section 106 of the Act. In many instances those resolutions to grant planning permission are 18 or more months old and I consider they cannot be considered as coming within the scope of the Framework's deliverability definition. I therefore consider that the Council's claimed 4.66 years HLS position is too optimistic and that the appellant's figure of 2.4 years better represents the current situation.
91. The development would therefore be capable of making a meaningful contribution to the reduction of the current housing shortfall, with 215 dwellings anticipated to be delivered in the five year period between January 2022 and the end of March 2024<sup>33</sup>.

#### *Heritage effects*

92. The development would be situated within the extended settings for: Portchester Castle, a Grade I listed building and scheduled monument; Fort Nelson, a Grade II\* listed building and scheduled monument; and the Nelson Monument, a Grade II\* listed building. The Castle is situated to the south of the site towards the northern extremity of Portsmouth Harbour. Fort Nelson and the Nelson Monument lie to the north of the site, off Portsdown Hill Road.
93. The designated heritage assets are of significance because of their importance to the military history of the local area. However, I consider the effect of the development on the significance of the heritage assets would be less than

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<sup>32</sup> Having regard to the figures quoted in paragraphs 1.18 and 1.19 in the Housing Land Supply SoCG (CD14)

<sup>33</sup> Table 1 in Mrs Mulliner's PoE

substantial, having regard to the policies stated in section 16 (Conserving and enhancing the historic environment) of the Framework. That is because the development would be read within the context of Portchester's extensive established built up area. Nevertheless, paragraph 193 of the Framework advises '... great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. The less than substantial harm I have referred to therefore attracts great weight.

### *Planning Obligations*

94. The S106 would secure the provision of 40% affordable housing within the development to accord with the provisions of Policy CS18 of the Core Strategy. To mitigate the development's off-site effects on the operation of the local highway network and demands on local transport infrastructure the S106 includes various obligations that would require contributions to be paid to fund appropriate works. There are also obligations relating to the, the provision of and the payment of maintenance contributions for public open and play space and the payment of a contribution for school facilities in the area. To minimise dependency on private motor vehicle usage amongst occupiers of the development the S106 includes planning obligations that would require the undertaking of improvements to the Cams bridge and implementation of a travel plan.
95. Those planning obligations would address development plan policy requirements and I consider that they would be: necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. While the planning obligations are necessary, of themselves there is nothing particularly exceptional about them.

### **Planning Balance and Conclusion**

96. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
97. For the reasons given above I have found that the development with the implementation of the option 2 alteration to the Downend Road railway bridge would make inadequate provision for pedestrian access via Downend Road. I have also found that while the implementation of the option 3 alteration to the Downend Road railway bridge would make adequate provision for pedestrian users of Downend Road, the development would unacceptably affect the operation of this road because of the vehicle queuing and driver delay that would arise. I consider those unacceptable effects of the development give rise to conflict with Policy CS5 of the Core Strategy and Policy DSP40 of the DSP and paragraphs 109 and 110c). I consider that the elements of Policies CS5 and DSP40 that the development would be in conflict with are consistent with the national policy and are the most important development plan policies for the purposes of the determination of this appeal. I therefore consider that great weight should be attached to the conflict with the development plan that I have identified.

98. I have found that the accessibility to local services and facilities by modes of transportation other than private motor vehicles would not be unreasonable. That is something that weighs for the social benefits of the development. The development would be capable of being implemented in a manner that would safeguard the integrity of the off-site designated habitats and in that regard the development would have a neutral effect on the natural environment. In relation to these main issues there would be compliance with some of the development plan's policies. Nevertheless, the conflicts with the development plan that I have identified are of sufficient importance that the development should be regarded as being in conflict with the development plan as a whole.
99. There would be significant social and economic benefits arising from the construction and occupation of up to 350 dwellings, including the short term boost to the supply of market and affordable homes in the Council's area. There would be some harm to the setting of the nationally designated heritage assets in the area, however, I have found that harm would be less than substantial and I consider that harm would be outweighed by the previously mentioned social and economic benefits arising from the development.
100. I am of the view that the unacceptable harm to pedestrian safety and the operation of the public highway that I have identified could not be addressed through the imposition of reasonable planning conditions. I have assessed all of the other material considerations in this case, including the benefits identified by the Appellant, but in the overall planning balance I consider that the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole.
101. I therefore conclude that the appeal should be dismissed.

*Grahame Gould*

INSPECTOR

## **APPEARANCES**

### FOR THE APPELLANT:

John Litton	Of Queens Counsel instructed by Terence O'Rourke Limited
Tim Wall BA MSc MCIHT CMILT	Associate Partner of i-Transport LLP
Jacqueline Mulliner BA (Hons) BTP (Dist) MRTPI	Director and Head of national planning with Terence O'Rourke Limited

### FOR FAREHAM BOROUGH COUNCIL:

David Lintott	Of Counsel instructed by the Council's legal officer
Vera Lamont BEng MICE FCIHT MCMi	Director with Mayer Brown
Andrew Burgess BA (Hons) MRTPI FRSA	Senior consultant with Adams and Hendry Consulting Limited
Richard Wright	Principal Planner (Development Management)

### INTERESTED PARTIES:

Councillor Nick Walker	Fareham Borough Council
Councillor Roger Price	Fareham Borough Council
Councillor Shaun Cunningham	Fareham Borough Council
John McClimont	Chairman Fareham Society
Brian Eastop	Local Resident
Anne Brierly	Local Resident

## **INQUIRY DOCUMENTS (IDs) SUBMITTED AT OR AFTER THE INQUIRY**

ID1	Mr Lintott's opening submissions on behalf of Fareham Borough Council
ID2	Mr Litton's opening submissions on behalf of the appellant, with appendices
ID3	Statement of Councillor Walker and Councillor Sue Bell
ID4	Statement of Mr McClimont, Chairman of the Fareham Society

- ID5 Article by John Fruin 'Designing for pedestrians: a level-of-service concept'
- ID6 Junction visibility extract from Design Manual for Road and Bridges CD123 Revision 0 (August 2019)
- ID7 i-Transport drawings ITB12212-TR: 001A; 002A; 003A; 006A; and 007A and ITB12212-GA-104A annotated by Mayer Brown
- ID8 Mayer Brown additional statement of facts
- ID9 Vectos Model re-run by Mayer Brown output data and screen shots
- ID10 Queue Assessment Information (including data sheets) from i-Transport, response to rerun of Vectos Model undertaken by Mayer Brown
- ID11 Annotated services/facilities context maps of the footways at bridges/tunnels examples included in Appendix V of Mr Wall's Proof of Evidence
- ID12 Vectos comments on the Downend Road Railway Bridge Paramics Modelling undertaken by Mayer Brown in September 2019 further to the review comments being made by Systra
- ID13 Councillor's Cunningham's speaking note
- ID14 Mayer Brown Video file for the operation of Downend Road Bridge
- ID15 i-Transport Video file for the operation of Downend Road Bridge
- ID16 Mrs Mulliner's speaking note on housing land supply
- ID17 Copies of development plan policies CS4, DSP13, DSP15
- ID18 Final version of list of suggested planning
- ID19 Certificated copy of the executed Section 106 agreement
- ID20 Final version of the Inquiry Position Statement
- ID21 Mr Lintott's written closing submissions on behalf of Fareham Borough Council
- ID22 Mr Litton's written closing submissions on behalf of the appellant



## Appeal Decisions

Inquiry Held on 9-12, 16-19 and 23-25 February 2021

Accompanied site visit made on 13 April 2021

**by I Jenkins BSc CEng MICE MCIWEM**

**an Inspector appointed by the Secretary of State for Housing, Communities and Local Government**

**Decision date: 8<sup>th</sup> June 2021**

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### **Appeal A Ref: APP/A1720/W/20/3252180**

#### **Land at Newgate Lane (North), Fareham,**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for outline planning permission.
  - The appeal is made by Fareham Land LP against Fareham Borough Council.
  - The application Ref. P/18/118/OA, is dated 19 September 2018.
  - The development proposed is demolition of existing buildings and development of up to 75 dwellings, open space, vehicular access point from Newgate Lane and associated and ancillary infrastructure.
- 

### **Appeal B Ref: APP/A1720/W/20/3252185**

#### **Land at Newgate Lane (South), Fareham,**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for outline planning permission.
  - The appeal is made by Bargate Homes Ltd. against Fareham Borough Council.
  - The application Ref. P/19/0460/OA, is dated 26 April 2019.
  - The development proposed is demolition of existing buildings and development of up to 115 dwellings, open space, vehicular access point from Newgate Lane and associated and ancillary infrastructure.
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## **Decisions**

1. Appeal A is dismissed and the outline planning permission sought is refused.
2. Appeal B is dismissed and the outline planning permission sought is refused.

## **Procedural matters**

3. In each case, the planning application subject of appeal is in outline, with all detailed matters except access reserved for future consideration. While the application subject of appeal B was with the Council for determination, the scheme was revised with the agreement of the Council by limiting the unit numbers to 'up to 115 dwellings', rather than 'up to 125 dwellings' as identified on the planning application form. The change was supported by amended plans. I have considered the appeal on the basis of the revised scheme and reflected the details in the summary information above.
4. Following the submission of the appeals, the Council's Planning Committee determined on the 24 June 2020 that, were it still in a position to do so,

it would have refused to grant planning permission in both cases. In support of its view, the Council cited 15 reasons for refusal in each case (a)-o)).

The reasons for refusal were the same with the exception of: appeal A reason e), which relates to the loss of best and most versatile agricultural land; and, appeal B reason i) related to the protection and enhancement of Chamomile. Prior to the Inquiry, the Council confirmed that, in each case, 3 of the other reasons for refusal had been satisfactorily addressed: appeal A reasons f), g) and i); and, appeal B reasons e), f) and h).

5. Each of the schemes is supported by a formally completed unilateral undertaking (UU): appeal site A-UUA; and, appeal site B-UUB, which seek to secure a number of financial contributions, Affordable Housing and sustainable travel measures. In addition, the appellants have provided a unilateral undertaking related to off-site mitigation for the loss of a low use Solent Wader and Brent Goose site (UUC). I have taken those UUs into account.
6. Reasons for refusal j) and k) relate to the absence of appropriate measures to mitigate likely adverse effects on the integrity of European Protected Sites. The appellants and the Council are content that those matters have now been satisfactorily addressed by mitigation measures secured by the unilateral undertakings. Nonetheless, there is no dispute that if I were minded to allow the appeals, I would need to re-consult Natural England and undertake an Appropriate Assessment under the *Conservation of Habitats and Species Regulations 2017*.
7. Reasons for refusal k)-o) relate to the absence of legal agreements to secure other necessary mitigation measures. However, the Council now considers that those reasons have been satisfactorily addressed by the submitted UUs or could be addressed through the imposition of suitable conditions.
8. Insofar as appeal A reason for refusal h) and appeal B reason for refusal g) relate to the capacity of the Newgate Lane East junction with Newgate Lane, the Council withdrew<sup>1</sup> that aspect of its case before the appellants presented their evidence on the matter<sup>2</sup>. Therefore, I have not considered it further.

### **Main Issues**

9. I consider that the main issues in these cases are: the effect of the proposals on the character and appearance of the area; the effect on highway safety; whether, with reference to accessibility, the schemes would be sustainably located; the effect on the spatial development strategy for the area; and, the effect on housing land supply.

### **Reasons**

10. Appeal site A comprises 3.95 hectares of agricultural land, which is bounded by a small area of agricultural land to the north, Newgate Lane to the west and Newgate Lane East to the east. The site shares a small proportion of its southern boundary with Hambrook Lodge and the remainder is shared with appeal site B. The appeal A proposal would involve the development of up to 75 dwellings within the site as well as other associated works. Appeal site B comprises 6.1 hectares of agricultural land, which is bounded by Woodcote Lane to the south, Newgate Lane to the west and Newgate Lane East to the

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<sup>1</sup> Including the evidence given by Mr Whitehead.

<sup>2</sup> Inquiry document no. 23.

east. Part way along its length, the northern boundary of the site wraps around the western, southern, and eastern boundaries of the grounds of Hambrook Lodge. Otherwise appeal site B shares its northern boundary with appeal site A. The appeal B proposal would involve the development of up to 115 dwellings within the site as well as other associated works.

11. Vehicular, cycle and pedestrian access to each site would be provided by an access road leading from Newgate Lane. A pedestrian/cycle route is also proposed from appeal site A through appeal site B to Woodcote Lane, leading to the proposed Toucan crossing of Newgate Lane East and Bridgemary. The proposed Toucan crossing would be funded through the provision of a contribution secured by UUB. The *Statement of Common Ground-Linked Delivery* (SoCGLD) has been agreed between the appellants and the Council. It indicates that it would be possible to ensure that the appeal A scheme cannot come forward independently of the appeal B scheme through the imposition of a Grampian condition, thereby ensuring the provision of those proposed access links.
12. The appeal sites form part of an area of countryside situated between the urban settlement boundary of Stubbington, to the west, Gosport, to the east and Fareham, to the north. The settlement referred to as Peel Common in the evidence of the main parties is limited to the residential and commercial properties located off Newgate Lane, Woodcote Lane and Albert Road, within the administrative area of Fareham Borough Council (the Council). Under the terms of the Development Plan, Peel Common does not have a defined settlement boundary and it is also situated in the area of countryside that includes the appeal sites. Furthermore, it does not include the 'Peel Common' housing estate located further to the east within Gosport Borough Council's administrative area. The closest urban boundary to the appeal sites is to the east and is associated with a number of areas within Gosport, such as Bridgemary, Woodcot and the 'Peel Common' housing estate. For simplicity, those areas have been jointly referred to in the evidence of the main parties as Bridgemary. I have taken the same approach in these decisions.
13. Policy CS14 of the *Fareham Local Development Framework Core Strategy, 2011* (LP1) indicates that built development on land outside the defined settlements will be strictly controlled to protect the countryside from development which would adversely affect its landscape character, appearance and function. Policy DSP6 of *the Local Plan Part 2: Development Sites and Policies, 2015* (LP2) indicates that there will be a presumption against new residential development outside the defined urban settlement boundaries (as identified on the Policies Map) and that proposals should not result in detrimental impact on the character or landscape of the surrounding area.
14. The area of countryside situated between the settlement boundary of Stubbington, to the west, Gosport, to the east and Fareham, to the north also forms part of the Stubbington/Lee-on-the-Solent and Fareham/Gosport Strategic Gap (Fareham-Stubbington Gap), shown on the LP2 Policies Map Booklet. LP1 Policy CS22 indicates that development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements.
15. However, the Council and the appellants agree that the Council is currently unable to demonstrate a five-year supply of deliverable housing sites.

The reasoned justification for LP2 Policy DSP40 indicates that the Council is committed to delivering the housing targets in the Core Strategy, and so it is important to provide a contingency position in the Plan to deal with unforeseen problems with delivery. To that end, Policy DSP40 indicates that where it can be demonstrated that the Council does not have a five-year supply of land for housing, additional sites, outside the urban area boundary, within the countryside and Strategic Gaps, may be permitted where they meet a number of criteria (the DSP40 contingency). Those criteria are not as restrictive as the requirements of LP1 Policies CS14 and CS22 or LP2 Policy DSP6. To my mind, it follows that in circumstances where the DSP40 contingency is triggered, the weight attributable to conflicts with those more restrictive Policies would be reduced and would be outweighed by compliance with LP2 Policy DSP40.

### ***Character and appearance of the area***

16. Criterion (ii) of LP2 Policy DSP40 requires that the proposal is well related to the existing urban settlement boundaries and can be well integrated with the neighbouring settlement. To ensure that this is the case, the reasoned justification for the Policy indicates that sensitive design will be necessary. The Council and the appellants agree that the existing urban settlement boundary of Bridgemary is relevant in this context. Criterion (iii) of Policy DSP40 requires that the proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the countryside and, if relevant, the Strategic Gaps. In this context the main parties agree that both Bridgemary and Peel Common are relevant neighbouring settlements. The reasoned justification for LP1 Policy CS22, which deals with development in Strategic Gaps, indicates that they do not have intrinsic landscape value but are important in maintaining the settlement pattern. I consider therefore, that the Strategic Gap designation is of little relevance to this particular main issue. I deal with the effect on the Fareham-Stubbington Gap later in this decision.
17. Peel Common would be the closest settlement to both appeal sites. The pattern of built development there is characterised, for the most part, by ribbon development that fronts onto the western side of Newgate Lane, with small spurs eastwards along the southern side of Woodcote Lane and westwards along Albert Road. Along Newgate Lane the ribbon of development only extends northwards to a point just beyond the alignment of the southern boundary of appeal site A on the opposite side of the highway. I consider that the only notable development to the west of appeal site A, on the western side of Newgate Lane, comprises: Peel Common Wastewater Treatment Works, which is set well back from the highway and is screened from view by landscaping; and, Newlands' Solar Farm, which is relatively low profile. Peel Common is described by the *Fareham Landscape Assessment, 2017* (FLA) as an isolated small settlement and, in my view, given its scale, pattern of development and location in the countryside, that is a reasonable assessment.
18. Both appeal sites are divided into an eastern and western section by the River Alver, which runs in a north-south direction through the sites. To the east of the river the land within the appeal sites is predominantly arable and to the west grassland. The latest Illustrative Masterplans submitted in support of the schemes indicate that, in both cases, the proposed dwellings would be clustered on the eastern side of the River Alver and the land to the west would comprise public open space. To my mind, the absence of residential

development from the western sections of the sites would be necessary, due to the environmental constraints associated with the land to the west of the river, and it could be secured by condition. The constraints include areas at high risk of surface water flooding and of particular ecological value.

19. As a result, and in stark contrast to the existing settlement pattern of Peel Common, none of the proposed residential properties would front onto Newgate Lane or be directly accessed from either Newgate Lane or Woodcote Lane. Links between appeal site B and Woodcote Lane would be limited to a pedestrian/cycleway connection. In each case, the main access to the proposed residential areas would comprise a single access road between Newgate Lane and the eastern section of each site. The sections of these roads through the proposed public open space, in the western sections of the sites, would be devoid of roadside development for the reasons set out above, which would further weaken the relationship between the proposed residential areas and the existing settlement. I understand that in terms of dwelling numbers, the appeal B scheme would be larger than the size of the existing settlement of Peel Common and the appeal schemes together would be approximately double its size. I consider that, with particular reference to their size and location, the proposals have not been sensitively designed to reflect the character of the neighbouring settlement of Peel Common, contrary to the aims of LP2 policy DSP40(iii). Furthermore, in my judgement, due to the site constraints, these are not matters that could be satisfactorily mitigated through design at the reserved matters stage.
20. The area of Bridgemarky, which is situated to the east of the appeal sites, is primarily residential in character, with a variety of building styles generally of 1 to 2-storeys in height. A network of roads and footways provides for ease of movement within that residential area and closely integrates it with the much larger urban area of Gosport. The appeal proposals would also be residential in character and proposed buildings of a similar scale could be secured by condition. However, the appeal sites would be set well apart from that existing urban area, beyond agricultural fields and a recreation ground. The most direct access route between them would be along Woodcote Lane, across Newgate Lane East and along Brookes Lane; a route unsuitable for cars. In my judgement, the appeal schemes, whether considered on their own or together would comprise and would be perceived as islands of development in the countryside set apart from the existing urban settlements. They would not amount to logical extensions to the existing urban areas. I consider that, with particular reference to their isolated location, the proposals have not been sensitively designed to reflect the character of the neighbouring settlement of Bridgemarky. Furthermore, they would not be well related to the existing urban settlement boundary of Bridgemarky or well-integrated with it. In these respects, the proposals would conflict with LP2 Policy DSP40(ii) and (iii). In my judgement, due to the location of the sites, these are not matters that could be satisfactorily mitigated through design at the reserved matters stage.
21. In relation to the requirement of Policy DSP40(iii) that any adverse impact on the countryside be minimised, the Council argues that 'minimise' should be interpreted as requiring any adverse impact to be small or insignificant. I do not agree. The aim of the Policy is to facilitate development in the countryside relative in scale to the demonstrated five-year housing land supply shortfall. To my mind, any new housing development in the countryside would be likely to register some adverse landscape and visual effect, and

development of a scale to address a substantial shortfall would be unlikely to register a small or insignificant impact. The Council's approach would make the Policy self-defeating. Given the aim of the Policy with respect to housing land supply, I consider that it would be reasonable to take 'minimise' to mean limiting any adverse impact, having regard to factors such as careful location, scale, disposition and landscape treatment.

22. The Framework places particular emphasis on the protection and enhancement of valued landscapes (in a manner commensurate with their statutory status or identified quality in the Development Plan). It seeks to give the greatest level of protection to the landscape and scenic beauty of designated areas, such as National Parks and Areas of Outstanding National Beauty (AONB). The appeal sites are not the subject of any statutory or non-statutory landscape designations. Nonetheless, *Guidelines for Landscape and Visual Impact Assessment, Third Edition (GLVIA)* by the Landscape Institute and Institute of Environmental Management & Assessment indicates that the absence of a designation does not mean that an area of landscape is without any value and points to landscape character assessments as a means of identifying which aspects of a landscape are particularly valued. Furthermore, insofar as it seeks to minimise any adverse impact on the countryside, I consider that LP2 Policy DSP40 is consistent with the Framework, which seeks to ensure that decisions contribute to and enhance the natural and local environment by, amongst other things, recognising the intrinsic character and beauty of the countryside.
23. As the planning applications the subject of these appeals are in outline, a full assessment of the landscape and visual impacts of the proposed schemes cannot be carried out at this stage. Nonetheless, the illustrative layout plans indicate that, in each case, the proposed dwellings would be set back from the perimeter of the site beyond relatively narrow areas of landscaping. To my mind, the scope for landscaping would be unlikely to be significantly greater, given the number of dwellings proposed and that it would not be reasonable to seek to use a condition to modify the developments to make them substantially smaller in terms of unit numbers than that which was applied for. In my view, that would amount to a change upon which interested parties could reasonably expect to be consulted and would require a new application. Whilst the Design and Access Statements indicate that the proposed buildings may be up to 3-storeys in height, the appellants have indicated that they could be limited to 1-2 storeys, in keeping with the surroundings, through the imposition of conditions and without reducing the numbers of units proposed.

#### *Landscape impact*

24. GLVIA indicates that the assessment of landscape effects involves assessing the effects on the landscape as a resource in its own right. This is not just about physical elements and features that make up the landscape; it also embraces the aesthetic<sup>3</sup>, perceptual and experiential aspects of the landscape that make different places distinctive/valued.
25. Natural England's *National Character Assessment* places the appeal sites within the South Coast Plain National Character Area, the characteristics of which include that the plain slopes gently southwards towards the coast and there are

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<sup>3</sup> CD138 page 84 Box 5.1 'scenic quality...landscapes that appeal primarily to the visual senses', perceptual aspects...perceptual qualities, notably wilderness and/or tranquillity', 'experiential 'evidence that the landscape is valued for recreational activity where experience of the landscape is important'.

stretches of farmland between developed areas. At a county level, the sites form part of the Gosport and Fareham Coastal Plain Landscape Character Area, as identified by the *Hampshire Integrated Character Assessment 2012* (HICA), and within that area part of the Coastal Plain Open Landscape Type.

Its characteristics include, amongst other things, extensive and flat or gently sloping plain, often associated with arable land uses and some of the most densely developed areas in Hampshire have occurred in this landscape.

The HICA informed the *Fareham Landscape Assessment, 2017* (FLA), which was commissioned by the Council to inform emerging Local Plan policy.

26. The FLA identifies the area within which the appeal sites are situated as Landscape Character Area 8 (LCA 8), Woodcot-Alver Valley. LCA 8 forms part of the easternmost extent of the Fareham-Stubbington Gap and is divided into 5 Local Landscape Character Areas (LLCAs). More specifically appeal site A and the majority of appeal site B, with the exception of the strip of land to the west of the River Alver, fall within LLCA 8.1a. This area is generally bounded by Newgate lane to the west, Woodcote Lane to the south, the western edge of Bridgemary to the east and Speedfields Park Playing Fields to the north. Outside of this LLCA, to the west and south are the main residential sections of the Peel Common settlement, which fall within LLCA 8.2: *Peel Common and Alver Valley*, as does the western section of the appeal B site. Newlands' Solar Farm and Peel Common Wastewater Treatment Works, which are sited to the west of the appeal sites, fall within LLCA 7.1: *Fareham-Stubbington Gap*.
27. The FLA comments both on the character of LLCA 8.1a prior to the completion of Newgate Lane East and on the likely implications of that highways scheme.
28. Prior to the completion of Newgate Lane East, the FLA recognises that LLCA 8.1a is not covered by any current national or local landscape designation, its scenic quality is not exceptional and it is affected by some localised intrusion of urban features around its periphery. It indicates that LLCA 8.1a shares the typically flat, low-lying character of the coastal plain landscape and whilst it lacks the very open, expansive character of other parts of the coastal plain (including adjacent land within the Strategic Gap to the west), it nevertheless has a relatively open and large-scale character. More specifically, it is generally devoid of built development (apart from buildings at Peel Farm<sup>4</sup>), retains a predominantly open, rural, agricultural character, and tree belts along its boundaries to the north, east and south give the area a sense of enclosure from surrounding urban areas and contribute to its aesthetic appeal. The FLA indicates that overall, the landscape value of LLCA 8.1a is moderate to high. Furthermore, the FLA identifies that the landscape resource has a high susceptibility to change, as it has very limited capacity to accommodate development without a significant impact on the integrity of the area's rural, agricultural character. Whilst these judgements are not disputed, the Council and appellants disagree over the impact that the construction of Newgate Lane East has had.
29. Regarding Newgate Lane East, the FLA anticipated that as the road corridor would be relatively narrow, unaffected land within the rest of the area should be of sufficient scale to maintain its essentially rural character. In my view, this is the case notwithstanding that the roadside planting, which has the potential to reduce the visibility of the highway and associated fencing, has yet to

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<sup>4</sup> Around Hambrook Lodge.

mature. Furthermore, given the relatively low profile of the road scheme, the openness of the area is largely unaffected. Under these circumstances, I consider that whilst the landscape value of LLCA 8.1a has been reduced by the road scheme to medium, the susceptibility of the landscape to change remains high, rather than low/medium identified by the *Landscape and Visual Impact Assessments* submitted in support of the applications (LVIAs). Support for this judgement is provided by the FLA, which indicates that significant further development in addition to the road scheme would almost certainly have an overwhelming urbanising effect, potentially tipping the balance towards a predominantly urban character. Overall, I regard the sensitivity of the landscape resource within LLCA 8.1a to be medium/high, consistent with the Council's Landscape and Visual Assessment findings, and contrary to the low/medium findings set out in the LVIAs.

30. In both cases, the proposals would replace a significant proportion of the agricultural land within LLCA 8.1a with residential development. Whether single-storey or taller buildings are proposed, the massing of each development would add to the sense of enclosure of this LLCA, greatly diminishing its open character and the duration of the impact would be long term. Considering each scheme on its own, the size and scale of the change, taken together with the existing limited intrusion from surrounding urban influences and the effect of Newgate Lane East, would be sufficient in my judgement to tip the balance towards a predominantly urban character. I acknowledge that the impact would not extend beyond LLCA 8.1 to affect a wider area of landscape. Nonetheless, I judge the magnitude of change as medium and the significance would be moderate to moderate/major adverse, even after mitigation. In my view, the effect would not be as low as the minor/moderate or minor adverse significance of effect identified by the LVIAs, which the appellants suggest would be considered acceptable and would not constitute an overall 'harm' to the landscape.
31. As I have indicated, the only section of the appeal sites that falls within LLCA 8.2 is the western section of appeal site B, the development of which would be constrained by its ecological value. Therefore, I give little weight to the view set out in the FLA regarding LLCA 8.2 that there may be potential for some modest, small scale development associated with the existing built form at Peel Common.
32. I consider overall that the proposals would each cause significant harm to the landscape of the area.

#### *Visual impact*

33. There is no dispute that the area from which the proposed developments would potentially be visible, the visual envelope, would be limited. This is due to a combination of the flat topography of the surroundings and the effects of vertical elements such as neighbouring settlement edges and some tall vegetation. As a result, the visual receptors identified by the Council and the appellants are relatively close to the appeal sites and the associated assessments of visual effects provided by those parties are broadly comparable, finding a number of adverse impacts of moderate or greater significance.
34. As regards the users of Newgate Lane, I consider them to be of medium sensitivity to change, consistent with the position set out in the LVIAs and by

- the Council. However, the proposed development would significantly alter views eastwards. Currently long views can be enjoyed from some vantage points across relatively open countryside, Newgate Lane East being low profile infrastructure, towards the tree lined edge of Bridgemary and the 'big skies' noted by the *Technical Review of Areas of Special Landscape Quality and Strategic Gaps* (2020)(TR). As a result of either appeal scheme on its own, residential development would become a prominent feature in the foreground of such views, notwithstanding the proposed setback beyond an area of open space between the highway and the proposed dwellings. From some vantage points, the long rural view would be interrupted entirely, being replaced by a short suburban view of one of the appeal schemes, which would be likely to break the existing skyline and greatly reduce the sense of space. I regard the magnitude of impact as high and the significance of impact as major/moderate adverse, in common with the Council.
35. The LVIA's did not consider vantage points along Newgate Lane East, which was under construction when the assessments were undertaken. I consider users of Newgate Lane East to be of medium sensitivity to change, in common with users of Newgate Lane. It is anticipated that the proposed buildings would be set back from Newgate Lane East beyond a strip of landscaping, within the sites and along the edge of the highway. Nonetheless, given the likely scale and disposition of the built development, I consider it likely that it would still be visible to some extent from that neighbouring road. In my judgement, when travelling between the built-up areas to the north and south, the respite provided by the surrounding countryside along Newgate Lane East is of notable value. That value would be greatly diminished as a result of either scheme. Both would foreshorten views to the west and tip the balance from a predominantly rural to suburban experience. The magnitude of impact on that receptor would be medium and the significance of impact moderate adverse.
36. Overall, I consider that the significance of the visual impact would be moderate to moderate/major adverse. It would have a significant adverse effect on the appearance of the area.
37. The FLA sets development criteria to be met in order to protect the character and quality of landscape resources, views, visual amenity, urban setting and green infrastructure. Whilst the aim of LP2 Policy DSP40 is to minimise, rather than avoid, any adverse impact, I consider that they are of some assistance when judging the extent to which there would be an impact and whether it can be regarded as being minimised. I acknowledge, that in the context of making some provision for housing land supply in the countryside, it would be unrealistic to expect the open, predominantly agricultural and undeveloped rural character of area LLCA 8.1a to be entirely protected as the FLA suggests. However, the proposals would cause significant harm in that regard. Furthermore, rather than situating the proposed developments to the east of Newgate Lane East, next to existing urban areas, the schemes would amount to the creation of substantial new pockets of urbanising built development within existing open agricultural land.
38. I conclude that, in each case, the proposal would cause significant harm to the character and appearance of the area, having had regard to the location, disposition, likely scale and landscape treatment, each would fail to minimise the adverse impact on the countryside. The proposals would conflict with LP2 Policy DSP40(ii) and (iii).

### **Highway safety**

39. The *Statement of Common Ground on Transport (SoCGT)*, agreed between the Council and the appellants, states it is agreed that the individual and cumulative impacts of the northern and southern sites would have a detrimental impact on the operation of the existing right turn lane priority junction between Newgate Lane and Newgate Lane East. Furthermore, this cannot be mitigated by priority junction improvements and so a signalised junction is proposed.
40. The proposed signalised junction would introduce a flare from 1 to 2-lanes on the northbound Newgate Lane East approach to the junction and a merge back to 1 lane some distance after the junction. Furthermore, the SoCGT indicates, in relation to southbound vehicles seeking to access Newgate Lane from Newgate Lane East across 2 lanes of on-coming traffic, the proposed signal method of control would be the provision of an indicative arrow right turn stage. Under the proposed signalling arrangement, right turn movements from Newgate Lane East into Newgate Lane could occur at three points in the cycle of the signals: firstly, turning in gaps in the free flowing northbound traffic; secondly, during the intergreen period when the northbound flow is stopped and before the Newgate Lane traffic is released; and, then if right turners are still waiting after the cycle, the indicative arrow would be triggered to allow them to turn unopposed. The SoCGT confirms that the appellants are proposing an indicative arrow arrangement rather than the provision of a fully signalised right turn stage, as the latter would operate unacceptably in terms of capacity.
41. The appellants' *Stage 1 Road Safety Audit (RSA)* identifies a potential problem with the proposed right turn lane arrangement, with reference to CD 123 of the *Design Manual for Roads and Bridges (DMRB)*. In the context of right turning traffic movements at signal-controlled junctions, CD 123 indicates that where the 85<sup>th</sup> percentile approach speed is greater than 45 mph, there is an increased risk of accidents between right-turning vehicles seeking gaps and oncoming vehicles travelling at speed. It confirms that where the 85<sup>th</sup> percentile approach speed is greater than 45 mph, right hand turns should be separately signalised. Against that background, the RSA raises the concern that higher northbound vehicle speeds (particularly in off-peak traffic conditions) may mean that gap acceptance by the drivers of right turning vehicles could lead to right-turn collisions or to sudden breaking and shunt type collisions. It recommends that, at detailed design stage, signal staging/phasing should incorporate a separately signalled right-turn into Newgate Lane and that it would be appropriate to measure northbound vehicle speeds to design signal staging and phasing arrangements accordingly.
42. DMRB CA 185 sets out the approach to vehicle speed measurement on trunk roads where existing vehicle speeds are necessary to set the basis for the design of signal-controlled junctions. CA 185 confirms that 85<sup>th</sup> percentile vehicle speeds shall be calculated where designs are to be based on measured vehicle speeds. It is common ground that, whilst this standard is intended for use in relation to trunk roads, in the absence of any other reference, it can be used to guide the measurement of vehicle speeds on other roads, such as Newgate Lane East.
43. The SoCGT identifies 3 speed surveys whose results are relevant to the consideration of northbound speeds on Newgate Lane East. They were

undertaken in: September/October 2018; February/March 2020; and November 2020. All three surveys include measurements undertaken at weekends, contrary to the CA 185 protocol which indicates that speed measurements shall not be undertaken at weekends. Nevertheless, they were not limited to weekend measurements. Each survey included measurements on other days of the week, and I have not been provided with any evidence to show that the 85<sup>th</sup> percentile speeds derived from the surveys are not reasonably representative of the weekdays surveyed. However, the last survey was carried out during a period affected by movement restrictions associated with the coronavirus pandemic and the recorded average flow rates are noticeably lower than those recorded at the same times of day in the other two surveys. I consider that, under these circumstances, greater weight is attributable to the results of the earlier two surveys.

44. CA 185 indicates that a minimum number of 200 vehicles speeds shall be recorded in the individual speed measurement period and speed measurements should be taken outside of peak traffic flow periods. The peak hours identified by the *Transport Assessments* submitted in support of the appeal planning applications are 08:00-09:00 hrs (AM peak) and 17:00-18:00 hrs (PM peak). Whilst CA 185 indicates that non-peak periods are typically between 10:00-12:00 hrs and 14:00-16:00 hrs, I share the view of the Highway Authority (HA) that this does not rule out consideration of other non-peak periods, so long as a minimum number of 200 vehicles speeds are recorded in the individual speed measurement period as required by CA 185. Having regard to the results of the September/October 2018 and February/March 2020 surveys for northbound traffic on Newgate Lane East, in addition to the typical periods identified above, the period from 05:00-06:00 hrs meets these criteria, falling outside of the peak hours and having a recorded average flow greater than 200 vehicles.
45. The September/October 2018 and February/March 2020 survey results record 85<sup>th</sup> percentile speeds in the periods 10:00-12:00 hrs and 14:00-16:00 hrs in the range 41 mph-44.8 mph when a wet weather correction is applied. The upper end of this range being only marginally below 45 mph. In the period 05:00-06:00 hrs the results exceeded 45 mph. CA 185 indicates that where there is a difference in the 85<sup>th</sup> percentile speeds derived from the individual speed measurement periods, the higher value shall be used in the subsequent design.
46. I give little weight to the view of the appellants that the introduction of traffic signals, as proposed, would be likely to result in drivers being more cautious and so reduce their vehicle speeds. Even if that were the case, it is not clear that it would reduce 85<sup>th</sup> percentile speeds in the period 05:00-06:00 hrs to below 45 mph or that this undefined factor should be taken into account in the design. The appellants have suggested that in the absence of any demand over-night, the signals would revert to an all red stage, which would further slow the speeds of vehicles. However, it appears that there would be likely to be demand in the period 05:00-06:00 hrs. Furthermore, the HA has confirmed, for a number of reasons, that is not the way multi-arm junctions are set up on its network. Firstly, for junction efficiency, the signals would be expected to rest on green on Newgate Lane East, allowing traffic to proceed unimpeded on the main arm. Secondly, this approach reduces the likelihood of drivers, who wrongly anticipate that the lights will turn from red to green on their approach,

- proceeding without slowing and colliding with others. In light of the HA's established approach, I give little weight to the appellants' suggestion.
47. I consider that the proposals, which would not include separate signalisation of the right-hand turn, would conflict with CD 123.
48. The operation of the existing priority junction involves some drivers turning right from Newgate Lane East into Newgate Lane across a single northbound lane and there is no dispute that at present the junction operates safely. However, the proposed junction arrangement would give rise to the possibility of right turning vehicles gap-seeking across 2 opposing lanes, a practice which the HA considers would be unsafe. I note that Rule 180 of the *Highway Code* indicates that right turning drivers should wait for a safe gap in oncoming traffic. However, the basis of the HA's concern is that a right turning driver may not be able to see an oncoming nearside northbound vehicle, due to screening by offside northbound vehicles, until it is too late to avoid a conflict. The Rule 180 illustration is of a single opposing lane and it does not grapple with the potential for unsighted vehicles in a two opposing lanes scenario. In support of its concern, the HA has identified other junctions where the frequency of accidents involving right turning vehicles has been reduced by moving from a situation where gap-seeking across 2 lanes is allowed to a fully signalised right turn phase.
49. With respect to the modified junctions drawn to my attention by the HA, I agree with the appellants that, in the absence of data with respect to traffic flows, speeds and percentage of right turners at those other junctions, it cannot be determined that they are directly comparable to the appeal junction in those respects. However, nor can it be determined that they are not. Nonetheless, the improved accident record at those other junctions following the introduction of a fully signalised right turn phase appears to me to support, for the most part, the HA assessment that the practice of gap-seeking across 2 lanes was previously a contributory factor to the incidence of accidents<sup>5</sup>. In relation to this matter, I give greater weight to the assessment of the HA, as it is likely to be more familiar with the historic operation of its network, than that of the appellants' highway witnesses.
50. The appellants consider that an arrangement which allows vehicles turning right across two opposing lanes by gap-seeking is common. In support of that view, they have identified 2 junctions in the area where the HA has not prevented right turning vehicles from crossing 2 lanes without signalling: A27/Ranvilles Lane; and, A27/Sandringham Road. However, the HA has indicated that there is a history of accidents associated with right turn manoeuvres at the A27/Ranvilles Lane junction, the most recent having occurred in 2020, and the junction will be taken forward on the HA's provisional list for safety remedial measures during 2021/2022. The A27/Sandringham Road junction is located close to the point at which the speed limit reduces from 40 mph to 30 mph on the A27. Furthermore, Sandringham Road is a cul-de-sac serving far fewer dwellings than would be the case at Newgate Lane as a result of either of the appeal A or B schemes, and so the number of daily or peak hour right turning movements associated with it would be likely to be much lower than the appeal junction. To my mind, the circumstances associated with these two junctions do not lend support to the appeal schemes.

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<sup>5</sup> Whether a 3-year or 10-year accident record period is considered.

51. The appellants argue that in circumstances where a vehicle is waiting at the proposed junction for an approaching northbound offside vehicle to pass before turning right onto Newgate Lane, it is likely that a nearside vehicle screened from view by that offside vehicle would also have passed when the waiting vehicle starts to cross the lanes. To my mind, that would not necessarily be the case, as it would depend on the degree to which the pair of northbound vehicles are staggered and their relative speeds. Some screened vehicles may be slowing to turn left into Newgate Lane causing a right turning vehicle to pause in the offside lane when that previously screened nearside vehicle comes into view and that would potentially bring it into conflict with other approaching offside vehicles. Furthermore, it is foreseeable that right turning drivers seeking gaps may be faced with a stream of traffic in both opposing lanes and with some variation in approach speeds. A nearside vehicle moving past an offside stream of traffic may be unsighted until a late stage and may be closing the gap faster than the right turning driver had anticipated, leading to conflicting movements.
52. With reference to the appellants' *Transport Assessment Technical Note-Junction Modelling Results (TATN)*, by the 2024 design year, the cumulative impact of each appeal scheme and other developments would be likely to result in a marked increase in the total number of right turning vehicles into Newgate Lane. Furthermore, the appellants' traffic modelling predicts that in the AM peak there would not be any suitable gaps in free-flowing northbound traffic for right turning vehicles to cross. However, the proposed signalling arrangement would not prevent drivers from gap-seeking and they may still attempt to do so, if they thought that they could get across, rather than waiting for the intergreen period or the indicative arrow. The modelling predicts that in the PM peak almost all of the right turning traffic would cross in gaps in free-flowing northbound traffic.
53. Against this background, I share the concern of the HA that right turning vehicles gap-seeking to cross 2 oncoming lanes at the proposed junction poses a far greater risk of collisions than the existing arrangement and a significant risk to highway safety.
54. I conclude that the proposed junction arrangement, whether one or both of the appeal schemes were to proceed, would have an unacceptable impact on highway safety. Furthermore, in my view, this harm could not be reduced to an acceptable level through the imposition of a condition(s). As I have indicated, the Council and appellants agree that a fully signalised right turn stage would operate unacceptably in terms of capacity. The proposals would conflict with LP2 Policy DSP40(v), which seeks to ensure that development would not have any unacceptable traffic implications, and it would not fit well with the aims of LP1 Policy CS5(3) insofar as it supports development which does not adversely affect the safety of the local road network. These Policies are consistent with the Framework, which indicates that development should only be prevented or refused on highway grounds in limited circumstances, including if there would be an unacceptable impact on highway safety. This weighs very heavily against the schemes.

***Sustainably located, with reference to accessibility***

55. LP1 Policy CS15 indicates that the Council will promote and secure sustainable development by directing development to locations with sustainable transport

- options. LP1 Policy CS5 indicates that development proposals which generate significant demand for travel and/or are of high density, will be located in accessible (includes access to shops, jobs, services and community facilities as well as public transport) areas that are or will be served by good quality public transport, walking and cycling facilities. LP2 Policy DSP40(ii) seeks to ensure that proposals are sustainably located adjacent to the existing urban settlement boundaries.
56. The Framework recognises that opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and identifies that this should be taken into account in decision-making. I acknowledge that the appeal sites are in the countryside. However, they are situated in a relatively narrow countryside gap between urban areas, rather than a larger rural area where opportunities for sustainable transport could reasonably be expected to be limited. In any event, consistent with Development Plan Policies CS15, CS5 and DSP40, the Framework also indicates that significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.
57. The appeal sites are not near to, but are set well apart from: the western, urban area boundary of Bridgemary, as defined by the *Gosport Borough Local Plan 2011-2029 Policies Map*, which is to the east of the appeal sites on the far side of an area of agricultural land that adjoins the eastern side of Newgate Lane East; and, further from the southern settlement boundary of Fareham, which is defined by the LP2 Policies Map Booklet and is located some distance further north at the edge of HMS Collingwood and Speedfields Park. Peel Common does not have a defined urban settlement boundary. As such, I consider that the sites are not adjacent to any existing urban settlement boundary, contrary to the requirement of LP2 Policy DSP40(ii).
58. I acknowledge that the Council appears to have taken a flexible approach to the 'adjacency' requirement in a number of other cases. However, in the cases drawn to my attention, with the exception of the site to the south of Funtley Road, development has taken place or been approved between the application site and the nearest existing urban settlement boundary. In the case of the site to the south of Funtley Road, it abuts a highway on the opposite side of which is some of that other development and the site boundary is a relatively short distance across undeveloped land from an existing urban settlement boundary. The circumstances are not directly comparable to those in the cases before me, in relation to which the sites would be set further apart across undeveloped land from the nearest existing urban settlement boundary. In any event, each case must be considered primarily on its own merits and in my view, the Council's approach elsewhere would not justify harmful development of the appeal sites. I give little weight to those decisions of the Council. Furthermore, appeal decision Ref. APP/L3625/X/16/3165616 considered adjacency in the context of the relationship between a highway and gates set back from it by around 1 metre. The circumstances are not comparable to those in the cases before me and are of little assistance.
59. I turn then to consider the accessibility of the sites with reference to modes of transport. The *National Travel Survey, 2019* (NTS), identifies, amongst other things, the average trip length and duration in England by all modes of travel for the trip purposes of: commuting; education; personal business; shopping; sport (participate); and, entertainment/public activity. There are a range of

- employment, education, retail, health, sport, and leisure uses well within those average distances and durations of the appeal sites. This indicates that there are likely to be some opportunities for residents of the proposed developments to travel less when compared to the national average journey distances and durations, and in this context, the locations of the appeal sites limit the need to travel. However, the NTS 'all modes of travel' includes, amongst other modes, car travel and so it does not automatically follow that the proposed developments would be served by good quality public transport, walking or cycling facilities.
60. The *Manual for Streets* indicates that walkable neighbourhoods are typically characterised by having a range of facilities within around 800 metres walking distances of residential areas which residents may access comfortably on foot. However, it indicates that this is not an upper limit and walking offers the greatest potential to replace short car trips, particularly those under 2 kilometres. This is echoed by the Department for Transport *Local Cycling and Walking Infrastructure Plans (2017)*, which indicates that for walking, 'the distances travelled are generally...up to 2 kilometres'.
61. The Institute of Highways and Transportation's (now CIHT) *Guidelines for Providing for Journeys on Foot, (2000)* (PfJoF) gives more detailed guidance, setting out, with reference to some common facilities, suggested desirable, acceptable and preferred maximum walking distances which range up to a preferred maximum of 2 kilometres for some facilities. The approach is consistent with CIHT's more recent *Planning for Walking, April 2015* (PFW), which indicates that most people will only walk if their destination is less than a mile away (equivalent to around 1.6 kilometres) and about 80% of journeys shorter than 1 mile are made wholly on foot, the power of a destination determining how far people will walk to get to it. To illustrate the point it indicates that while for bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point, people will walk up to 800 metres to get to a railway station, which reflects the greater perceived quality or importance of rail services.
62. Having regard to the Department for Transport's NTS (Table NTS0303-2020 update), there have been no significant changes in the average walking trip length in the period 2002-2019. To my mind, this indicates it is unlikely that attitudes towards walking trip length have altered to any great extent since the publication of PfJoF. This is consistent with the position taken by my colleague who dealt with appeal Ref. APP/A1720/W/19/3230015, which related to a site elsewhere, in Portchester. I am content therefore, that the PfJoF guidance on acceptable walking distances is not out of date and it provides a reasonable basis for the assessment of whether, having regard to the locations of the appeal sites, walking can be regarded as a genuine choice of transport modes. In addition, PFW indicates that propensity to walk is not only influenced by distance, but also by the quality of the experience, having regard to factors such as the attractiveness and safety of the route.
63. I note that the Council's position regarding the accessibility of the sites is not based on an objection in relation to that matter raised by the Highway Authority, but rather an assessment undertaken by a planning professional with reference to PfJoF, amongst other things. In my view, it does not follow that the weight attributable to the Council's assessment should be reduced. As reported by the appellants, the PfJoF states it is the task of the professional

- planner or engineer to decide if a lower standard is acceptable in given circumstances.
64. There is no dispute that there are a range of services and facilities within 2 kilometres of the appeal sites. However, to my mind, in the absence of any consideration of the 'power of the destinations' and the quality of the experience that is of little assistance. Applying the PfJoF approach, which reflects the 'power of destination', facilities and amenities within its 'acceptable' walking distances of the southern and linked appeal sites are limited to a primary school, a church, and a recreation ground. Within its 'preferred maximum' walking distances there are additionally a college campus (CEMAST), a limited number of small shops and a pub in Bridgemary, an employment area (HMS Collingwood) and four other schools.
  65. However, the appeal sites only fall within the catchment area of one of the five schools, Crofton Secondary School, which is barely within the preferred maximum walking distance. Whilst I understand that Crofton Anne Dale Infant and Junior School, which would serve the appeal sites, is within the maximum walking distances for schools identified by the Department for Education, it falls outside the PfJoF preferred maximum walking distances.
  66. Although PFW indicates that in residential areas, 400 metres has traditionally been regarded as a cut-off point, the CIHT's more recent *Buses in Urban Developments, January 2018* (BUD) provides more detailed guidance. It identifies maximum walking distances between developments and bus stops with the intention of enabling the bus to compete effectively with the car and to benefit a wide range of people with differing levels of motivation and walking ability. It recommends a maximum walking distance of 300 metres to a bus stop served by a service which is less frequent than every 12 minutes.
  67. The SoCGT indicates that the closest bus stop to the appeal sites is on Newgate Lane East and only the southern site would meet that BUD recommendation. Furthermore, the buses return approximately with a frequency of every 75 minutes in each direction and the first northbound bus in the morning, towards Fareham, departs from the bus stop at 09:12 hrs. Notwithstanding that the bus trip duration to the train station may be shorter than the national average trip time by local bus of 36 minutes, to my mind, the start time and frequency of the service would limit the attractiveness of the service as far as northbound commuters are concerned. Whilst there is a bus stop on Tukes Avenue served by a more frequent service, it is significantly further away from the sites than the maximum walking distance for high frequency services recommended by BUD.
  68. The SoCGT indicates that the closer of the 2 appeal sites is some 3.7 kilometres from Fareham Railway Station, a distance well beyond the 800 metres identified by PFW.
  69. I note that the PfJoF was one of the documents that informed the accessibility standards set out in the Council's *Fareham Local Plan 2037 Background Paper: Accessibility Study 2018*, the application of which in the cases before me appears not to result in a significant difference in outcome compared with the application of the PfJoF guidance.
  70. The appellants have applied a Walking Route Audit Tool to the local walking routes, which assesses the attractiveness, comfort, directness, safety, and

coherence of the routes. Whilst a number of the findings are disputed by the Council, I consider that the current condition of the likely route east of the sites to the limited number of shops and the pub referred to in Bridgemaury is of greatest concern. That walking route would involve crossing Newgate Lane East and walking along Brookers Lane. However, difficulties crossing Newgate Lane East, due to the speed and volume of traffic, would be satisfactorily addressed by the proposed provision of a Toucan crossing, funded by a contribution secured by the UUB. Currently, the character of the initial section of Brookers Lane would be likely to dissuade users, due to a lack of street lighting and the potential for people to conceal themselves from view from approaching walkers in trees along the southern side of the route, giving rise to potential safety concerns. However, I consider that these matters could be satisfactorily addressed through the provision of unobtrusive lighting and fencing along the southern side of the route, which would be unlikely to have a material adverse impact on the character or appearance of the locality and could be secured by condition. I acknowledge that these improvements may be of some benefit to the wider community, not just residents of the appeal sites, to which I attribute limited weight.

71. In my judgement, the quality of local walking routes could be made acceptable. However, applying the PfJoF and more recent BUD guidance on walking distances to destinations, the number and range of facilities and amenities within the ranges identified would be limited. I consider overall that the accessibility of the area by walking would be poor and, for the most part, walking cannot be regarded as a genuine choice of transport mode.
72. The site subject of previous appeal decision Ref. APP/A1720/W/19/3230015, was found to satisfy LP2 Policy DSP40(ii). However, the factors taken into consideration in relation to that matter included, amongst other things, that the site was well related to the existing urban settlement boundary for Portchester and close to many other dwellings in Portchester, and accessibility to local services and facilities would be similar to that for many of the existing residents of the area. Those circumstances are not directly comparable to those in the cases before me. The appeal sites are not well related to an existing urban settlement boundary or close to dwellings within one. Whilst accessibility to local services and facilities would be similar for existing residents of Peel Common, it is a small settlement relative to which each of the appeal schemes would be larger in terms of households. Under the circumstances, I consider that the policy finding of the previous appeal decision is of little assistance in these cases.
73. Within 5 kilometres of the appeal sites, which is a distance commonly regraded as reasonable cycling distance, there is a much greater range and number of services, facilities, amenities, and employment sites. Furthermore, there are shared cycle pedestrian/cycle routes in the vicinity of the appeal sites which would facilitate access by bicycle to the areas to the north, south, east, and west of the sites. I consider therefore that the sites would be served by good quality cycling facilities and cycling could be regarded as a genuine choice of transport modes. However, having regard to the NTS for 2019, in comparison with 250 trips per person per year associated with walking, only 16 trips per person per year were associated with cycling. To my mind, it is likely therefore, that relatively few future residents of the appeal sites would cycle, reducing the weight attributable to this factor.

74. As I have indicated, the bus services available within the maximum walking distances recommended by BUD are very limited and the nearest train station is located well outside the PfJoF preferred maximum walking distance. I acknowledge that the sites would be within reasonable cycling distances of Fareham Train Station and residents could drive there by car. Nonetheless, I consider overall that the sites would not be well served by good quality public transport, the accessibility of the area by public transport would be poor and, for the most part, it cannot be regarded as a genuine choice of transport modes.
75. The Framework indicates that in assessing applications for development, it should be ensured that appropriate opportunities to promote sustainable transport modes can be-or have been-taken up, given the type of development and its location. A Travel Plan for each site has been agreed by the HA. However, in my view, it does not automatically follow that the appeal sites would be sustainably located with reference to accessibility. The *Planning Practice Guidance* (PPG) indicates that the primary purpose of a Travel Plan is to identify opportunities for effective promotion and delivery of sustainable transport initiatives, for example walking, cycling, public transport and tele-commuting, in connection with both proposed and existing developments and through this to thereby reduce the demand for travel by less sustainable modes.
76. The proposed Travel Plan measures include, amongst other things, the provision of: information to promote sustainable modes of travel; electric vehicle charging/parking facilities on the sites; a Travel Plan Coordinator as well as contributions towards: the improvement of the Newgate Lane East crossing at Woodcote Lane/Brookers Lane; the provision of shared pedestrian/cyclist infrastructure along parts of the routes between the appeal sites and local schools; and, supporting the use (travel vouchers for residents) and operation of the existing limited bus service in the vicinity of the sites for a number of years. Having regard to these matters, I am satisfied that a number of appropriate opportunities to promote sustainable transport modes have been provided for, in accordance with the aims of LP1 Policy CS15 and the Framework. However, as identified above, I consider that the attractiveness of the existing bus service to commuters would be limited and, in my view, this casts significant doubt over the indicative Travel Plan target which anticipates an increase in bus service use, notwithstanding some provision for travel vouchers.
77. I conclude that the appeal sites would be in a location with some, albeit limited, sustainable transport options and in this respect would accord with LP1 Policy CS15. However, the limitations are such that they would not be in an accessible area, with particular reference to public transport and walking facilities, and I do not regard the sites as being sustainably located adjacent to an existing urban settlement boundary. Insofar as they seek to ensure that development is sustainably located with reference to accessibility, I consider overall that the proposals would conflict with LP1 Policy CS5, LP2 Policy DSP40 and the Framework.

### ***Spatial development strategy***

78. The reasoned justification for LP1 Policy CS22 indicates that gaps between settlements help define and maintain the separate identity of individual

- settlements. It states that Strategic Gaps do not have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. The Policy indicates that development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements.
79. The appellants place some reliance on the proposed allocation of land for development in the Fareham-Stubbington Gap in the Regulation 18 consultation draft of the emerging *Fareham Local Plan 2036* (LPe). This included allocation HA2 for residential development on land between Newgate Lane East and Bridgemary, within the Fareham-Stubbington Gap. Whilst the Regulation 19 draft of the LPe did not include that allocation, it was based on the assumed imposition of Government's proposals to introduce a new Standard Method, which was not subsequently supported. However, going forward, there is no certainty that the proposed allocation of HA2 will be reinstated by the Council. Furthermore, even if it were, that proposed allocation was the subject of objections at the earlier stage and there is no dispute that the emerging plan is at a relatively early stage towards adoption. Under the circumstances, I give little weight to the possibility that proposed allocation HA2 would form part of the LPe when adopted.
80. The appeal sites fall within the Fareham-Stubbington Gap. The TR indicates that the purpose of this gap is to avoid coalescence between the settlements of Fareham and Bridgemary with Stubbington and Lee-on-the-Solent. Drawing a straight line east-west across the gap between Stubbington and Bridgemary, the appellants have estimated that the appeal schemes would reduce the gap from some 1.6 km to around 1.1 km. However, to my mind, that cross-country approach does not represent the manner in which the gap is likely to be experienced and, as a result, generally understood.
81. Consistent with the TR, I consider that a key vehicle route between the settlements of Fareham and Stubbington from which the Strategic Gap is experienced is along Newgate Lane East (between Fareham and Peel Common Roundabout)/B3334 Gosport Road (between Peel Common Roundabout and Marks Road, Stubbington). Along that route travellers leave behind the urban landscape of Fareham at HMS Collingwood and Speedfields Park and travel to the edge of Stubbington, via Peel Common Roundabout, through an area which includes the appeal sites and is predominantly characterised by undeveloped countryside. The Strategic Gap designation washes over some development, which includes Newlands' Solar Farm, Peel Common Wastewater Treatment Works (WWTW) and the settlement of Peel Common. However, along the route identified, intervening planting prevents the WWTW from being seen and limits views of the low-profile solar farm to glimpses. Furthermore, I consider that, when seen from those highways to the east and south, Peel Common is easily understood as comprising, for the most part, a small, isolated ribbon of development within the gap between the larger settlements of Fareham, Stubbington and Gosport.
82. In each case, the proposals would involve substantial development to the east of Peel Common and, as identified above, it would be sufficient to tip the balance of the character of the area between Peel Common, Bridgemary and Fareham from predominantly rural to suburban. Whilst Fareham, Peel Common and Bridgemary would remain physically separate, the contribution of this area

to the sense of separation provided by the Strategic Gap would be greatly diminished. I acknowledge that the proposals would not materially alter the experience of the Strategic Gap along the B3334 Gosport Road, between Peel Common and development at Marks Road, as they would not be visible from there. However, the appellants have estimated that the distance between the two is as little as 560 metres and, in my view, the limited sense of separation it provides is likely to be eroded by the Stubbington Bypass, which is under construction there. The FLA recognises that the role played by the area between Peel Common and Bridgemary in preventing coalescence between Stubbington and Gosport is likely to become more significant as a result of developments along Gosport Road, such as the bypass.

83. I consider overall that the proposals would cause significant harm to the integrity of the Fareham-Stubbington Gap and the physical and visual separation of settlements, with particular reference to the experience of travellers along the Newgate Lane East section of the Newgate Lane East/B3334 Gosport Road key route, contrary to the aims of LP1 Policy CS22.
84. Furthermore, in my judgement, the impact on the integrity of the Strategic Gap would be greater than would be likely to be the case if the same scale of development were to be located to the east of Newgate Lane East, next to an existing urban settlement boundary and Peel Common were to remain a small, isolated ribbon of development within the gap. The proposals would fail to minimise any adverse impact on the Strategic Gap, contrary to the aim of LP2 Policy DSP40(iii).
85. There is no dispute that the proposals would accord with criterion (i) of LP2 Policy DSP40, being relative in scale to the demonstrated five-year housing land supply shortfall. Turning then to criterion iv), which requires a demonstration that the proposals would be deliverable in the short term. The current tenant of appeal site A has suggested that the formal procedures associated with the surrender of the agricultural tenancy may delay implementation of that scheme. However, based on the timeline and formal procedures for obtaining possession outlined by the appellants, it appears to me that delivery in the short term would be possible<sup>6</sup>. In any event, this matter could be satisfactorily addressed, in relation to both sites, through imposition of conditions that required reserved matters applications to be made within 12 months of the grant of planning permission and the commencement of development within 12 months of the approval of reserved matters, as suggested by the appellants. Under the circumstances, I am satisfied that the proposals would not conflict with criterion iv) of LP2 Policy DSP40. Nonetheless, they would conflict with criteria ii), iii) and v) and I consider overall that each proposal would conflict with LP2 Policy DSP40 taken as a whole.
86. I conclude that each of the schemes, which would conflict LP1 Policy CS22 and LP2 Policy DSP40, would not accord with and would undermine the Council's Spatial Development Strategy.

### ***Housing land supply***

87. The Council and the appellants agree that the housing requirement set out in the Development Plan has not been reviewed within the last 5 years and found not to need updating, and so the five-year supply position should be calculated

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<sup>6</sup> Michelmores LLP letter dated 20 January 2021 and Lester Aldridge LLP letter dated 3 February 2021.

against the minimum local housing need identified by the Standard Method. This produces a local housing need figure of some 514 homes per annum. Furthermore, having regard to the Housing Delivery Test results published in January 2021, it is now necessary to apply a 20% buffer. This leads to an annual requirement of around 617 units per annum and 3,084 dwellings over the five-year period. As I have indicated, the Council and the appellants agree that the Council is currently unable to demonstrate a five-year supply of deliverable housing sites. The Council and the appellants differ regarding the precise extent of the shortfall; the Council suggesting a 3.4-year land supply and the appellants a 0.97-year land supply. However, they agree on either basis that the shortfall is material and it is not necessary to conclude on the precise extent.

88. A significant proportion of the difference between the supply figures of the Council and the appellants is associated with applications with a resolution to grant planning permission (709 units) and allocations (556 units).
89. In respect of the majority of the sites with resolutions to grant planning permission, which date from 2018, it remains necessary, before planning permission could be granted in each case, for the Council to complete Appropriate Assessment (AA) to establish whether the scheme would have a significant effect upon European Protected Sites. To inform the AA, it is necessary for the developers to demonstrate that their schemes would not increase the levels of nitrates entering the Solent. In order to facilitate that process, in September 2020, the Council established a legal framework through which developers/applicants can purchase nitrate credits associated with land use at Little Duxmore Farm (LDF). However, at the Inquiry, the Council was unsure whether there would be sufficient capacity at LDF to provide mitigation in relation to all the identified sites and whilst it is seeking to secure additional capacity elsewhere, the associated negotiations are not yet complete. Furthermore, since September 2020, only a relatively small number of dwellings have been taken through this process culminating in the grant of planning permission. With respect to the other sites, which together account for over 500 units, I consider that in the absence of favourably completed AAs there is significant doubt about the deliverability of housing within the five-year period on those sites. Furthermore, AA is not the only issue. In a number of the cases, while some progress has been made, necessary planning obligations have yet to be formally secured. This adds to the uncertainty.
90. The Welborne allocation accounts for 450 units included in the Council's assumed supply figure. The site was subject to a resolution to grant outline planning permission for up to 600 dwellings in October 2019, subject to planning obligations being secured. Although the Council expected the planning obligations to be secured pursuant to section 106 of the *Town and Country Planning Act 1990* by the end of the summer 2020, this was not achieved. In December 2020, the developer submitted amended plans for the site. Whilst in January 2021, the Council resolved to grant planning permission for the revised scheme, it would also be subject to planning obligations and a pre-commencement condition would be imposed to ensure that funding had been secured for the improvement of junction 10 of the M27. At the Inquiry, the Council confirmed that whilst funding sources have been identified, not all the necessary agreements are in place to secure the funds. In light of the limited progress made since October 2019 and the outstanding areas of

uncertainty, I consider it likely that housing delivery on that site within the five-year period will fall well short of that assumed by the Council.

91. Based on the evidence before me, I consider that the Council's expectations of delivery are likely to be unrealistic and the actual housing land supply position is likely to be closer to the appellants' estimate than the Council's. The Council acknowledges that other recent appeal decisions have found the deliverable supply it has identified to be too optimistic<sup>7</sup>.
92. The Council considers that the shortfall in supply would be short lived upon the adoption of the LPe. However, it appears that the LPe is at a relatively early stage towards adoption. Furthermore, at the Inquiry, the Council confirmed that no firm date has been set for adoption and it estimated that it would be unlikely to be before the autumn of 2022. Therefore, I consider it likely that a shortfall in housing land supply will persist for some significant time to come.
93. The appellants anticipate that around 123 of the 190 proposed appeal dwellings could be completed within the current five-year period. Against this background, I consider it likely that each of the appeal schemes would make a modest contribution towards reducing the significant shortfall in housing land supply. Having had regard to other appeal decisions drawn to my attention<sup>8</sup>, I give those contributions substantial weight.

### **Other matters**

#### *Planning obligations*

94. Each of the schemes is supported by a formally completed unilateral undertaking: appeal site A-UUA; and appeal site B-UUB. Amongst other things, they include provisions for: a Solent Recreation Mitigation Strategy contribution; on-site open space and play area provision and maintenance contributions; an education contribution; provisions to secure on-site Affordable Housing delivery, sustainable travel measures as well as the implementation of a Travel Plan. UUB also makes provision for: the implementation of a Chamomile Management Plan, for the purpose of conserving the ecological features in the Chamomile and Meadow areas of the site, consistent with the aims of LP2 Policy DSP13; and, a Toucan crossing contribution. Having had regard to the Council's *Community Infrastructure Levy Regulations Compliance Statement, February 2021*, I consider that the UUs would accord with the provisions of Regulation 122 of the *Community Infrastructure Regulations 2010* and the tests of obligations set out in the Framework. Furthermore, I conclude that the infrastructure provisions referred to above would accord with the aims of LP1 Policy CS20.
95. With reference to the ecological assessments submitted in support of the applications, the appellants have indicated that, subject to mitigation measures which would be secured either by the submitted UU's or by condition, the schemes would each provide moderate ecological benefits for the sites, consistent with LP1 Policy CS4 and LP2 Policy DSP13. Furthermore, measures would be incorporated in the design of the schemes to limit energy and water consumption as well as carbon dioxide emissions, which could be secured by condition and would amount to minor environmental benefits, consistent with

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<sup>7</sup> Statements of Common Ground, January 2021 (paragraphs 7.14).

<sup>8</sup> Such as APP/A1530/W/19/3223010, APP/G1630/W/18/3210903, APP/E5900/W/19/3225474, APP/N1730/W/18/3204011 and APP/G1630/17/3184272.

LP1 Policy CS16. I have no compelling reason to take a different view. However, in my judgement, they do not weigh significantly in favour of the schemes, as the benefits would be only moderate/minor and the Framework commonly requires the provision of net gains for biodiversity, minimisation of energy consumption and the prudent use of natural resources.

96. UUC would secure off-site mitigation for the loss of a low use Solent Wader and Brent Goose site. Having regard to the measures secured by UUA, UUB and UUC and with reference to the 'Shadow Habitat Regulations Assessments' submitted in support of the applications, the appellants have indicated that the proposals would not have an adverse effect on the integrity of any European Protected Sites, consistent with the aims of LP2 Policies DSP14 and DSP15, and this would weigh as neutral in the planning balance. These matters are not disputed by the Council.
97. It is common ground that there is an unmet Affordable Housing need in Fareham Borough. The shortfall appears to be sizeable. Looking forward, the Council's adopted *Affordable Housing Strategy (2019)* identifies a need for broadly 220 Affordable Homes per annum over the period to 2036. This can be compared to the delivery of an average of 76 Affordable Homes per annum in the period 2011-2019, well below the need identified for that period by the Council's *Housing Evidence: Overview Report (2017)*. 40% of the proposed dwellings in each case would comprise Affordable Housing, consistent with the requirements of LP1 Policy CS18. Furthermore, I understand that the commercial profits of Bargate Homes Ltd, which is owned by Vivid and has contractual control of both sites, are reinvested in Vivid's wider Affordable Housing Programme. I consider that the proposals would amount to meaningful contributions towards addressing the identified need and the Affordable Housing benefits attract substantial weight in each case.
98. The Council considers that the public open space provision shown on the illustrative masterplans submitted in support of the applications would be sufficient to meet the requirements of LP1 Policy CS21 and I have no reason to disagree. Whilst I acknowledge that the proposed public open space may be of some value to existing local residents, given the accessibility of the countryside thereabouts, I consider that any benefit in that regard would be small and I give it little weight.

*Economic benefits*

99. The Framework gives encouragement to development that would support economic growth. The proposals would be likely to give rise to a range of economic benefits. For example, the appellants have estimated that the proposed households would be likely to generate expenditure in the region of £6.4 million per annum, some of which would be spent locally. Furthermore, the proposals could support an estimated 191 jobs during the three-year build programme and could generate an additional £33.8 million of gross value added for the regional economy during that period. The proposals would help to support the growth of the economy, which has been adversely affected by the current coronavirus pandemic. I give the economic benefits likely to result from the proposals in each case substantial weight.

*Best and most versatile agricultural land*

100. Appeal site B contains land classified as best and most versatile (BMV) agricultural land, which would be lost as a result of the scheme, contrary to the aims of LP1 Policy CS16, which seeks to prevent the loss of such land. However, with reference to the Framework, which indicates that decisions should contribute to and enhance the natural and local environment by, amongst other things, recognising the economic and other benefits of BMV agricultural land, I consider that LP1 Policy CS16 is unduly onerous. Furthermore, as BMV agricultural land makes up only a very small proportion of the site, I share the view of the appellants that the weight to be given to the loss is very limited.

*Privacy*

101. At present, Hambrook Lodge occupies an isolated position in the countryside, set well apart from other dwellings. In this context the proposed developments on land adjacent to that property would be likely to have some effect on the privacy of the existing residents. However, the elevations of the dwelling that contain the majority of its habitable room windows are set back from the boundaries shared with the appeal sites. I consider that it would be possible to ensure, through careful design and layout of the schemes controlled at the reserved matters stage, that reasonable levels of privacy would be maintained in keeping with the aims of LP1 Policy CS17.

*Community services and facilities*

102. I do not share the concerns raised by a number of residents of the Borough of Gosport that the proposals would adversely affect their community services and facilities. As indicated above, it is likely that spending associated with the schemes would benefit the local economy. As regards facilities, I understand that the appeal sites are not within the catchment area of Gosport schools. Whilst some future residents may wish to use the recreation ground situated to the southeast on the other side of Newgate Lane East, there is no compelling evidence before me to show that the numbers would be large or that such activity would be problematic.

***Planning balance***

103. The Framework indicates, with reference to succinct and up-to-date plans, that the planning system should be genuinely plan-led. For decision making this means approving development proposals that accord with an up-to-date Development Plan without delay. The Council and the appellants agree that the Council is currently unable to demonstrate a five-year supply of deliverable housing sites and so in these cases the relevant policy for determining the acceptability of residential development on the site is LP2 Policy DSP40. I consider that each of the schemes would conflict overall with LP2 Policy DSP40. However, in these cases, that is not the end of the matter.
104. LP1 Policy CS2 sets out the housing development needs in the plan period, and Policy CS6 establishes the settlements and allocations to deliver development needs. However, Policy CS2, which pre-dated the publication of the Framework, does not purport to represent an up-to-date Framework compliant assessment of housing needs. The housing requirement set out in the Development Plan has not been reviewed within the last 5 years and so the

five-year supply position should be calculated against the minimum local housing need identified by the Standard Method. This generates a higher figure. To my mind, it follows that LP1 Policies CS2 and CS6 are out-of-date. Furthermore, against this background, I consider that the weight attributable to conflicts with LP1 Policies CS14 and CS22 as well as LP2 Policy DSP6, which place strict controls over development outside settlement boundaries, is reduced to the extent that they derive from settlement boundaries that in turn reflect out-of-date housing requirements<sup>9</sup>.

105. Furthermore, as the Council is currently unable to demonstrate a five-year supply of deliverable housing sites, under the terms of paragraph 11 of the Framework it follows that the policies which are most important for determining the appeals are deemed out of date. The Framework indicates that decisions should apply a presumption in favour of sustainable development and, where the policies which are most important for determining the application are out of date, this means granting planning permission unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the Framework taken as a whole; or, the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed. This approach is reflected in LP2 Policy DSP1.
106. Under these circumstances, I consider that little weight is attributable to the identified conflicts with LP1 Policies CS14 and CS22 as well as LP2 Policy DSP6. This is reinforced by my earlier finding that in circumstances where the DSP40 contingency is triggered, the weight attributable to conflicts with those more restrictive Policies would be reduced.
107. LP2 Policy DSP40 is also deemed out of date for the purposes of paragraph 11 of the Framework. However, I consider, for a number of reasons, it does not automatically follow that conflicts with this Policy also attract little weight, contrary to the approach of my colleague who dealt with appeal decision Ref. APP/A1720/W/18/3209865.
108. Firstly, the DSP40 contingency seeks to address a situation where there is a five-year housing land supply shortfall, by providing a mechanism for the controlled release of land outside the urban area boundary, within the countryside and Strategic Gaps, through a plan-led approach. I consider that in principle, consistent with the view of my colleague who dealt with appeal Ref. APP/A1720/W/18/3200409, this approach accords with the aims of the Framework.
109. Secondly, consistent with the Framework aim of addressing shortfalls, it requires that (i) the proposal is relative in scale to the demonstrated supply shortfall and (iv) it would be deliverable in the short-term.
110. Thirdly, criteria (ii) and (iii) are also consistent with the Framework insofar as they: recognise the intrinsic character and beauty of the countryside by seeking to minimise any adverse impact on the countryside; promote the creation of high quality places and having regard to the area's defining characteristics, by respecting the pattern and spatial separation of settlements;

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<sup>9</sup> CDK5-Suffolk Coastal District Council (Appellant) v Hopkins Homes Ltd and another (Respondents) Richborough Estates Partnership LLP and another (Respondents) v Cheshire East Borough Council (Appellant) [2017] UKSC 37, para 63.

and, seek to ensure that development is sustainably located. They represent a relaxation of the requirements of Policies LP1 Policies CS14 and CS22 as well as LP2 Policy DSP6 in favour of housing land supply. However, I consider that the shortfall in the Framework required five-year housing land supply, which has persisted for a number of years and is larger than those before my colleagues<sup>10</sup>, indicates that the balance they strike between those other interests and housing supply may be unduly restrictive. Under these circumstances, in my judgement, considerable, but not full weight is attributable to conflicts with LP2 Policy DSP40(ii) and (iii).

111. Fourthly, insofar as LP2 Policy DSP40(v) seeks to avoid an unacceptable impact on highway safety, with particular reference to traffic implications, it is consistent with the Framework and conflict with that requirement would be a matter of the greatest weight.
112. Whilst the proposals would accord with criteria i) and iv), they would conflict with criteria ii), iii) and v), causing significant harm to the character and appearance of the area, having an unacceptable effect on highway safety, they would not be sustainably located with reference to accessibility and they would fail to minimise any adverse impact on the Strategic Gap. I have found that the proposals would conflict with LP2 Policy DSP40, undermining the Council's Spatial Development Strategy. I consider overall that these matters weigh very heavily against each of the proposals.
113. In each case the proposals would provide a mix of housing types and styles. They would make meaningful, albeit modest, contributions towards addressing the shortfall in the five-year supply of deliverable housing land as well as the need for Affordable Housing supply. The appeal schemes would also be likely to provide employment opportunities and economic benefits to the area. In these respects the proposals would be consistent with the Framework, insofar as it seeks to significantly boost the supply of homes, provide for the size, type and tenure of housing needed for different groups in the community and to support economic growth. I give those benefits substantial weight. I give little weight to other identified benefits, such as the proposed measures to secure net gains for biodiversity, the minimisation of energy consumption and the prudent use of natural resources. Although I give a number of the benefits substantial weight, in my judgement, it would fall well short of the weight attributable to the harm identified.
114. I consider on balance that, in each case, the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits and the schemes would not represent sustainable development under the terms of either LP2 Policy DSP1 or the Framework. In light of these findings, it is unnecessary for me to undertake an Appropriate Assessment. However, if I had done so and a positive outcome had ensued, it would not have affected the planning balances or my conclusions on these appeals.

### **Conclusions**

115. Whilst acknowledging that appeal scheme A would conform with some Development Plan policies, I conclude on balance, with particular reference to LP2 Policy DSP40, that the proposal would conflict with the Development Plan taken as a whole. Furthermore, the other material considerations in this case

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<sup>10</sup> APP/A1720/W/18/3199119, APP/A1720/W/18/3200409

would not justify a decision other than in accordance with the Development Plan. For the reasons given above, I conclude that appeal A should be dismissed.

116. Whilst acknowledging that appeal scheme B would conform with some Development Plan policies, I conclude on balance, with particular reference to LP2 Policy DSP40, that the proposal would conflict with the Development Plan taken as a whole. Furthermore, the other material considerations in this case would not justify a decision other than in accordance with the Development Plan. For the reasons given above, I conclude that appeal B should be dismissed.

*I Jenkins*

INSPECTOR

## APPEARANCES

### FOR THE LOCAL PLANNING AUTHORITY:

Mr D Lintott

Of Counsel

He called

**Mr I Dudley**

BSc(Hons) MICFor CEnv CMLI

**Mr C Whitehead**

BEng CEng

**Mr J Mundy**

MSc IMICE

**Mr N Sibbett**

CEcol CMLI CEnv MCIEEM

**Ms J Parker**

BA(Hons) MA MRTPI

**Mr R Wright** (conditions/obligations)

**Mr N Gammer** (conditions/obligations)

MSc MCIHT MTPS

**H Hudson** (conditions/obligations)

Solicitor

Lockhart Garratt Ltd

SYSTRA Ltd

Hampshire County Council

The Landscape Partnership

Adams Hendry Consulting Ltd

Fareham Borough Council

Hampshire County Council

Southampton City Council

### FOR THE APPELLANTS:

Mr C Boyle

QC

He called

**Mr J Atkin**

BSc(Hons) DIP LM CMLI

**Mr N Tiley**

ARTPI

**Miss M Hoskins**

BA(Hons) MCIHT

**Mr A Jones**

BSc(Hons) MCIHT

**Mr D West**

MEnv Sci(Hons) CEnv MCIEEM

**Mr D Weaver**

BA(Hons) MA MRTPI

**Mr C Marsh** (conditions/obligations)

Pegasus Group

Pegasus Group

Red Wilson Associates

Pegasus Group

WYG

Pegasus Group

Pegasus Group

### INTERESTED PERSONS:

**County Councillor P Hayre**

The Crofton Division of Fareham

**Mrs A White**

**Mr A Thomas**

**Borough Councillor J Forrest**

The Stubbington Ward

**Mr B Marshall**

**County Councillor S Philpott**

The Bridgemary Division

**Mrs A Roast**

**Borough Councillor C Heneghan**

The Stubbington Ward

Interested party

Local resident

Local resident

Interested party

Fareham Society

Interested party

Lee Residents' Association

Interested party

## DOCUMENTS

- 1 Letters notifying interested parties of appeals A and B.
- 2 Appeals notification responses
- 3 Councillor Philpott-updated proof of evidence
- 4 Ms Parker-revised appendices to proof of evidence and errata
- 5 Council-opening statement
- 6 Appellants-opening statement
- 7 Councillor Forrest-proof of evidence
- 8 Statement of Common Ground (Transport)
- 9 Fareham Society-updated proof of evidence
- 10 Councillor Philpott-updated proof of evidence
- 11 Mr Thomas-email dated 10 February 2021
- 12 Red Wilson Associates-Delay Tables Summary Note
- 13 Mr Thomas-email dated 11 February 2021
- 14 Gosport Borough Council-Additional submissions regarding the Newgate Lane South Appeals (12 February 2021)
- 15 Community Infrastructure Levy Regulations Compliance Statement (including education contributions email dated 9 November 2020 and Planning Obligations Supplementary Planning Document
- 16 Bargate Homes-Delivery Rate Update, dated 16 February 2021
- 17a Composite masterplan
- 17b Settlement boundaries proximity plan
- 17c Land south of Funtley Road Committee Report Ref. P/18/0067/OA
- 17d Consolidated conditions schedule
- 18 Mrs White-proof of evidence
- 19 Natural England guidance documents and Conservation Objectives.
- 20 Gosport Borough Council-Additional submissions regarding the Newgate Lane South Appeals (12 February 2021)-references included.
- 21 Land south of Funtley Road Committee Report Ref. P/18/0067/OA, dated 18/07/2018.
- 22 Ms Parker- response to Inquiry document 16
- 23 Council's letter withdrawing reason for refusal (h)-appeal A and (G)-appeal B insofar as they relate to the capacity of the junction of old Newgate Lane/Newgate Lane East
- 24 Fareham Society-proof of evidence summary
- 25 Ms Hoskins-Linsig model results, junction layouts note and extract from the Highway Code
- 26 Highway Authority-Note dated 18 February 2021 regarding highway capacity point raised by Gosport Borough Council
- 27 Councillor Philpott-supplementary notes
- 28 Councillor Hayre-proof of evidence
- 29a Mrs White-proof of evidence summary
- 29b Mrs Roast-proof of evidence summary
- 30 Updated Report to inform HRA Stage 1 and Stage 2
- 31 Plan-Gosport Road Fareham Air Quality Management Area 2017 (A)
- 32 Gosport Borough Council Ward Maps-Peel Common and Bridgemary North

- 33 Pegasus-1) Traffic Flows at the old Newgate Lane and Newgate Lane East Junction and 2) 21 and 21A Bus Service
- 34 Birds Unilateral Undertaking-update
- 35 Appeal A-Main Unilateral Undertaking
- 36 Highway Authority-Note in response to new information provided by the appellants under cross examination of Ms Hoskins, Ms Parker-note on settlement terminology and Mr Gammer-updated proofs of evidence.
- 37 Councillor Philpott-email dated 19 February 2021, air quality clarification
- 38 Tetra Tech-Note on Winter Bird Mitigation Area Nitrogen Budget, 23 February 2021
- 39 Council-email dated 23 February 2021, consultation responses
- 40 Council/appellants-Consolidated Conditions Schedule
- 41 Council-Boundary plans related to Brookers Lane
- 42 Pegasus-Newgate Lane East Capacity note
- 43 Ms Parker-Status and weight of Local Plan Evidence Based Landscape Documents
- 44 Mr Sibbett-Note on qualifying features
- 45 Fareham Society-closing statement
- 46 Highway Authority-Note addressing queries relating to the southern site Unilateral Undertaking
- 47 Planning Inspectorate-contaminated land model conditions
- 48 Councillor Heneghan-consultation response, dated 29 October 2018
- 49 Lee Residents Association-Closing statement
- 50a Council/appellants-additional conditions
- 50b Pegasus-scale and density note
- 51 Councillor Heneghan-proof of evidence
- 52a The Civil Engineering Practice-Technical Note on Flood Risk and Discharge Restriction
- 52b Appeal A-Main Unilateral Undertaking-tracked changes
- 53 Pegasus note-Ownership and status of the Brookers Lane shared footway/cycleway between Newgate Lane East and Bridgemary
- 54 Ms Parker-Further advice on the consultation responses to the Fareham Landscape Assessment (FLA)(2017)(CDG15)
- 55 Tetra Tech-Report to inform Habitats Regulations Assessment Stage 1 and stage 2-updated
- 56 Acon Uk-Air Quality note
- 57 Birds Unilateral Undertaking-update (tracked changes)
- 58 Council-closing statement
- 59 Council-email confirmation, dated 25 February 2021, of the red line site boundary drawing numbers for the applications
- 60 Birds Unilateral Undertaking-update
- 61 Appellants-closing statement
- 62 Formally completed unilateral undertakings

Queen's Bench Division

A

**Monkhill Ltd v Secretary of State for Housing,  
Communities and Local Government and another**

[2019] EWHC 1993 (Admin)

B

2019 July 9; 24

Holgate J

*Planning — Development — Sustainable development — Application for planning permission for residential development in area of outstanding natural beauty — Application of presumption in favour of sustainable development — Whether displaced by national planning policies protecting areas or assets of particular importance and providing clear reason for refusal of permission — Effect of national planning policy requiring great weight be given to conserving and enhancing landscape and scenic beauty in AONBs and that scale and extent of development in such areas be limited — Planning and Compulsory Purchase Act 2004 (c 5), s 38(6)<sup>1</sup> — National Planning Policy Framework (2018), paras 11, 172<sup>2</sup>*

C

D

The claimant appealed to the Secretary of State against the local planning authority's refusal to grant planning permission for proposed residential development in the grounds of a former country house by the erection of up to 28 new dwellings, the demolition of two existing dwellings, glasshouses and outbuildings and the change of use and refurbishment of the existing main building from office to residential to provide a new dwelling. The greater part of the site lay within a designated area of outstanding natural beauty ("AONB") while the remainder was designated as an area of great landscape value. The Secretary of State's appointed inspector found that the local authority could not demonstrate a five-year housing land supply with the result that the presumption in favour of sustainable development in paragraph 11 of the National Planning Policy Framework (2018) ("NPPF") applied, but that planning permission ought nonetheless to be refused pursuant to paragraph 11(d)(i), applicable where "the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed". In reaching that conclusion the inspector took the view that, in particular, the urbanising impact of the proposed cul-de-sac of dwellings would not accord with its location in the rural setting of a former country house in that part of the AONB, and that the development would have an adverse effect of major significance on the landscape character of the area, contrary to, inter alia, the first part of paragraph 172 of the NPPF which required that great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs and that the scale and extent of development within such designated areas should be limited. The claimant applied pursuant to section 288 of the Town and Country Planning Act 1990 to quash the inspector's decision, contending that a policy could not fall within paragraph 11(d)(i)

E

F

G

<sup>1</sup> Planning and Compulsory Purchase Act 2004, s 38(6): "If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

<sup>2</sup> National Planning Policy Framework (2018), para 11: see post, para 2.  
Para 172: see post, para 8.

H

A of the NPPF unless it was expressed in language the application of which was capable of providing a clear reason for refusal, in the form of a self-contained balancing exercise or test, and that the first part of paragraph 172 was not such a policy.

On the application—

B *Held*, refusing the application, (1) that policies of the kind in question were to be interpreted in a straightforward manner and on the basis that their purpose was to guide or shape practical decision-making; that the presumption of sustainable development in paragraph 11 of the National Planning Policy Framework did not displace section 38(6) of the Planning and Compulsory Purchase Act 2004 which required a planning application or appeal to be determined in accordance with the relevant policies of the development plan unless material considerations indicated otherwise; that, subject to section 38(6), if the proposal accorded with the policies of an up-to-date development plan taken as a whole, then, unless other considerations indicated otherwise, paragraph 11(c) of the NPPF required that planning permission be granted without delay; that where there were no relevant development plan policies, or where the most important development plan policies for determining the application were out-of-date, then, subject to section 38(6), paragraph 11(d) required that planning permission be granted unless either limb (i) or limb (ii) was satisfied so as to disapply the presumption in favour of sustainable development, that being essentially a matter of planning judgment for the decision-maker; that paragraph D 11(d) prioritised the application of policies for the protection of the relevant “areas or assets of particular importance” so that, where limb (i) was engaged, it was generally to be applied first before going on to consider whether limb (ii) should be applied; that limb (i) might be satisfied, and the presumption in favour of sustainable development overcome, where the individual or cumulative application of one or more relevant policies produced a clear reason for refusal; that the mere fact that such a policy was engaged was insufficient to satisfy limb (i), so that whether limb (i) was met instead E depended on the outcome of applying the relevant policies by taking into account only those factors which fell within the ambit of the relevant policy, although some such policies, such as those concerning the Green Belt, required all relevant planning considerations to be weighed in the balance; that if the test under limb (i) was met, then permission was to be refused, subject to applying section 38(6) of the 2004 Act, and limb (ii) was irrelevant and was not to be applied; but that if limb (i) was not satisfied, then the decision-taker was to proceed to limb (ii) and determine the F application by applying the tilted balance for which it provided and section 38(6) of the 2004 Act (post, paras 38, 39, 40, 45).

Further guidance on the application of paragraph 11 of the NPPF (post, paras 39, 45).

*Forest of Dean District Council v Secretary of State for Communities and Local Government* [2016] PTSR 1031 considered.

G (2) That paragraph 172 of the NPPF, read as a whole and in context, required “great weight” to be given to the conservation and enhancement of landscapes and scenic beauty; that the clear and obvious implication was that if a proposal harmed those objectives, great weight was to be given to the decision-maker’s assessment of the nature and degree of harm, and thus the policy increased the weight to be given to that harm; that in a simple case where there would be harm to an area of outstanding natural beauty but no countervailing benefits, the effect of giving great H weight to what might otherwise be assessed as a relatively modest degree of harm might be sufficient as a matter of planning judgment to amount to a reason for refusal of planning permission, when, absent that policy, that might not be the case; that where there were also countervailing benefits, the issue for the decision-maker was whether those benefits outweighed the harm assessed, the significance of the latter being increased by the requirement to give “great weight” to it; that that connoted a

simple planning balance which was so obvious that there was no interpretive or other legal requirement for it to be mentioned expressly in the policy, it being necessarily implicit in the application of the policy and a matter of planning judgment; that the great weight to be attached to the assessed harm to an AONB was capable of being outweighed by the benefits of a proposal, so as to overcome what would otherwise be a reason for refusal; that, interpreted in that straightforward, practical way, the first part of paragraph 172 of the NPPF was capable of sustaining a clear reason for refusal in the context of paragraph 11(d)(i) and was also capable of sustaining a freestanding reason for refusal in general development control in AONBs, National Parks and the Broads; that there was no legal justification for the claimant's suggested requirement that a policy had to be linguistically self-contained in order to qualify as a policy to be applied under limb (i) of paragraph 11(d) of the NPPF; and that, accordingly, the first part of paragraph 172 of the NPPF, properly interpreted, qualified as a policy to be applied under limb (i) (post, paras 51–53, 60, 63).

*East Staffordshire Borough Council v Secretary of State for Communities and Local Government* [2018] PTSR 88, CA applied. A  
B  
C

The following cases are referred to in the judgment:

*Canterbury City Council v Secretary of State for Communities and Local Government* [2018] EWHC 1611 (Admin); [2019] PTSR 81

*East Staffordshire Borough Council v Secretary of State for Communities and Local Government* [2017] EWCA Civ 893; [2018] PTSR 88, CA D

*Forest of Dean District Council v Secretary of State for Communities and Local Government* [2016] EWHC 421 (Admin); [2016] PTSR 1031

*Hopkins Homes Ltd v Secretary of State for Communities and Local Government* [2017] UKSC 37; [2017] PTSR 623; [2017] 1 WLR 1865; [2017] 4 All ER 938, SC(E)

*R (Mansell) v Tonbridge and Malling Borough Council* [2017] EWCA Civ 1314; [2019] PTSR 1452, CA E

*R (Watermead Parish Council) v Aylesbury Vale District Council* [2017] EWCA Civ 152; [2018] PTSR 43, CA

*St Modwen Developments Ltd v Secretary of State for Communities and Local Government* [2017] EWCA Civ 1643; [2018] PTSR 746, CA

*Tesco Stores Ltd v Dundee City Council (Asda Stores Ltd intervening)* [2012] UKSC 13; [2012] PTSR 983, SC(Sc) F

The following additional cases were cited in argument or referred to in the skeleton arguments:

*Bloor Homes East Midlands Ltd v Secretary of State for Communities and Local Government* [2014] EWHC 754 (Admin); [2017] PTSR 1283

*Horada v Secretary of State for Communities and Local Government* [2016] EWCA Civ 169; [2016] PTSR 1271; [2017] 2 All ER 86, CA G

*Telford and Wrekin Borough Council v Secretary of State for Communities and Local Government* [2016] EWHC 3073 (Admin)

**APPLICATION** under section 288 of the Town and Country Planning Act 1990

By a CPR Pt 8 claim form the claimant, Monkhill Ltd, applied under section 288 of the Town and Country Planning Act 1990 to quash the decision dated 10 January 2019 of an inspector appointed by the first defendant, the Secretary of State for Housing, Communities and Local Government, dismissing the claimant's appeal against the decision of the second defendant local planning authority, Waverley Borough Council, refusing planning permission for residential development on land at H

- A Longdene House, Hedgehog Lane, Haslemere, Surrey, much of which lay within a designated area of outstanding natural beauty (“AONB”) and the remainder of which was designated as an area of great landscape value. The ground of challenge was that the inspector had erred in law in concluding that the application of policies in the National Planning Policy Framework (2018) (“NPPF”) that protected areas or assets of particular importance provided a clear reason for refusing the development proposed,
- B so as to engage paragraph 11(d)(i) and displace the presumption in favour of sustainable development; and in particular (1) that a policy could not fall within paragraph 11(d)(i) of the NPPF unless it was expressed in language the application of which was capable of providing a clear reason for refusal, and (2) that the first part of paragraph 172 of the NPPF, upon which the inspector had relied, was not a policy falling within the scope of paragraph
- C 11(d)(i).

The facts are stated in the judgment, post, paras 5–7, 12–28.

*Charles Banner QC* and *Matthew Fraser* (instructed by *Penningtons Manches llp*) for the claimant.

- Richard Moules* (instructed by *Treasury Solicitor*) for the Secretary of State.
- D The local planning authority did not appear and was not represented.

The court took time for consideration.

24 July 2019. **HOLGATE J** handed down the following judgment.

E *Introduction*

- 1 This claim raises important issues about the interpretation of the presumption in favour of sustainable development for decision-taking in paragraph 11(d) of the National Planning Policy Framework (2018) (“NPPF”). The challenge brought by the claimant, Monkhill Ltd, asks the
- F court to consider how paragraph 11(d)(i) should be interpreted so as to determine which policies in the NPPF fall within its scope. This in turn raises an important issue about the interpretation of paragraph 172 of the NPPF in relation to development in an area of outstanding natural beauty (“AONB”), or a National Park, or the Broads.

2 Paragraph 11 of the NPPF (in so far as relevant) provides:

- G “Plans and decisions should apply a presumption in favour of sustainable development.”

- “For *decision-taking* this means: (c) approving development proposals that accord with an up-to-date development plan without delay; or (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date [footnote 7], granting permission unless: (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [footnote 6]; or (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”
- H

Paragraph 11(d)(ii) is often referred to as the “tilted balance”.

3 In summary, the effect of footnote 7 is that where a local planning authority is unable to demonstrate a five-year supply of deliverable housing sites in accordance with paragraph 73 of the NPPF, or where the housing delivery test indicates that the delivery of housing was substantially below (that is less than 75% of) the housing requirement over the previous three years, “the policies which are most important for determining the application” are deemed to be “out-of date”, so that the presumption in favour of sustainable development applies and planning permission should be granted unless either limb (i) or limb (ii) is satisfied.

4 Footnote 6 explains that the policies in limb (i) are:

“those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.”

5 The claimant applies under section 288 of the Town and Country Planning Act 1990 to quash the decision of the first defendant’s inspector given by a letter dated 10 January 2019 dismissing its appeal against the refusal of planning permission by the second defendant, Waverley Borough Council. The appeal arose from an application for planning permission to redevelop land at Longdene House, Hedgehog Lane, Haslemere, Surrey. The application was in two parts: first, outline planning permission for the erection of up to 28 new dwellings and the demolition of two existing dwellings, glasshouses and outbuildings; and second, full planning permission for the change of use and refurbishment of Longdene House from office (Class B1a) to residential (Class C3) to provide a new dwelling.

6 The appeal site comprised Longdene House, a Victorian dwelling currently in use as offices, its gardens and adjoining fields. Access is gained from Hedgehog Lane via a private driveway along a tree-lined avenue. The hybrid planning application related to four areas of the appeal site. Area A is to the north of the driveway. It is an open field, except for a small wooden storage building, and is used to raise horses. Outline planning permission was sought to build 25 dwellings on Area A. In Area B outline permission was sought for the replacement of a pair of semi-detached cottages in Area B with two dwellings. Area C comprised Longdene House. This was the subject of an application for full planning permission for change of use to a single dwelling with a detached garage. Within Area D, which includes the existing glass houses, it was proposed to erect one dwelling. The submitted plans showed that the other fields within the site would remain undeveloped.

7 The majority of Area A and all parts of Areas B, C and D lie within the Surrey Hills AONB. The remaining part of Area A is designated as an area of great landscape value (“AGLV”). The town centre of Haslemere lies about 1.3 kilometres from the site.

A *NPPF policy on AONBs, National Parks and the Broads*

8 Paragraph 172 of the NPPF sets out the policy on development in AONBs, National Parks and the Broads. The first part of the policy applies to development generally within these designated areas and provides:

B “Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within these designated areas should be limited.”

C 9 The second part of paragraph 172 applies solely to “major development”. Footnote 55 explains that for the purposes of paragraphs 172–173 (paragraph 173 being a similar policy concerned with areas defined as Heritage Coast):

D “whether a proposal is ‘major development’ is a matter for the decision-maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.”

That explanation raises essentially a matter of planning judgment for the decision-maker.

E 10 The development control policy applicable to major development in an AONB, National Park or the Broads is:

F “Planning permission should be refused for major development [footnote 55] other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of: (a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy; (b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and (c) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.”

G 11 It was common ground between the claimant and the second defendant that the proposal in this case did not constitute a “major development”. The inspector reached the same conclusion in para 31 of his decision letter (DL31).

*The decision letter*

H 12 The inspector stated in DL6 that one of the main issues to be determined was whether the proposal would cause “material harm to the intrinsic character, beauty and openness of the countryside beyond the Green Belt, the AONB and the AGLV” as a result of its urbanising impact and harm to the landscape character. He dealt with that issue between DL18 and DL33. Between DL34 and DL37 he addressed issues concerning highway safety, which had been raised not by the second defendant but by local residents.

In DL37 the inspector concluded that any resultant harm to highway safety should not weigh significantly against the proposal. He added: A

“residual cumulative impacts on the road network would not be severe, and any increased risk to highway safety would fall far short of an unacceptable impact which would, in accordance with the Framework, justify preventing the development on highway grounds.”

13 In DL38–DL42, the inspector dealt with housing land supply. In DL41, he concluded: B

“I find that the housing land supply here would be between 3.37 and 4.6 years. There is not enough information about individual sites for me to assess where within this range the current supply falls. Nevertheless, this is a significant shortfall.” C

14 In DL42, the inspector continued:

“The additional dwellings from the proposed development would make a significant contribution to the supply of housing in Haslemere. The provision of ten affordable dwellings would be particularly important in providing for local needs and would comply with LPP1 policy AHN1. Given the housing land supply situation and the degree of shortfall, these are benefits which will be given significant weight in the planning balance.” D

15 Between DL43 and DL45, the inspector dealt with “other matters”. In DL43, he concluded that the proposal, whether alone or in combination with other developments, would not be likely to have a significant effect on the Wealden Heath Special Protection Area and therefore no appropriate assessment was required. In DL44, the inspector identified employment benefits and ecological benefits to which he attributed moderate weight in the planning balance. In DL45, the inspector explained that other matters raised in evidence, for example the claimant’s case that some development of AONB land would inevitably be required to meet the housing need in Haslemere, did not have any significant effect on his overall conclusions on the appeal. E  
F

*Effect of the proposal on the character and appearance of the AONB*

16 In DL18 the inspector agreed with the parties that the development proposed in Areas B, C and D would conserve the landscape and scenic beauty of the AONB. However, it was the effect of development proposed in Area A which was in contention. G

17 In DL19 the inspector referred to the “Guidelines for Landscape and Visual Impact Assessment” and endorsed the agreement of the experts at the inquiry that a distinction needed to be made between the impact of the proposal on landscape character and its visual effects. On the latter aspect, he accepted that Area A is well screened in views from public vantage points.

18 In DL26 the inspector described Area A as being bounded by trees, some almost 20 metres in height. He concluded that the scope for siting dwellings so as to minimise the potential harm to nearby trees would be limited and in the long term there was likely to be further harm through pressure from future occupiers of the proposed development to cut or lop trees to overcome adverse impacts on residential amenity. H

A 19 In DL27 the inspector stated:

“The tall trees along the driveway adjoining Area A are a significant feature of the local landscape and are visible from vantage points in the wider area. If pressure from owners/occupiers resulted in their loss or cutting back that would harm the local distinctiveness of the area. In coming to this finding I have had regard to the pattern of development in Haslemere, where many dwellings are set within mature vegetation, often on sloping sites. But it seems to me that within this part of the AONB the loss or diminution of such a significant landscape feature would harm the character and appearance of the area.”

C 20 The inspector’s conclusion on visual impact in DL30 was: “Given the limited visibility into the site from public vantage points, but having regard to the visual significance of the avenue of trees, I consider that the proposal would have an adverse visual effect of minor/moderate significance.”

D 21 As for the effect of the development on landscape character, in DL20 the inspector rejected the claimant’s suggestion that the only issue concerned the effect of the proposal on the landscape character of the appeal site itself. He stated that the “area of landscape that needs to be covered in assessing landscape effects should include the site itself and the full extent of the wider landscape around it which the proposed development may influence in a significant manner”. He considered that this area included at least the grounds of Longdene House and that the tree-lined approach through open countryside to what had been a country house with some parkland features “makes an important contribution to the landscape and character of this part of the AONB”. In DL21 the inspector said that in his judgment “the proposed residential development of Area A would introduce an urban form of development and associated activity into a countryside location, resulting in a loss of openness and local distinctiveness”. He also had concerns about the proposals for access and landscaping on landscape character.

F 22 In DL28 the inspector referred to concerns about the urbanising impact of the proposed cul-de-sac development. He judged that the “urban road configuration proposed for Area A would not accord with its location within the setting of a former country house in this part of the AONB” which he described as “rural”. In DL29 the inspector explained why he considered the proposals to be in conflict with paragraphs 127 and 130 of the NPPF.

G 23 In DL30 the inspector said: “Taking all the above into account I find that the scheme would have an adverse effect on the landscape character of the area, not just for the site itself, of major significance.”

H 24 In DL31 the inspector concluded that although the development proposals did not amount to “major development” in the AONB, nevertheless, “the proposal would be likely to result in harm of major significance to landscape character” and “of minor/moderate significance to visual amenity”. “This would result in significant overall harm to the character and appearance of the area.”

25 In DL33 the inspector said in relation to this main issue:

“I consider that the outline proposal, with the submitted access and landscaping details, would be likely to result in a scheme that had a significant adverse effect on the character and appearance of the area. This would not conserve or enhance the landscape and scenic beauty

of the AONB. The resultant harm, in accordance with the Framework, should be given great weight in the planning balance.” A

He also explained why these conclusions led to the proposal being in conflict with policies in the local plan which he found to be consistent with the NPPF.

26 The inspector set out his overall conclusions in DL46–DL51. In DL46, he accepted that the proposals gain some support from development plan policies to provide housing in Haslemere, to increase the supply of affordable housing and to enhance biodiversity. On the other hand, he concluded that the proposals would conflict with local plan policies for the protection of the AONB and AGLV, and also a countryside protection policy. He concluded that the proposal would be contrary to the provisions of the development plan taken overall. On that basis, he decided that paragraph 11(c) of the NPPF did not apply because the proposal did not accord with an up-to-date development plan. The claimant makes no challenge to this reasoning in DL46. B C

27 In DL47 the inspector concluded that because the second defendant could not demonstrate a five-year supply of deliverable housing sites, paragraph 11(d) of the NPPF was engaged by virtue of footnote 7. He then rejected the claimant’s contention that this proposal did not engage any policies falling within the scope of paragraph 11(d)(i): D

“In paragraph 11(d)(i), the reference to ‘protect’ has its ordinary meaning to keep safe, defend and guard. It seems to me that that is precisely what paragraph 172 seeks to achieve with respect to landscape and scenic beauty in AONBs. This Framework policy for AONBs states that they have a highest status of protection in relation to conserving and enhancing landscape and scenic beauty, and that within AONBs the scale and extent of development should be limited.” E

28 The inspector’s conclusions in DL48–DL50 need to be quoted in full:

“48. Given my findings about the effects on the character and appearance of the area, as set out above, I consider that applying Framework policies for the AONB here provides a clear reason for refusing the proposed development. So the provisions of paragraph 11(d)(i) disengage the tilted balance. Therefore, the planning balance in this case is a straight or flat balance of benefits against harm. F

“49. The appeal scheme would provide additional housing in Haslemere, including affordable units, in an area of need. There would also be some benefits to the local economy and to biodiversity. But in my judgment these benefits would be outweighed by the harm to the character and appearance of the area, along with the harm to the AONB which attracts great weight. I find that the planning balance falls against the proposal. G

“50. The proposal would be contrary to the provisions of the development plan taken as a whole. It would not gain support from the Framework. There are no material considerations here which indicate that the determination of the appeal should be other than in accordance with the development plan.” H

For these reasons the inspector dismissed the appeal.

A *The issues in this claim*

29 On behalf of the claimant, Mr Charles Banner QC and Mr Matthew Fraser submitted that on a true interpretation:

(i) A policy cannot fall within paragraph 11(d)(i) of the NPPF unless it is expressed in *language* the *application* of which is capable of providing a

B *clear reason for refusal*.

(ii) The first part of paragraph 172 (see para 8 above) which applies to development generally within an AONB, a National Park or the Broads, and irrespective of whether it constitutes “major development” does not satisfy the test in (i) above.

30 On behalf of the Secretary of State, Mr Richard Moules argued against both submissions. He said that the way in which submission (i) was developed involved putting an unwarranted gloss on paragraph 11(d)(i) of the NPPF. He pointed out that that provision refers to “policies” in the plural, recognising that in some cases two or more “footnote 6” policies may be engaged. Where that is so, a decision-maker is entitled to treat the combined application of those policies as providing a “clear reason” for refusing planning permission, even if the separate application of each policy

D would not provide freestanding reasons for refusal.

31 Nevertheless, he recognised that in a case where a proposal engages only *one* “footnote 6” policy, then it is necessarily implicit that paragraph 11(d)(i) cannot be used to overcome the presumption in favour of sustainable development unless that policy is capable of sustaining a reason for refusal. The argument during the hearing focused on what type of language is sufficient for that purpose.

E 32 In relation to submission (ii), Mr Moules submits that, when properly understood and applied, the first part of paragraph 172 of the NPPF is capable of sustaining a clear and independent reason for refusal of a planning application.

33 The claimant accepts that the second part of paragraph 172, concerning proposals for “major development” (see para 10 above), qualifies as a policy falling within paragraph 11(d)(i) of the NPPF. The claimant’s argument is therefore limited to the first part of paragraph 172. It also became clear during the hearing that Mr Banner accepts that, on his submissions, this passage is the only policy in the NPPF dealing with subjects listed in footnote 6 that would not qualify as a policy within paragraph 11(d) (i). In a nutshell, his submission is that the first part of paragraph 172 does not so qualify because it does no more than specify a degree of weight, namely

G “great weight”, that should be applied to one factor, namely “conserving and enhancing landscape and scenic beauty” in the designated areas.

34 If Mr Banner’s interpretation of the first part of paragraph 172 of the NPPF is correct, it is common ground that the inspector’s decision must be quashed. This is because the inspector decided that the presumption in favour of sustainable development was overcome by relying solely upon

H limb (i) and by applying that test solely to the first part of paragraph 172. Mr Banner accepts that the first part of paragraph 172 could properly have been taken into account under limb (ii) of paragraph 11(d), as the alternative route by which the presumption in favour of sustainable development may be overcome. But, it is plain that the inspector did not apply limb (ii). Although the inspector did apply section 38(6) of the Planning and Compulsory

Purchase Act 2004 in this case (about which no complaint is, or could be, made), it is plain that he applied only limb (i) and not limb (ii). A

35 The issue about the interpretation and effect of the first part of paragraph 172 of the NPPF only arises in the present case because the local planning authority was unable to demonstrate a five-year housing land supply and this was the only policy relied upon to overcome the presumption in favour of sustainable development. Understandably the claimant's argument is targeted at the way in which this particular appeal was determined under paragraph 11(d)(i). However, it will readily be appreciated that Mr Banner's submission about the meaning and effect of paragraph 172 goes far beyond his client's appeal or even the application of paragraph 11(d)(i). It affects the application of paragraph 172 of the NPPF generally in AONBs, National Parks or the Broads, certainly where "major development" is not proposed. If Mr Banner's submission is correct, then, as he accepted during the hearing, it would follow that a breach of the first part of paragraph 172 of the NPPF could never by itself support a freestanding reason for refusal. It could only be one consideration along with others in an overall planning balance. B C

36 This outcome would have a serious effect on the determination of relatively common, straightforward cases where the only material consideration is the harmful impact of the proposal on the landscape and scenic beauty of the designated area, or alternatively that impact has to be weighed against any benefits of the proposal. In such cases the harm to the landscape resulting from a single development proposal may sometimes be less than substantial, but the importance attached to protection in an AONB, for example, may enable the planning authority to refuse planning permission and to resist incremental or "creeping" change to the character of such an area resulting from the cumulative effect of multiple small developments. Such developments might typically include the building of a single dwelling, or an extension to an existing property, or the construction of small business development generating economic benefits. This issue would also arise where local policy in the development plan simply followed the approach set out in paragraph 172 of the NPPF. Policies of the kind set out in that paragraph have existed in one form or another for many years and must have been applied on countless occasions in areas where special protection is given to the landscape. So, it is surprising that the issue in this challenge has not arisen before. D E F

#### *Legal principles on the interpretation of planning policy*

37 The principles governing the interpretations of planning policy have been set out in a number of authorities, including *Tesco Stores Ltd v Dundee City Council (Asda Stores Ltd intervening)* [2012] PTSR 983; *Hopkins Homes Ltd v Secretary of State for Communities and Local Government* [2017] PTSR 623; *East Staffordshire Borough Council v Secretary of State for Communities and Local Government* [2018] PTSR 88; *R (Mansell) v Tonbridge and Malling Borough Council* [2019] PTSR 1452; *St Modwen Developments Ltd v Secretary of State for Communities and Local Government* [2018] PTSR 746; *Canterbury City Council v Secretary of State for Communities and Local Government* [2019] PTSR 81. G H

38 The principles are well known and do not need to be rehearsed in this judgment. For the present case I would simply emphasise that NPPF policies

A of the kind we are dealing with are to be interpreted in a straightforward manner and on the basis that their purpose is to guide or shape practical decision-making.

*The interpretation of paragraph 11 of the NPPF*

B 39 I am grateful for counsel’s written and oral submissions, which I found to be of great assistance. It became clear during the course of the hearing that they were agreed on a number points to do with the interpretation and effect of paragraphs 11 and 12 of the NPPF, forming part of the context for the arguments for and against the ground of challenge. Taking those agreed points into account, it would be helpful to summarise my understanding of the meaning and effect of this part of the NPPF, before going on to consider the legal challenge in this case:

C (1) The presumption in favour of sustainable development in paragraph 11 does not displace section 38(6) of the 2004 Act. A planning application or appeal should be determined in accordance with the relevant policies of the development plan unless material considerations indicate otherwise.

D (2) Subject to section 38(6), where a proposal accords with an up-to-date development plan, taken as a whole, then, unless other material considerations indicate otherwise planning permission should be granted without delay (paragraph 11(c)).

(3) Where a proposal does not accord with an up-to-date development plan, taken as a whole, planning permission should be refused unless material considerations indicate otherwise (see also paragraph 12).

E (4) Where there are no relevant development plan policies, planning permission should be granted *unless either* limb (i) *or* limb (ii) is satisfied.

(5) Where there are relevant development plan policies, but the most important for determining the application are out-of-date, planning permission should be granted (subject to section 38(6)) *unless either* limb (i) *or* limb (ii) is satisfied.

F (6) Because paragraph 11(d) states that planning permission should be granted *unless* the requirements of either alternative is met, it follows that if either limb (i) or limb (ii) is satisfied, the presumption in favour of sustainable development ceases to apply. The application of each limb is essentially a matter of planning judgment for the decision-maker.

G (7) Where more than one “footnote 6” policy is engaged, limb (i) is satisfied, and the presumption in favour of sustainable development overcome, where the individual or cumulative application of those policies produces a clear reason for refusal;

H (8) The object of expressing limbs (i) and (ii) as two alternative means by which the presumption in favour of granting permission is overcome (or disapplied) is that the tilted balance in limb (ii) may not be relied upon to support the grant of permission where a proposal should be refused permission by the application of one or more “footnote 6” policies. In this way paragraph 11(d) prioritises the application of “footnote 6” policies for the protection of the relevant “areas or assets of particular importance”.

(9) It follows that where limb (i) is engaged, it should generally be applied first before going on to consider whether limb (ii) should be applied.

(10) Under limb (i) the test is whether the *application* of one or more “footnote 6 policies” provides a clear reason for refusing planning permission. The mere fact that such a policy is *engaged* is insufficient to

satisfy limb (i). Whether or not limb (i) is met depends upon the outcome of *applying* the relevant “footnote 6” policies (addressing the issue on paragraph 14 of NPPF 2012 which was left open in *R (Watermead Parish Council) v Aylesbury Vale District Council* [2018] PTSR 43, para 45 and subsequently resolved in *East Staffordshire* [2018] PTSR 88, para 22(2)). A

(11) Limb (i) is applied by taking into account only those factors which fall within the ambit of the relevant “footnote 6” policy. Development plan policies and other policies of the NPPF are not to be taken into account in the application of limb (i): see footnote 6. (I note that this is a narrower approach than under the corresponding limb in paragraph 14 of the NPPF 2012: see eg Lord Gill in *Hopkins* [2017] PTSR 623, para 85). B

(12) The application of some “footnote 6” policies (eg Green Belt) requires *all* relevant planning considerations to be weighed in the balance. In those cases because the outcome of that assessment determines whether planning should be granted or refused, there is no justification for applying limb (ii) in addition to limb (i). The same applies where the application of a legal code for the protection of a particular area or asset determines the outcome of a planning application (see, for example, the Conservation of Habitats and Species Regulations 2010 (SI 2010/490) in relation to European protected sites). C

(13) In other cases under limb (ii), the relevant “footnote 6” policy may not require all relevant considerations to be taken into account. For example, paragraph 196 of the NPPF requires the decision-maker to weigh only the “less than substantial harm” to a heritage asset against the “public benefits” of the proposal. Where the application of such a policy provides a clear reason for refusing planning permission, it is still necessary for the decision-maker to have regard to all other relevant considerations before determining the application or appeal: section 70(2) of the 1990 Act, as amended, and section 38(6) of the 2004 Act. But that exercise must be carried out without applying the tilted balance in limb (ii), because the presumption in favour of granting permission has already been disapplied by the outcome of applying limb (i). That is the consequence of the decision-making structure laid down in paragraph 11(d) of the NPPF. D

(14) There remains the situation where the application of limb (i) to a policy of the kind referred to in (13) does *not* provide a clear reason for refusal. The presumption in favour of sustainable development will not so far have been disapplied under limb (i) and it remains necessary to strike an overall planning balance (applying also section 38(6)). Because the presumption in favour of granting planning permission still remains in play, it is relevant, indeed necessary, to apply the alternative means of overcoming that presumption, namely limb (ii). This is one situation where the applicant for permission is entitled to rely upon the “tilted balance”. E

(15) The other situation where the applicant has the benefit of the “tilted balance” is where no “footnote 6” policies are engaged and therefore the decision-maker proceeds directly to limb (ii). F

40 Applicants for planning permission may object that under this analysis of paragraph 11(d), the availability of the tilted balance is asymmetric. Where a proposal fails the test in limb (i), the tilted balance in limb (ii) is not applied at all. In other words, the tilted balance in limb (ii) may only be applied where the proposal either passes the test in limb (i) (and there still remain other considerations to be taken into account), or where limb (i) is not engaged at G H

A all. This analysis is wholly unobjectionable as a matter of law. It is simply the ineluctable consequence of the Secretary of State’s policy expressed through the language and structure of paragraph 11(d).

B 41 The current version of the NPPF should be capable of being understood and applied without needing to make textual comparisons with the 2012 version. But in this case reference has been made to decisions on the earlier NPPF, notably the decision of Coulson J in *Forest of Dean District Council v Secretary of State for Communities and Local Government* [2016] PTSR 1031. I note that at paras 36–37 the judge dealt with the relationship between limbs (i) and (ii) (which appeared in the NPPF 2012 but in the reverse order). He indicated that if a proposal passed the test corresponding to what is now limb (i), then the “broader review” under limb (ii) should take place. But that was in the context of a limb (i) assessment where the relevant “restrictive” policy required only *some* and *not all* relevant planning considerations to be taken into account at that stage: see para 36 and the submissions of Mr Gwion Lewis for the Secretary of State at para 16. The analysis I have set out above is entirely consistent with what was said by Coulson J in *Forest of Dean*. The judge did not go any further. In particular, he is not to be taken as having suggested that limb (ii) should be applied in *all* cases, whether or not a proposal overcomes objections under limb (i).

D 42 The above analysis is also consistent with the written submissions by Mr Lewis in the previous section 288 claim justifying the Secretary of State’s decision to submit to an order quashing the decision dated 4 September 2017 of a different inspector on this same planning appeal.

E 43 Any suggestion that because limb (ii) falls to be applied where a development *passes* limb (i), it follows that limb (ii) should also be applied where a proposal *fails* limb (i) involves false logic. It has nothing to do with the way in which paragraph 11(d) of the NPPF 2018 has been structured and drafted.

F 44 In the present case Mr Banner did not fall into that trap. He rightly accepted that if the first part of paragraph 172 of the NPPF qualifies as a “footnote 6” policy, (a) the claimant could not challenge the inspector’s judgment reached on the application of limb (i), and (b) the proposal having failed that limb, it would have been improper for the inspector then to have applied limb (ii). Mr Banner accepted that if the inspector had been entitled as a matter of law to determine the limb (i) issue as he did, he did not err in law by not applying or addressing limb (ii). I agree with Mr Banner’s analysis on this point.

G 45 The following practical summary may assist practitioners in the field, so long as it is borne in mind that this does not detract from the more detailed analysis set out above:

H • It is, of course, necessary to apply section 38(6) in any event.  
• If the proposal accords with the policies of an up-to-date development plan taken as a whole, then unless other considerations indicate otherwise, planning permission should be granted without delay (paragraph 11(c) of the NPPF).

• If the case does not fall within paragraph 11(c), the next step is to consider whether paragraph 11(d) applies. This requires examining whether there are no relevant development plan policies or whether the most important development plan policies for determining the application are out-of-date.

• If paragraph 11(d) does apply, then the next question is whether one or more “footnote 6” policies are relevant to the determination of the application or appeal (limb (i)). A

• If there are no relevant “footnote 6” policies so that limb (i) does not apply, the decision-taker should proceed to limb (ii) and determine the application by applying the tilted balance (and section 38(6)).

• If limb (i) does apply, the decision-taker must consider whether the application of the relevant “footnote 6” policy (or policies) provides a clear reason to refuse permission for the development. B

• If it does, then permission should be refused (subject to applying section 38(6) as explained in para 39(11)–(12) above). Limb (ii) is irrelevant in this situation and must not be applied.

• If it does not, then the decision-taker should proceed to limb (ii) and determine the application by applying the tilted balance (and section 38(6)). C

*Whether the first part of paragraph 172 of the NPPF is a policy falling within the scope of paragraph 11(d)(i) of the NPPF*

46 Mr Banner relied upon the effect of the NPPF that where limb (i) is engaged and is satisfied (ie the proposal fails to pass that test), the “tilted balance” in limb (ii) is, as he put it, disapplied: see para 20 of the claimant’s statement of facts and grounds. He submitted that this consequence underscores the importance of adopting the correct approach for determining which policies may be relied upon under limb (i). D

47 Mr Banner submitted that in a case such as the present one, where the application of limb (i) was applied to a single “footnote 6” policy: “For a policy in the NPPF to provide a ‘clear reason’ for refusal, it has to impose a self-contained balancing exercise or test, eg exceptional circumstances or very special circumstances.” (Para 27 of the statement of facts and grounds.) He went on to say that the first part of paragraph 172 of the NPPF fails to satisfy that test because it merely requires “great weight” to be given to conserving and enhancing landscape and scenic beauty. E

48 Essentially the same point was advanced in para 8 of the claimant’s skeleton, albeit in slightly different language: F

“a policy which simply specifies a degree of weight to one particular factor is not capable of itself of providing a ‘clear reason for refusal’, since whether planning permission should be refused or allowed requires a balancing of all the considerations in favour and against the proposed development. The application of a policy is only capable of providing a ‘clear reason for refusal’ without proceeding to the application of the tilted balance in NPPF paragraph 11(d)(ii) if that policy itself provides—in terms—that permission should (or should normally) be refused unless certain requirements or criteria are met.” G

49 Mr Banner accepts that the second part of paragraph 172 dealing with “major development” meets his suggested test because it not only specifies factors to be taken into account, but also states that permission should be refused “other than in exceptional circumstances and where it can be demonstrated that the development is in the public interest”. Mr Banner submits that this “major development” policy qualifies to be applied under limb (i) because it refers to the carrying out of a balancing exercise and contains provisions which “constrain” how “the pros and cons” of a H

A proposal are to be weighed against each other in that exercise. By contrast, Mr Banner submits that the first part of paragraph 172 does not qualify under limb (i) because it does not state any test for a balancing exercise, and therefore cannot provide a clear reason for refusing the development proposed.

B 50 I do not accept these submissions which, with respect, are far too legalistic and fail to interpret the NPPF in a practical, straightforward way capable of being operated by decision-makers up and down the country.

C 51 It is necessary to read the policy in paragraph 172 as a whole and in context. Paragraph 170 requires planning decisions to protect and enhance valued landscapes in a manner commensurate with their statutory status and any qualities identified in the development plan. Paragraph 172 points out that National Parks, the Broads and AONBs have “the highest status of protection” in relation to the conservation and enhancement of landscapes and scenic beauty. Not surprisingly, therefore, paragraph 172 requires “great weight” to be given to those matters. The clear and obvious implication is that if a proposal harms these objectives, great weight should be given to the decision-maker’s assessment of the nature and degree of harm. The policy increases the weight to be given to that harm.

D 52 Plainly, in a simple case where there would be harm to an AONB but no countervailing benefits, and therefore no balance to be struck between “pros and cons”, the effect of giving great weight to what might otherwise be assessed as a relatively modest degree of harm, might be sufficient as a matter of planning judgment to amount to a reason for refusal of planning permission, when, absent that policy, that might not be the case. But where there are also countervailing benefits, it is self-evident that the issue for the decision-maker is whether those benefits outweigh the harm assessed, the significance of the latter being increased by the requirement to give “great weight” to it. This connotes a simple planning balance which is so obvious that there is no interpretive or other legal requirement for it to be mentioned expressly in the policy. It is necessarily implicit in the *application* of the policy and a matter of planning judgment. The “great weight” to be attached to the assessed harm to an AONB is capable of being outweighed by the benefits of a proposal, so as to overcome what would otherwise be a reason for refusal.

F 53 Interpreted in that straightforward, practical way, the first part of paragraph 172 of the NPPF is capable of sustaining a clear reason for refusal, whether in the context of paragraph 11(d)(i) or, more typically where that provision is not engaged, in the general exercise of development management powers.

G 54 Furthermore, there is no proper distinction to be drawn between the first part of paragraph 172 and other NPPF policies which Mr Banner accepted qualify as policies to be applied under limb (i), notably paragraphs 173 and 196 of the NPPF.

55 Paragraphs 173 of the NPPF dealing with the Heritage Coast provides:

H “Within areas defined as Heritage Coast (and that do not already fall within one of the designated areas mentioned in paragraph 172), planning policies and decisions should be consistent with the special character of the area and the importance of its conservation. Major development within a Heritage Coast is unlikely to be appropriate, unless it is compatible with its special character.”

56 The first sentence of paragraph 173 provides only two criteria for the determination of planning applications: consistency with the character of the Heritage Coast area and the conservation objective, and “the importance”, the *weight*, to be attached to that objective. On the claimant’s argument, there is no express reference to a balance or to how any balancing exercise should be carried out. But the straightforward, common sense understanding of this policy is that development which is inconsistent with the character of a Heritage Coast area is harmful, the nature and degree of any harm being a matter of judgment in each case, and that conflict with the conservation objective is to be weighed as an “important” factor. Conclusions of this kind may sustain a reason for refusal. But, of course, it must go without saying that any countervailing factors, such as benefits of the proposal, must be taken into account, to see whether they outweigh the harm to the character of the area and the conservation objective.

57 Neither the express language of the first sentence, nor that of the second sentence (dealing with “major development”), in paragraph 173 of the NPPF come any closer to satisfying the test set by Mr Banner than the first part of paragraph 172. Moreover, for the purpose of disapplying under limb (i) the presumption in favour of sustainable development, there is no material difference between paragraph 173 of the current NPPF and its predecessor, paragraph 114 of the NPPF 2012, and so the analysis by Coulson J in *Forest of Dean* [2016] PTSR 1031, paras 21–22 is analogous and lends further support to my conclusion.

58 In the section of the NPPF dealing with the protection of heritage assets, paragraph 196 (which is in the same terms as paragraph 134 of NPPF 2012) provides:

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

59 This policy does not identify the weighting to be given to “less than substantial harm” in the balance. Instead, the requirement to give “considerable importance and weight” to the “less than substantial harm” identified comes from section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended. Even so, according to Mr Banner’s argument, paragraph 196 fails to specify what the outcome of striking the balance should be. But in my judgment, as with the first part of paragraph 172 and also paragraph 173, the implication of these *weighted* balances coming down one way or the other is obvious; planning permission is either granted or refused.

60 Each of these polices involves the application of planning judgment in a straightforward manner. As a matter of law, none of them lacks any element necessary to found a freestanding reason for refusal of permission, or to engage paragraph 11(d)(i) of the NPPF. There is no legal justification for Mr Banner’s suggested requirement that a policy must be linguistically self-contained. The claimant’s argument does not accord with the precepts in *East Staffordshire* [2018] PTSR 88, para 50. For these reasons, the main ground of challenge must be rejected.

61 For completeness, I should mention Mr Banner’s submissions about the effect of the claimant’s argument. Having accepted that the first part

A of paragraph 172 of the NPPF would be the only NPPF policy dealing with a “footnote 6” subject which would fall outside the ambit of limb (i), he went on to submit that it would nevertheless be dealt with under limb (ii) (assuming that that provision is engaged). In other words, he says that the “great weight” to be attached to the objectives of, for example, an AONB, would still be taken into account as part of an overall planning balance. As far as it goes, that submission is correct. However, the balance under limb (ii) is tilted in favour of the grant of permission, which may run in the opposite direction to the objectives of AONB policy. Furthermore, that presumption is only overcome where the adverse impacts of granting permission would “significantly and demonstrably outweigh” the benefits of the proposal. I agree with Mr Moules that it is not a sensible reading of paragraph 172 to treat only “major development” proposals as falling within limb (i) and not lesser proposals. That kind of dichotomy is not to be found in the Heritage Coast policies (paragraph 173) or elsewhere in the application of paragraph 11(d) of the NPPF.

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D 62 The claimant did plead a challenge to the adequacy of the reasons given by the inspector in his decision letter as an alternative to the main ground of challenge which I have already rejected. However, Mr Banner quite properly confirmed that if the court should reject the main challenge in this claim, then the reasons challenge would fall away, and he advanced no further argument on the point. In these circumstances, I need say no more about this aspect.

#### *Conclusions*

E 63 For all these reasons the claim is dismissed. The first part of paragraph 172 of the NPPF qualifies as a policy to be applied under limb (i) of paragraph 11(d) of the NPPF; it is also capable of sustaining a freestanding reason for refusal in general development control in AONBs, National Parks and the Broads.

*Application refused.*

F SALLY DOBSON, Barrister

G

H

# FAREHAM

## BOROUGH COUNCIL

**TOWN AND COUNTRY PLANNING ACT 1990**  
**TOWN AND COUNTRY (DEVELOPMENT MANAGEMENT**  
**PROCEDURE) ORDER 2015**

### **Planning Decision Notice**

**Planning Application Reference: P/19/0301/FP**

**Decision Date: 22 August 2019**

Fareham Borough Council, as the Local Planning Authority, hereby **REFUSE** the **Development comprising 261 dwellings, access road from Peak Lane maintaining link to Oakcroft Lane, stopping up of a section of Oakcroft Lane (from Old Peak Lane to access road), with car parking, landscaping, public open space and associated works at LAND EAST OF CROFTON CEMETERY AND WEST OF PEAK LANE, FAREHAM as proposed by application P/19/0301/FP** for the following reasons:

The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP5, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.

- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area.
- v) the proposed development involves development that involves significant vehicle movements that cannot be accommodated adequately on the existing transport network. Insufficient information has been provided to demonstrate that the development would not result in a severe impact on road safety and operation of the local transport network.
- vi) the proposed access arrangement onto Peak Lane is inadequate to accommodate the development safely. This would result in an unacceptable impact on the safety of users of the development and adjoining highway network.
- vii) the proposal fails to demonstrate that the development would be accessible with regards to public transport links and walking and cycling routes to local services and facilities.
- viii) the development proposal fails to provide sufficient provision of, or support for, sustainable transport options. This would result in a greater number of trips by private car which will create a severe impact on the local transport network and the environment.
- ix) inadequate information has been provided to assess the impact of the proposed works on water voles on site and any measures required to mitigate these impacts such as the provision of enhanced riparian buffers. In addition, there is insufficient information in relation to their long-term protection within the wider landscape by failing to undertake any assessment of the impact of the proposals on connectivity between the mitigation pond created as part of the Stubbington Bypass Scheme and the wider landscape. The proposal fails to provide appropriate biodiversity enhancements to allow the better dispersal of the recovering/reintroduced water vole population in Stubbington.
- x) insufficient information has been submitted in relation to the adverse impacts of the proposals on the Solent Waders and Brent Goose Strategy Low Use Site and Secondary Support Area and any mitigation measures required to ensure the long-term resilience of these support networks.

- xi) the development proposal fails to provide adequate wildlife corridors along the boundaries of the site to ensure the long-term viability of the protected and notable species on the site and avoidance of any future conflicts between the residents and wildlife (e.g. badgers damaging private garden areas) due to the lack of available suitable foraging habitat.
- xii) in the absence of sufficient information, it is considered that the proposal will result in a net loss in biodiversity and is therefore contrary to the NPPF which requires a net gain in biodiversity.
- xiii) the development would result in an unacceptable impact on a number of protected trees around the periphery of the site.
- xiv) the submitted flood risk assessment fails to assess the impact of climate change on the development and therefore fails to demonstrate that the development is appropriately flood resistant and resilient.
- xv) the development would fail to preserve, and would result in less than substantial harm to, the historic setting of the Grade II\* Listed building Crofton Old Church.
- xvi) had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.
- xvii) the development proposal fails to secure an on-site provision of affordable housing at a level in accordance with the requirements of the Local Plan.
- xviii) in the absence of a legal agreement to secure such, the proposal would fail to provide satisfactory mitigation of the 'in combination' effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas.
- xix) the development proposal fails to provide adequate public open space. In addition, in the absence of a legal agreement securing provision of open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.

- xx) in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.
  
- xxi) in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.

Informatives:

- a) This decision relates to the following plans:
  - i. Location Plan (Drawing: A-02-001-LP);
  - ii. Site Layout (Drawing: A-02-015-SL);
  - iii. Boundary Treatments (Drawing: A-02-013-BT);
  - iv. Building Heights (Drawing: A-02-012-BH);
  - v. Materials Plan (Drawing: A-02-011-MP);
  - vi. Tenure Plan (Drawing: A-02-010-TP);
  - vii. Street Elevations 1 (Drawing: A-02-020-SE);
  - viii. Street Elevations 2 (Drawing: A-02-021-SE);
  - ix. Alnwick Plans and Elevs (Drawing: ALN-001);
  - x. Alnwick-HA-Plans and Elevs (Drawing: ALN-HA-001);
  - xi. Barton Corner Plans and Elevs (Drawing: BAR-C-001);
  - xii. Barton C HA Plans and Elevs (Drawing: BAR-C-HA-001);
  - xiii. Barton Plans and Elevs (Drawing: BAR-001);
  - xiv. Barton -HA Plans and Elevs (Drawing: BAR-HA-001);
  - xv. Moseley Plans and Elevs (Drawing: MOS-001);
  - xvi. Ashworth Plans and Elevs (Drawing: ASH-001);
  - xvii. Ashworth HA Plans and Elevs (Drawing: ASH-HA-001);
  - xviii. Grasmere Plans and Elevs (Drawing: GRA-001);
  - xix. Derwent Plans and Elevs (Drawing: DER-001);
  - xx. Derwent Plans and Elevs (Drawing: DER-002);
  - xxi. Windermere Plans and Elevs (Drawing: WIN-001);
  - xxii. Carleton Plans and Elevs (Drawing: CAR-001);
  - xxiii. Lockwood Cr Plans and Elevs (Drawing: LOC-C-001);
  - xxiv. Lockwood Plans and Elevs (Drawing: LOC-001);
  - xxv. Hornsea Plans and Elevs (Drawing: HOR-001);
  - xxvi. Hornsea Plans and Elevs (Drawing: HOR-002);
  - xxvii. Earlswood Plans and Elevs (Drawing: EAR-001);
  - xxviii. Earlswood Plans and Elevs (Drawing: EAR-002);
  - xxix. Hadleigh Plans and Elevs (Drawing: HAD-001);

- xxx. Hadleigh Plans and Elevs Flint (Drawing: HAD-002);
- xxxi. 4620A-HA-Plans and Elevs (Drawing: 462-HA-001);
- xxxii. Refuse Store Plans and Elevs (Drawing: BIN-PL-01);
- xxxiii. Block A – Plans and Elevations (Drawing: BLK-A-001);
- xxxiv. Block B – Plans and Elevations (Drawing: BLK-B-001);
- xxxv. Bond Plans and Elevs (Drawing: BON-001);
- xxxvi. Bond Plans and Elevs (Drawing: BON-002);
- xxxvii. Double, Twin & Single Garage Plans and Elevations (Drawing: GAR-PL-01);
- xxxviii. Cycle Store Plans & Elevations (Drawing: CYCLE-PL-01);
- xxxix. Knightsbridge Plans and Elevs (Drawing: KNI-001);
  - xl. Knightsbridge Plans and Elevs (Drawing: KNI-002);
  - xli. Knightsbridge Plans and Elevs Flint – 001 (Drawing: KNI-003);
  - xl.ii. Knightsbridge Plans and Elevs Flint – 002 (Drawing: KNI-004);
  - xl.iii. Marlborough Plans and Elevs (Drawing: MARL-001);
  - xl.iv. Marlborough Plans and Elevs Flint (Drawing: MARL-002);
  - xl.v. Marylebone Plans and Elevs (Drawing: MAR-001);
  - xl.vi. Marylebone Plans and Elevs (Drawing: MAR-002);
  - xl.vii. Mayfair Plans and Elevs (Drawing: MAY-001);
- xl.viii. Double, Twin & Single Garage Plans and Elevations (Drawing: GAR-PL-02); and,
- xl.ix. Standard Brick Enclosure Electricity Sub-Station (Drawing: SUB-PL-01).

# **Notes to Accompany Planning Decision Notice**

Planning Application Ref: P/19/0301/FP

Decision Date: 22 August 2019

## **General Notes for Your Information:**

- The approved documents can be obtained by viewing the submitted application online at [www.fareham.gov.uk/planning](http://www.fareham.gov.uk/planning)
- Please contact the officer who handled this application Peter Kneen on 01329 824363 or at [pkneen@fareham.gov.uk](mailto:pkneen@fareham.gov.uk) if:
  - You would like clarification about this notice
  - You are unhappy with this decision or the way it has been reached

## **Right of appeal:**

- The person who made this application has the right to appeal to the Secretary of State.
- Appeals must be made within 6 months of the date of this decision notice.
- The Secretary of State can allow a longer period for giving notice of an appeal, but will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.
- Appeals are handled by the Planning Inspectorate on behalf of the Secretary of State. Appeals must be made using a form which you can get from:
  - Initial Appeals, The Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN;
  - Or submit online at The Planning Inspectorate website at
  - [www.gov.uk/planning-inspectorate](http://www.gov.uk/planning-inspectorate)
- There is no third party right of appeal for neighbours or objectors.
- If you intend to submit an appeal that you would like examined by inquiry then you must notify the Local Planning Authority and Planning Inspectorate ([inquiryappeals@planninginspectorate.gov.uk](mailto:inquiryappeals@planninginspectorate.gov.uk)) at least 10 days before submitting the appeal. Further details are on GOV.UK.

## OFFICER REPORT FOR COMMITTEE

DATE: 17 February 2021

**P/20/0522/FP  
PERSIMMON HOMES LTD**

**STUBBINGTON & TITCHFIELD  
AGENT: PERSIMMON HOMES LTD**

DEVELOPMENT COMPRISING 206 DWELLINGS, ACCESS ROAD FROM PEAK LANE MAINTAINING LINK TO OAKCROFT LANE, STOPPING UP OF A SECTION OF OAKCROFT LANE (FROM OLD PEAK LANE TO ACCESS ROAD), WITH CAR PARKING, LANDSCAPING, SUB-STATION, PUBLIC OPEN SPACE AND ASSOCIATED WORKS

LAND EAST OF CROFTON CEMETERY AND WEST OF PEAK LANE,  
STUBBINGTON

### ***Report By***

Peter Kneen – direct dial 01329 824363

#### **1.0 Introduction**

- 1.1 This application is reported to the Planning Committee for a decision as over 150 letters of objection have been received.
- 1.2 Members will note from the 'Five Year Housing Land Supply Position' report considered earlier in the Planning Committee that this Council currently has a housing land supply of 4.2 years.
- 1.3 To meet the Council's duty as the competent authority under the Conservation of Habitats and Species Regulations 2017 ("the habitats regulations"), a Habitats Regulations Assessment is required to consider the likely significant effects of the development on the protected sites around The Solent. The applicant have submitted a Shadow Habitat Regulations Assessment and the Council has completed their own Appropriate Assessment as part of the consideration of this application, and concluded that the development proposal will not have an adverse effect on the integrity of the protected sites around The Solent, subject to mitigation. Further details of this have been set out in the following report.
- 1.4 This planning application represents a re-submission following an earlier refused proposal for 261 dwellings (Application P/19/0301/FP). That application was refused by the Planning Committee in August 2019 for the following reasons:

*The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP5, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:*

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.*
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.*
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.*
- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area.*
- v) the proposed development involves development that involves significant vehicle movements that cannot be accommodated adequately on the existing transport network. Insufficient information has been provided to demonstrate that the development would not result in a severe impact on road safety and operation of the local transport network.*
- vi) the proposed access arrangement onto Peak Lane is inadequate to accommodate the development safely. This would result in an unacceptable impact on the safety of users of the development and adjoining highway network.*
- vii) the proposal fails to demonstrate that the development would be accessible with regards to public transport links and walking and cycling routes to local services and facilities.*
- viii) the development proposal fails to provide sufficient provision of, or support for, sustainable transport options. This would result in a greater number of trips by private car which will create a severe impact on the local transport network and the environment.*
- ix) inadequate information has been provided to assess the impact of the proposed works on water voles on site and any measures required to*

*mitigate these impacts such as the provision of enhanced riparian buffers. In addition, there is insufficient information in relation to their long-term protection within the wider landscape by failing to undertake any assessment of the impact of the proposals on connectivity between the mitigation pond created as part of the Stubbington Bypass Scheme and the wider landscape. The proposal fails to provide appropriate biodiversity enhancements to allow the better dispersal of the recovering/reintroduced water vole population in Stubbington.*

- x) insufficient information has been submitted in relation to the adverse impacts of the proposals on the Solent Waders and Brent Goose Strategy Low Use Site and Secondary Support Area and any mitigation measures required to ensure the long-term resilience of these support networks.*
- xi) the development proposal fails to provide adequate wildlife corridors along the boundaries of the site to ensure the long-term viability of the protected and notable species on the site and avoidance of any future conflicts between the residents and wildlife (e.g. badgers damaging private garden areas) due to the lack of available suitable foraging habitat.*
- xii) in the absence of sufficient information, it is considered that the proposal will result in a net loss in biodiversity and is therefore contrary to the NPPF which requires a net gain in biodiversity.*
- xiii) the development would result in an unacceptable impact on a number of protected trees around the periphery of the site.*
- xiv) the submitted flood risk assessment fails to assess the impact of climate change on the development and therefore fails to demonstrate that the development is appropriately flood resistant and resilient.*
- xv) the development would fail to preserve, and would result in less than substantial harm to, the historic setting of the Grade II\* Listed building Crofton Old Church.*
- xvi) had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.*
- xvii) the development proposal fails to secure an on-site provision of affordable housing at a level in accordance with the requirements of the Local Plan.*

xviii) *in the absence of a legal agreement to secure such, the proposal would fail to provide satisfactory mitigation of the ‘in combination’ effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas.*

xix) *the development proposal fails to provide adequate public open space. In addition, in the absence of a legal agreement securing provision of open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.*

xx) *in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.*

xxi) *in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.*

1.5 It is important to highlight that the application was not refused on the impact on the Strategic Gap. The applicant has sought to address these numerous reasons for refusal with the current application submission having reduced the number of units of the site by 55 (21% reduction), and increased the level of landscaping both to the periphery of the site and throughout the site. Reasons for refusal (xvi) – (xxi) could have been addressed with conditions and a Section 106 Legal agreement had that application otherwise have been found acceptable. Whether the proposal now addresses the previous reasons for refusal is considered throughout this report.

## **2.0 Site Description**

2.1 The application site is located at the northern end of the village of Stubbington, and currently forms two arable pieces of farmland divided by Oakcroft Lane that runs east – west between the two parcels of land.

2.2 The southern parcel of land is bounded by residential development to the east, with a line of protected trees providing an existing buffer between the site and the residential properties to the east. The southern boundary comprises additional residential development (Marks Tey Road), with an area of woodland and a public right of way forming a break between these two

areas. The western boundary comprises Crofton Cemetery which is separated from the site by a mature hedgerow. The northern part of the western boundary forms part of Oakcroft Lane, divided by a drainage ditch and a mature line of poplar trees. The northern boundary comprises Oakcroft Lane where the mature line of poplar trees continues along the line of the road.

- 2.3 The northern parcel of land is bounded by Oakcroft Lane to the south, and Peak Lane to the east. To the north of this piece of land the open arable field continues although this will be dissected by the Stubbington By-pass for which the construction works have commenced. To the west of the site lies an ecological enhancement area owned by Hampshire County Council, created as mitigation for the Stubbington by-pass route.
- 2.4 The two parcels of land are predominantly flat, with Oakcroft Lane set at a slightly lower level than the site to the south. The northern parcel of land comprises a drainage ditch/watercourse that broadly runs along the northern side of Oakcroft Lane and contributes towards connecting the new habitat mitigation area to the west of the site to waterbodies to the east of Stubbington. In addition to the provision of the biodiversity enhancement space, the removal of the land for agricultural use will provide nitrate mitigation to support the development proposal.
- 2.5 Stubbington Village is a sustainable settlement comprising a wide range of services and facilities including a well-established village centre, primary and secondary schools, and employment opportunities. The village is well provided for in terms of public transport, with regular buses connecting the village to Gosport and Fareham. The village is surrounded by undeveloped countryside, designated as Strategic Gap, and whilst traffic congestion through the village can be severe at peak times, the implementation of the Stubbington by-pass, which is currently under construction and is anticipated to be completed in the next 12 months should contribute towards alleviating the traffic congestion.

### **3.0 *Description of Proposal***

- 3.1 The application proposal, which is submitted in full detail comprises 206 dwellings, to be constructed on the southern part of the site, south of Oakcroft Lane. The dwellings comprise a mix of: 4 x 1 bedroom flats, 64 x 2 bedroom houses, 113 x 3 bedroom houses and 25 x 4 bedroom houses. Public open space will be created within the site with a local equipped area of play (LEAP) created to the southern part of the site.
- 3.2 A new junction to Peak Lane which would form the access road to the development site would be located approximately 175 metres to the north of

the existing access from Mays Lane/ Peak Lane onto Oakcroft Lane. The first 120 metres of Oakcroft Lane, to the west of Mays Lane/ Peak Lane will be converted into a no through road, with access to the remainder of Oakcroft Lane being made via the proposed new access road.

- 3.3 The residential development would comprise a mixture of two storey and two and half storey dwellings and one two storey block of flats. The proposal includes car parking provision to accord with the Council's Adopted Car Parking Standards, with all car parking allocated to each dwelling and a further 41 visitors' spaces provided adjacent the highway throughout the development. The application proposal also includes provision for vehicle electric charging points for all the dwellings with direct on-site vehicle parking spaces. A number of the visitors' car parking spaces will also be provided with rapid charging points throughout the development ensuring that even those properties without direct on-site parking will have easy access to vehicle charging points.
- 3.4 The land to the north of Oakcroft Lane is proposed for use as biodiversity enhancement space and used to support the wider Solent waders and Brent goose network. The land is to be transferred to the Borough Council to ensure its long-term purpose as mitigation land and would be secured through a Section 106 legal agreement.
- 3.5 The planning application was supported by a suite of technical documents and plans comprising: Planning Statement, Design and Access Statement, Biodiversity Impact Calculator, Ecological Impact Assessment, Ecological Management Plan, Shadow Habitats Regulations Assessment, Tree Protection Plan and Arboricultural Impact Assessment and Method Statement, Contaminated Land Assessment, Environmental Noise Impact Assessment, Transport Assessment and Travel Plan, Landscape Strategy Plan, Landscape and Visual Impact Assessment, Archaeological Desk-Based Assessment, Written Scheme of Investigation for Archaeological Investigation, Flood Risk and Surface Water Drainage Strategy, together with detailed plans and elevations of all the proposed dwellings and other buildings, tenure plan, building heights plan, boundary treatment plan and vehicle tracking diagrams.

#### **4.0 Policies**

- 4.1 The following policies apply to this application:

##### **Adopted Fareham Borough Core Strategy**

- CS2: Housing Provision;
- CS4: Green Infrastructure, Biodiversity and Geological Conservation;
- CS5: Transport Strategy and Infrastructure;
- CS6: The Development Strategy;

- CS11: Development in Portchester, Stubbington & Hill Head and Titchfield;
- CS14: Development Outside Settlements;
- CS15: Sustainable Development and Climate Change;
- CS16: Natural Resources and Renewable Energy
- CS17: High Quality Design;
- CS18: Provision of Affordable Housing;
- CS20: Infrastructure and Development Contributions;
- CS22: Development in Strategic Gaps.

**Adopted Development Sites and Policies**

- DSP1: Sustainable Development;
- DSP2: Environmental Impact;
- DSP3: Impact on Living Conditions;
- DSP5: Protecting and Enhancing the Historic Environment;
- DSP6: New Residential Development Outside of the Defined Urban Settlement Boundaries;
- DSP13: Nature Conservation;
- DSP14: Supporting Sites for Brent Geese and Waders;
- DSP15: Recreational Disturbance on the Solent Special Protection Areas;
- DSP40: Housing Allocations.

**Other Documents:**

- Fareham Borough Design Guidance: Supplementary Planning Document (excluding Welborne) December 2015
- Residential Car Parking Standards 2009
- Planning Obligations Supplementary Planning Document for the Borough of Fareham (excluding Welborne) April 2016

**5.0 *Relevant Planning History***

5.1 The following planning history is relevant:

- |                     |  |
|---------------------|--|
| <b>P/19/0301/FP</b> | Development comprising 261 dwellings, access road from Peak Lane maintaining link to Oakcroft Lane, stopping up of a section of Oakcroft Lane (from Old Peak Lane to access road), with car parking, landscaping, public open space and associated works |
| <b>REFUSED</b>      | 22 August 2019   |

**6.0 *Representations***

6.1 One hundred and sixty-eight letters of objection have been received regarding this application, and two letters of support. The letters of objection raised the following matters regarding the proposed development:

- Increased building works in the vicinity will adversely affect the ability of the land to absorb rainwater increasing the risk of flash flooding
- The extra traffic created will exacerbate the tendency for traffic jams at peak periods in and around Stubbington village
- The loss of open space close to existing residents will have a detrimental effect on the wildlife and the pleasure that is derived from it
- The Stubbington Doctors Surgery already struggles to cope with the medical demands of existing residents. Increased number of residents can only make things worse
- Erosion of Strategic Gap
- Nature conservation concerns including the impact on rodents, bats, foxes, and many species of birds. Furthermore, the houses in Summerleigh Walk and Three Ways Close contribute a significant amount of money to a management fund which maintains the wildlife habitats along the boundary of this development
- Noise and air pollution caused both during and after the construction of this development
- The natural plan for expansion of Crofton cemetery as and when it is needed should be these fields allowing generations of residents to lay to rest in the same cemetery
- Local schools, pre-schools, nurseries, doctors, dentists' hospitals and policing are all under severe pressure with increase population
- Concerns about the density of the development being out of keeping with the current properties
- Creation of excessive noise, dust and disturbance to local residents
- The development will adversely affect drainage in the area
- The land is within 5.6km of the Solent and should not be made available for development due to the associated increase in nitrates
- The development will contribute to urban sprawl and result in unacceptable increases to traffic and reduction in air quality
- The council have already noted that there is a lack of green space in Stubbington
- There are no significant areas of employment within walking distance and therefore will generate increase commuting traffic, so negating the traffic flow calculation made when designing the bypass
- Impact on highway safety
- The flora and fauna in the area need to be taken into account
- Its proximity to a historic church and cemetery
- Loss of light and privacy
- Loss of countryside and green space
- Not enough services like buses/trains in the immediate vicinity

- Highway safety concerns
- People's mental health and daily life are being affected the stress and volume of people living in the area
- The proposed housing is not even for social housing they will be executive homes at ridiculous prices so the people that are really in need of housing will not be able to access these homes
- Impact on parking within the village
- Local infrastructure not able to cope including sewerage and community service
- The application would remove valuable local, sustainable farmland which could never be replaced
- The development is not sustainable and low carbon economy with no mention of solar panels, electric vehicles etc.
- Loss of public outlook
- Impact on the character of the village
- The blocking off of Oakcroft Lane will just add to the demise of the areas, it will become a hotspot for fly-tipping as this area is completely cut-off and is not overlooked by any houses or highway
- There is a lack of detail around transport particular, public transport and cycling
- The development is not within the defined urban area
- The development can be seen as having the potential to establish a dangerous precedent that could lead to future building projects
- Consideration should be given to water supply especially in the view of several companies in the UK have warned of shortages
- No new provision for adequate green space of play area for children on the development
- There is the animal shelter nearby where the animals will become more stressed with the increase in noise. Plus, who will want to live near a shelter with dogs barking all day
- Impact on the church and cemetery with noise and dust when weddings and funerals are taking place
- Poor layout/design can lead to anti-social behaviour
- The development would result in a cramped layout and would deliver a scheme of high quality
- The site has only a single point of access for emergency vehicles for 209 houses. This seems dangerous
- There is no provision for self-build on this development
- The atmosphere of the cemetery will be tarnished through noise and pollution
- Parking concerns – there will not be sufficient parking for the number of houses and visitors

- Concerns over the pond construction, it is not clear how it will be managed, and it could carry risk to health for residents in the area
- COVID has shown that we need open space for our mental health and wellbeing
- The development makes no consideration to climate change
- The application is premature whilst the existing local plan is still in operation
- The revised travel plan and transport assessment have not been accurate when describing the local walking and cycling infrastructure

## **7.0 Consultations**

### EXTERNAL

#### **Portsmouth Water**

7.1 No adverse comments to make on this application.

#### **HCC Highways**

7.2 No objection, subject to conditions and Section 106 legal agreement

#### **HCC Archaeology**

7.3 No objection, subject to condition.

#### **HCC Lead Local Flood Authority**

7.4 No objection, subject to conditions.

#### **HCC Children's Services**

7.5 No objection, subject to Section 106 legal agreement

#### **Environment Agency**

7.6 No objection, subject to conditions.

#### **Natural England**

7.7 No objection, subject to conditions and Section 106 legal agreement. The scheme would result in a reduction of -151.00kg TN/year by removing the land from agricultural use and result in enhancements to the Solent Waders and Brent Goose site.

#### **Historic England**

7.8 No objection, although noted limited adverse impact.

#### **Southern Water**

7.9 No objection, subject to informative

## INTERNAL

### **Ecology**

- 7.10 No objection, subject to conditions. The Council's Ecologist comments on the following elements of the proposal:

Landscape Plan for Northern Open Space – this indicates the area to the north to be seeded with a wildflower seed mix. The boundaries are to be planted with hedges to prevent access and a number of scrapes to be created to benefit waders. No concerns raised in relation to this document;

Habitat Plan (South) – this is acceptable;

Biodiversity Impact Calculator (Revised Sept 2020) – satisfied that the calculations are correct and a net gain of 40.32 in habitat units and 9.18 in hedgerow units could be achieved. Therefore, a measurable biodiversity net gain could be delivered as part of the proposals;

Ecological Impact Assessment (revised Sept 2020) – satisfied that the baseline site conditions and the impacts as a result of the proposals have been adequately considered and the proposed mitigation measures are appropriate and proportionate and therefore no concerns raised;

Ecological Management Plan (revised Sept 2020) – the prescription measures are acceptable. Whilst the initial management and monitoring will be carried out by the applicant/their managing company, it is understood that the management will ultimately be transferred to Fareham Borough Council; and,

Shadow Habitat Regulations Assessment (revised Sept 2020) – This document is acceptable. Further justification has been provided in relation to National England's concern for the loss of arable habitat which is favoured by golden plover. It has been stated that whilst this species favours arable farmland, it is a generalist in terms of foraging habitat and can utilise permanent grassland. Conclusions of the Shadow HRA agreed, however it is understood that Natural England have requested further information including a costed plan that sets out how habitat management and monitoring of the northern land will be delivered and funded in perpetuity and the details of the management bodies that will take long term responsibility for this area. Provided that the requested information is submitted and agreed by Natural England, would support the Shadow HRA being adopted by the LPA.

### **Tree Officer**

- 7.11 No objection, subject to conditions

### **Environmental Health (Contaminated Land)**

7.12 No objection, subject to conditions

### **Environment Health (Noise and Pollution)**

7.13 No objection, subject to conditions

### **Conservation Planner**

7.14 No objection, no adverse harm to Listed Buildings

### **Recycling Co-ordinator**

7.15 No objection

### **Affordable Housing Officer**

7.16 No objection, subject to Section 106 legal agreement

### **Open Space and Street Scene Manager**

7.17 No objection, subject to S106 agreement regarding land transfer and long-term maintenance

## **8.0 Planning Considerations**

8.1 The following matters represent the key material planning considerations which need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Implications of Fareham's current Five Year Housing Land Supply Position (5YHLS);
- b) Residential development in the countryside;
- c) Consideration of Policy DSP40 – Housing Allocations;
- d) Other matters;
- e) The Planning Balance

### **a) Implications of Fareham's current Five Year Housing Land Supply Position (5YHLS)**

8.2 A report titled "Five year housing land supply position" was reported for Member's information earlier in this Agenda. That report set out this Council's local housing need along with this Council's current housing land supply position. The report concluded that this Council has 4.2 years of housing supply against the new 5YHLS.

8.3 The starting point for the determination of this planning application is Section 38(6) of the Planning and Compulsory Purchase Act 2004:

*"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be*

*made in accordance with the plan unless material considerations indicate otherwise”.*

- 8.4 In determining planning applications there is a presumption in favour of policies of the extant Development Plan, unless material considerations indicated otherwise. Material considerations include the planning policies set out in the NPPF.
- 8.5 Paragraph 59 of the NPPF seeks to significantly boost the supply of housing.
- 8.6 Paragraph 73 of the NPPF states that Local Planning Authorities should identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement including a buffer. Where a Local Planning Authority cannot do so, and when faced with applications involving the provision of housing, the policies of the local plan which are most important for determining the application are considered out-of-date.
- 8.7 Paragraph 11 of the NPPF then clarifies what is meant by the presumption in favour of sustainable development for decision-taking, including where relevant policies are “out-of-date”. It states:

*“For decision-taking this means:*

- *Approving development proposals that accord with an up-to-date development plan without delay; or*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting planning permission unless:*
  - i. The application of policies in this Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or*
  - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

- 8.8 The key judgment for Members therefore is whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies taken as a whole.
- 8.9 Members will be mindful of Paragraph 177 of the NPPF which states that:

*“The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats sites (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site”.*

- 8.10 In this particular case an appropriate assessment has been undertaken and concluded that the development proposal will not have an adverse effect on the integrity of the Protected Sites around The Solent subject to the proposed mitigation being secured. Officers consider that the presumption in favour of sustainable development set out in paragraph 11 of the NPPF applies.
- 8.11 The following sections of the report assesses the application proposals against this Council’s adopted Local Plan policies and considers whether it complies with those policies or not. Following this Officers undertake the Planning Balance to weigh up the material considerations in this case.

**b) Residential Development in the Countryside**

- 8.12 Policy CS2 (Housing Provision) of the adopted Core Strategy states that priority should be given to the reuse of previously developed land within the urban areas. Policy CS6 (The Development Strategy) goes on to say that development will be permitted within the settlement boundaries. The application site lies within an area which is outside of the defined urban settlement boundary.
- 8.13 Policy CS14 (Development Outside Settlements) of the Core Strategy states that:
- “Built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure.”*
- 8.14 Policy DSP6 (New Residential Development Outside of the Defined Urban Settlement Boundaries) of the Local Plan Part 2: Development Sites and Policies Plan states – there will be a presumption against new residential development outside of the defined urban settlement boundaries (as identified on the Policies Map).
- 8.15 The site is clearly outside of the defined urban settlement boundary of Stubbington and Hill Head and the proposal is therefore contrary to Policies CS2, CS6 and CS14 of the adopted Core Strategy and Policy DSP6 of the adopted Local Plan Part 2: Development Sites and Policies Plan.

**c) Consideration of Policy DSP40: Housing Allocations**

8.16 Policy DSP40: Housing Allocations, of the Local Plan Part 2, states that:

*“Where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements of the Core Strategy (excluding Welborne) additional housing sites, outside the urban area boundary, may be permitted where they meet all of the following criteria:*

- i) The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;*
- ii) The proposal is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement;*
- iii) The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps;*
- iv) It can be demonstrated that the proposal is deliverable in the short term; and,*
- v) The proposal would not have any unacceptable environmental, amenity or traffic implications”.*

8.17 Each of these five bullet points are worked through in detail below.

**Policy DSP40 (i)**

8.18 The proposal, submitted in full detail, is for the construction of 206 dwellings. Having regard to the Council’s Five Year Housing Land Supply Position, the proposal would be relative in scale and make a significant contribution towards addressing this shortfall. The development proposal would therefore accord with part (i) of Policy DSP40.

**Policy DSP40 (ii)**

8.19 The site is located within the designated countryside but does lie immediately to the north and west of the Stubbington and Hill Head Urban Settlement Boundary, as defined in the Adopted Local Plan. Oakcroft Lane provides a strong and well-established northern perimeter to the settlement, which also includes designated public open space in the form of Crofton Cemetery to the western side of the site.

8.20 The site is located in a sustainable location in close proximity to local schools (Meoncross School, Crofton Secondary School, Baycroft School, Crofton Anne Dale Infant and Junior Schools, Crofton Hammond Infants and Junior Schools), Stubbington Village Centre, Stubbington Community Centre and Stubbington Health Centre. The proposal offers direct access to Peak Lane,

which is well served by local buses connecting the site to Fareham, Gosport, and the Western Wards, which include significant levels of employment provision. The application proposal includes a contribution towards improving the bus stops and shelters along Peak Lane to encourage greater use of the regular bus service along this route. This contribution would be secured through the Section 106 legal agreement. The site will connect directly to Peak Lane via the new dedicated access road. This in turn will provide good access to the Stubbington By-pass, which will provide easy vehicular access to the A27, connecting the site to the Segensworth and Whiteley employment areas.

- 8.21 Pedestrian and cycle connections with the remainder of Stubbington have been integrated into the proposals, connecting the site to Marks Tey Road, to the south and east of the site, providing further links to the remainder of the settlement beyond. It is also important to highlight that the Appeal Inspector for the nearby site at The Grange, considered that development at the northern end of Stubbington would be within a reasonable walking and cycling distance for future occupiers to existing services and facilities. The Inspector therefore considered that the location was sustainable for future residential development.
- 8.22 Having regard to the facilities available within Stubbington, the views of the Planning Inspector in respect of a nearby site, the connections to the wider pedestrian and cycling network that will be achieved, and the enhancement of the bus passenger facilities close to the site Officers consider that the site is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement. The proposal is therefore considered to accord with DSP40 (ii).

**Policy DSP40 (iii)**

- 8.23 Part (iii) of Policy DSP40 seeks to ensure that development is sensitively designed to reflect the character of the neighbouring settlement and to minimise any impact on the Countryside and Strategic Gaps. The earlier refused application was refused on this part of DSP40, resulting in reasons for refusal (ii) to (iv). How the current proposal has addressed these reasons is set out in the following paragraphs.
- 8.24 The planning application has been submitted in detail where detailed consideration of the design and appearance of the development, together with the proposed site layout can be considered. The proposal seeks to construct a development of approximately 27 dwellings per hectare (calculated from only the area south of Oakcroft Lane). This represents a reduction from 34 dwellings per hectare in the earlier application of 261 dwellings (a 21% reduction in number of dwellings) and is considered by Officers to be a more

sensitive level of density for an edge of settlement location. Reason for refusal (iv) highlighted the cramped nature of the earlier proposal. The lower density and mixed character of the proposal is now considered to be more respectful of the key characteristics of the neighbouring urban area, which would result in a high quality residential environment for future occupiers. Reason for refusal (iv) is considered to have been addressed.

- 8.25 Reasons for refusal (ii) and (iii) raised concerns regarding the visual impact of the development, largely as a result of the overall density of the development and in particular how it impacted on the edge of settlement location.
- 8.26 Landscape Consultants acting for the Council previously commented that the principle of the development of the site could be supportable, but significant care would be needed to ensure its edge of settlement location is carefully articulated with a robust landscaping belt to soften the appearance of the development when viewed across the open landscape to the north. The current proposal reflects this approach and has increased the level of landscaping around the periphery of the site, particularly on the western side, adjacent to the cemetery.
- 8.27 The development proposal comprises a wide range and mix of dwelling styles and types, including detached, semi-detached and terraced properties throughout the site, although lower density detached properties are more prevalent to the periphery of the site to soften the transition to the countryside to the north and west. The mature belt of poplar trees to the northern boundary of the site would be retained (with the exception of the site entrance) and would be re-enforced and enhanced with a generous landscaping belt along the northern and western boundaries.
- 8.28 It is considered the lower density, together with the mix of property styles and types and the greater level of boundary planting and landscaping throughout the site will result in a scheme which is considered to be sensitively designed, reflecting the prevailing character of the adjoining residential estates to the east and south. These matters together with various green corridors and interconnected green spaces within and around the development site will significantly enhance the landscape setting of the development. The changes made to the scheme would ensure the visual impact of the development on the immediate countryside setting around the site, and the living conditions of residents in the site will be significantly improved above the earlier application. Officers therefore consider that reasons for refusal (ii), (iii) and (iv) have been satisfactorily addressed.
- 8.29 In addition, the site is located within the designated Fareham- Stubbington Strategic Gap, where Policy CS22 highlights that development should not

impact on the integrity of the gap and the physical and visual separation of settlements. As highlighted above in paragraph 1.5, the earlier application was not refused by the Council because of harm to the Strategic Gap. The enhanced landscape screening along the northern periphery of the developed part of the site, and use of the land to the north of Oakcroft Lane as an ecological enhancement area would contribute towards ensuring that the physical and visual level of separation between Stubbington and Fareham would not be unacceptably compromised by the development, and would not therefore have an impact on the integrity of the Strategic Gap.

8.30 It is also important to highlight that the recent appeal decision for a development of 16 dwellings at The Grange (which is also in the designated countryside and Strategic Gap), was dismissed by a Planning Inspector solely for the reason of the impact on the designated sites around The Solent arising from increased nitrates. The Inspector considered that the development of the land north of Stubbington, and south of Oakcroft Lane was acceptable given the current five year housing land supply position, stating; *“the boundary of the development would be clearly defined by the cemetery, Ranvilles Lane and Oakcroft Lane”*. The Inspector further highlights that Policy CS22 (Strategic Gaps) does not exclude all development within the Strategic Gap, provided the physical and visual separation of Fareham and Stubbington would not be significantly affected (Appeal Decision for The Grange, reference: APP/A1720/W/19/3222404).

8.31 It is therefore considered that the proposal as now presented has addressed reasons for refusal (ii) and (iii) from the earlier application. The proposal is therefore considered to accord with part (iii) of DSP40, whilst also according with the provisions of Policy CS22.

**Policy DSP40 (iv)**

8.32 The applicants have stated in their supporting Planning Statement that the greenfield nature of the site would ensure that the site can be delivered immediately in the event that planning permission is granted. The applicant has also highlighted that they have the history and resources to ensure this development is expedited in the short term.

8.33 It is therefore considered that the proposal accords with part (iv) of DSP40.

**Policy DSP40 (v)**

8.34 The final text of Policy DSP40 requires that proposals would not have any unacceptable environmental, amenity or traffic implications. These are discussed in turn below:

### **Environment/Ecology**

- 8.35 The application has been supported by a number of ecological surveys, and each of these have been considered in detail by the Council's Ecologist. Reasons for refusal (ix), (x), (xi) and (xii) related to ecological impacts as a result of the earlier application. These related to impact on protected species, impact on the Brent goose and Solent Waders network, wildlife corridors and a net loss in biodiversity.
- 8.36 The land to the northern side of Oakcroft Lane is proposed for use as open space, and would comprise a wildflower meadow with scrapes to enhance its function as a 'secondary support area' for the waders and Brent geese that winter along the south coast, as identified in the Solent Waders and Brent Geese Strategy (October 2018). The land would be prepared by the applicant to the satisfaction of the Local Planning Authority, and then transferred to the Council with a maintenance contribution for the first 20 years. This would be secured via the Section 106 legal agreement.
- 8.37 The provision of a biodiversity enhancement area, with detailed mitigation measures in place to the north of Oakcroft Lane addresses reasons for refusal (ix), (x) and (xi). Reason for refusal (xi) is also addressed by the increased level of landscaping belts to the periphery of the southern part of the site. All these elements combine to address the impact on biodiversity loss, and the scheme now results in a measurable increase in biodiversity, addressing reason for refusal (xii). The development proposal now benefits from support from both the Council's Ecologist and Natural England, subject to a Section 106 Legal Agreement and suitably worded planning conditions.
- 8.38 The application has also been supported by a detailed Tree Protection Plan and Arboricultural Impact Assessment, which has been considered by the Council's Tree Officer who has raised no concerns regarding the proposed development and the potential impact on the adjacent trees. The eastern and southern boundaries of the site, which comprise lines of protected trees have, under the current application been provided with sufficient space to ensure they would be able to continue to grow without pressure from the neighbouring development, and without impeding light to the proposed dwellings.
- 8.39 Additionally, the retention of the trees and levels of separation to the periphery would ensure an almost continuous path around the perimeter of the site, with properties fronting the path offering a good level of natural surveillance. The scheme is therefore considered to be acceptable on arboricultural grounds and would also result in the planting of a considerable number of trees throughout the site, including tree lined avenues along the main spine road that runs north – south through the centre of the site. These measures ensure

the longevity of the protected trees, and addresses reason for refusal (xiii) of the earlier application.

- 8.40 The site is located within 5.6km of the Solent, and therefore the development is likely to have a significant effect on the following designated sites: Solent and Southampton Waters Special Protection Area and Ramsar Site, Portsmouth Harbour Special Protection Area and Ramsar Site, Solent and Dorset Coast Special Protection Area, Chichester and Langstone Harbours Special Protection Area and Ramsar Site, and the Solent Maritime Special Area of Conservation. These designations are collectively known as the Protected Sites around The Solent. Policy CS4 sets out the strategic approach to biodiversity in respect of sensitive protected sites and mitigation impacts on air quality. Policy DSP13 confirms the requirement to ensure that designated sites, sites of nature conservation value, protected and priority species populations and associated habitats are protected and where appropriate enhanced.
- 8.41 The Solent is internationally important for its wildlife. Each winter, it hosts over 90,000 waders and wildfowl including 10 per cent of the global population of Brent geese. These birds come from as far as Siberia to feed and roost before returning to their summer habitats to breed. There are also plants, habitats and other animals within The Solent which are of both national and international importance.
- 8.42 In light of their importance, areas within the Solent have been specifically designated under UK law, and comprise those designations set out above.
- 8.43 Regulation 63 of the Habitats and Species Regulations 2017 provides that planning permission can only be granted by a 'competent authority' if it can be shown that the proposed development will either not have a likely significant effect on designated Protected Sites or, if it will have a likely significant effect, that effect can be mitigated so that it will not result in an adverse effect on the integrity of the designated Protected Sites. This is done following a process known as an Appropriate Assessment. The competent authority (Fareham Borough Council in this instance) is responsible for carrying out this process, although they must consult with Natural England and have regard to their representations.
- 8.44 The application has also been supported by a Shadow Habitats Regulations Assessment prepared by the applicant's consultants which, together with the Council's Appropriate Assessment has been considered by Natural England. The key considerations for the assessment of the likely significant effects are set out below.

- 8.45 Firstly, in respect of Recreational Disturbance, the development is within 5.6km of The Solent SPAs and is therefore considered to contribute towards an impact on the integrity of the Protected Sites as a result of increased recreational disturbance in combination with other development in The Solent area. The applicant has agreed to make the necessary contribution towards the Solent Recreation Mitigation Partnership Strategy (SRMP), which would be secured via the Section 106 legal agreement, and therefore the Appropriate Assessment concludes that the proposals would not have an adverse effect on the integrity of the Protected Sites as a result of recreational disturbance in combination with other plans or projects.
- 8.46 Natural England has also highlighted that there is existing evidence of high levels of nitrogen and phosphorus in parts of The Solent with evidence of eutrophication. Natural England has further highlighted that increased levels of nitrates entering The Solent (because of increased amounts of wastewater from new dwellings) will have a likely significant effect upon the Protected Sites. As stated earlier in the Report, the proposed development will remove the land from agricultural use, and thereby mitigate the impact of nitrates from the development.
- 8.47 Natural England has further advised that the effects of emissions from increased traffic along roads within 200 metres of the Protected Sites also has the potential to cause a likely significant effect. The Council's Air Quality Habitat Regulations Assessment highlights that developments in the Borough would not, in combination with other plans and proposals, have a likely significant effect on air quality on the Protected Sites up to 2023, subject to appropriate mitigation.
- 8.48 Finally, in respect the impact on water quality, a nitrogen budget has been calculated in accordance with Natural England's 'Advice on Achieving Nutrient Neutrality for New Development in the Solent Region' (June 2020) which confirms that the development will result in a reduction of -153kg TN/year (with precautionary 20% budget) (Note: this was increased from -151kg due to the further loss of 3 dwellings from the scheme). Due to significant reduction in nitrates level, the scheme would make a significant contribution to reducing the amount of nitrates and phosphorus from entering the water environment. The scheme would also be subject to a planning condition which requires details to be submitted to and approved by the Council showing how the water usage within the dwellings of 110 litres per person per day can be achieved.
- 8.49 The Council has carried out an Appropriate Assessment and concluded, in conjunction with the applicant's submitted Shadow Habitat Regulations Assessment that the proposed development, which would take over 15ha of land out of agricultural use and subject to the water usage condition, will

ensure no adverse effects on the integrity of the Protected Sites either alone or in combination with other plans or projects. The development will result in a reduction of over 150kg TN/year of nitrates being discharged from the site. Natural England has been consulted and has agreed with the considerations of the Shadow HRA and the Council's findings, subject to the Council adopting the Shadow HRA. It is considered that the development would accord with the Habitat Regulations and complies with Policies CS4 and DSP13 and DSP15 of the adopted Local Plan. The application proposal is therefore considered to comply with point (v) – environmental impact of Policy DSP40, and in doing so satisfactorily addresses reasons for refusal (ix) to (xiii) from the earlier application.

### **Amenity**

- 8.50 In terms of the consideration of the amenity impact on the living conditions of neighbouring occupiers and future occupiers, it is considered, having regard to the advice in the Council's Adopted Design Guidance that the relative distances between the neighbouring properties and the nearest proposed dwellings (on the eastern boundary) would exceed the minimum distances sought and would not therefore have an unacceptable adverse impact on the living conditions of these occupiers.
- 8.51 Internally, the design and layout of the scheme ensures that all the proposed dwellings adhere to the minimum standards sought in the Council's adopted Design Guidance, in terms of garden lengths and levels of separation, and in many respects the standards exceed the minimum sought. In addition, the reduced density of the development when compared to the earlier proposal, results in significant additional levels of landscaping throughout the site, creating a more pleasant living environment for future occupiers.
- 8.52 In addition to the increased levels of landscaping within the public realm within the site, each property will also be provided with front gardens which are capable of accommodating a level of landscaping which will contribute to the softening of the residential environment and public realm. The increased level of landscaping also helps soften the car parking provision for the dwellings, which whilst in the majority of cases are located immediately adjacent to the host dwelling, all are bounded by landscaping to a reasonable level to ensure its longevity.
- 8.53 It is appreciated that parking courtyards can be poorly used, with residents preferring to park cars immediately adjacent to their properties. The scheme only provides one small parking courtyard, which also benefits from a good level of landscaping and providing direct access to the associated dwellings. The courtyard area also includes a landscaped public footpath running through the centre, increasing public use of the space and ensuring the area

is well used and does not become an unused, isolated part of the development proposal.

- 8.54 To the west of the site lies Crofton Cemetery, which is designated as an area of public open space within the Adopted Local Plan. At present, the cemetery benefits from a countryside setting, with open countryside to the immediate north, east and west. The southern boundary also forms parts of an established woodland which includes a public right of way linking the cemetery to the residential development of Marks Tey Road. The cemetery is currently separated from the site by a well-established hedgerow approximately 2 metres high, which with an open, undeveloped field beyond enhances the countryside setting of the cemetery. The current proposal, unlike the earlier application, seeks to respect the setting of the cemetery by providing a 10 - 15 metre wide landscaped belt along the western edge of the site, beyond which is the western perimeter road with houses beyond. This ensures a minimum of 25 metres of separation between the hedgerow of the cemetery and the front elevation of the neighbouring houses. Whilst the development of the site will ultimately change the setting of the cemetery, it is considered that the current proposal sufficiently ensures a level of separation which, together with additional landscape planting, would ensure the semi-rural, tranquil setting of the cemetery is maintained.
- 8.55 It is considered that the proposed layout and density of the development proposed would not have an unacceptable impact on the living conditions and environment of existing and future occupiers, has careful regard to the advice in the adopted Design Guidance and as a result would result in a good quality residential environment, offering good levels of landscaping, open space and private amenity spaces for the future residents. The development would therefore accord with Policies CS17, DSP2 and DSP3 of the adopted Local Plan and complies with point (v) of Policy DSP40.

### **Traffic**

- 8.56 In respect of the traffic related to the development proposal, the application is supported by detailed Transport Assessment and Travel Plan, both of which have been considered in detail by the Highway Authority who has raised no objection to the proposals. The earlier application was refused on several highway grounds relating to reasons (v), (vi), (vii) and (viii).
- 8.57 The application proposal will be accessed from a new linked service road into the site directly onto Peak Lane, north of the existing Oakcroft Lane junction. The access road will cross Oakcroft Lane at the northern end of the site where to the east, Oakcroft Lane will be closed off, creating a no through road for the occupiers of Three Ways Close (to the immediate east of the site). There will be a new westward junction from the new link road onto Oakcroft Lane,

maintaining the east-west connection between Peak Lane and Titchfield Road (to the west of the site).

- 8.58 The proposal seeks to provide pedestrian and cycle links to the main urban areas of Stubbington, via links through Marks Tey Road. Officers are satisfied that the site is located in a sustainable location, and is within reasonable walking and cycling distances to a wide variety of local services and facilities, and the development of the site could be integrated into the public transport network, which presently links Stubbington and Hill Head to Fareham, Gosport and the Western Wards, which in turn provide rail links to Portsmouth to the east, and Southampton to the west, and beyond. .
- 8.59 The Appeal Inspector for the scheme at The Grange considered the location of that site in relation to the services and facilities in Stubbington, commenting that *“The site has reasonably good access to local services and facilities which would reduce the reliance of future residents to be dependent on a private vehicle for all journeys”*. Given the relative proximity of The Grange to the application site, it is considered that the site is sustainably located.
- 8.60 A number of junctions have been modelled to assess the likely impact, including the site access with Peak Lane, Peak Lane/Longfield Avenue/Rowan Way roundabout, Ranvilles Lane/A27 and the proposed Bypass/Peak Lane. These junctions have been considered using a variety of scenarios including other potential developments and the implementation of the by-pass.
- 8.61 The Highway Authority has reviewed all the modelling that has been undertaken, and subject to works to several junctions in the vicinity of the site, they have raised no objection. The junction improvement works would be subject to a separate Section 278 legal agreement with Hampshire County Council which would be secured through the Section 106 legal agreement. The proposed highway modelling and minor junction improvement works demonstrate that there is sufficient capacity in the highway network to accommodate the development. Therefore, subject to these works being secured through the Section 106 legal agreement, the current proposal satisfactorily addresses reasons for refusal (v) and (vi) from the earlier application.
- 8.62 In addition to the modelling of the junctions, the Highway Authority has raised a number of detailed concerns regarding the internal roads. All of the detailed matters raised by the Highway Authority were addressed in the most recently submitted site layout plan, and therefore Officers consider that these matters have been satisfactorily resolved, and will not result in detriment to highway safety within the site.

- 8.63 All dwellings proposed include off-street car parking which accords with the Council's adopted Residential Car Parking Standards, and the site provides 41 visitors car parking spaces, spread throughout the site. It is therefore considered that the car parking arrangements will be suitable for existing and future occupiers, ensuring a safe living environment for future occupiers.
- 8.64 Additionally, the applicant has agreed to provide every property with direct, on-site car parking provision electric car charging points. Where properties do not have direct on-site car parking, a number of visitors car parking spaces throughout the site, including within the visitors spaces near those properties, will also be provided with rapid car charging stations, ensuring close to home charging for all future residents within the estate.
- 8.65 The Travel Plan, submitted with the planning application has also been considered by the Hampshire County Council's Travel Plan team, and no concerns have been raised, subject to securing the Travel Plan through the Section 106 Legal Agreement. The Travel Plan includes undertaking improvements to bus stops along Mays Lane, to enhance their suitability and encourage greater use by residents. The Travel Plan is proposed to be secured through the Section 106 legal agreement.
- 8.66 It is therefore considered that the proposals are acceptable in highway safety terms and would not have a significant impact on the existing and future occupiers or result in additional undue burden on the local road network. The proposals are considered to accord with point (v) – traffic implications of Policy DSP40, a subsequently addresses reasons for refusal (v) to (viii) from the earlier planning application.

#### **DSP40 Summary**

- 8.67 In summary therefore, the proposed development fully accords with the five criteria of Policy DSP40 of the adopted Local Plan.

#### **d) Other Matters:**

##### **Affordable Housing**

- 8.68 The development proposes the provision of 40% affordable housing (82.4 dwellings) and Officers have considered that the level set out is appropriate, with 82 dwellings being provided on site, with the remaining 0.4 unit being provided as an off-site financial contribution. The Council's Affordable Housing Officer considers that the level of on-site provision is acceptable and that the provision of 82 units will make a good contribution toward the affordable housing needs of the Borough. The affordable housing provision will be secured by a Section 106 Legal Agreement, and the type, size, mix

and tenure of the proposed to be provided on site has been agreed with this Authority.

### **Stubbington By-Pass**

- 8.69 Works have now commenced on the construction of the Stubbington By-pass, following the government's approval of the scheme in May 2019, with the construction works expected to be completed in 2022. The Stubbington By-pass would be situated adjacent to the proposed area of open space, which would be subject to a conversion from farmland to an ecological enhancement area, promoting its use as a secondary support area for Solent waders and Brent Geese.

### **National Space Standards**

- 8.70 The application has been considered under the minimum national space standards. The Council's adopted Design Guidance highlights for internal space standards that *'the internal dimensions of a dwelling should seek to meet at least the minimum sizes set out in the National Technical Standards'*. Therefore, Policy CS17, from which the Design Guidance was established applies and developers should seek to meet these standards in order to adhere to the advice in the adopted Local Plan and to meet high quality design standards.
- 8.71 Following a detailed assessment of the proposed dwellings, it was identified that a number of the units did not comply with minimum total floor areas (measured as a Gross Internal Area (GIA)), nor achieve minimum bedroom sizes. Subsequently amended house types were submitted, and the current proposal ensures that all the dwellings and flats accord with the minimum Gross Internal Areas sought by the nationally described space standards.
- 8.72 There remain a number of units which have single bedrooms marginally below the minimum sought floor area of 7.5sqm (which must include one width of at least 2.15m). Those bedrooms have been assessed and affect two house types, the '4BH' (4 units) and the 'Hanbury' (29 units). The smallest bedroom in the '4BH' measures approximately 6.9sqm and the smallest bedroom in the 'Hanbury' measures approximately 6.75sqm. Both bedrooms meet the minimum 2.15m width and are only marginally below the minimum sought. The 'Hanbury' does include a separate study adjacent to the smallest bedroom which could be incorporated to ensure these bedrooms comply with the minimum standard.
- 8.73 These bedrooms are only 0.6sqm and 0.75sqm below the minimum standard whilst the properties themselves exceed the required minimum GIA for properties of their size. A letter of support for this has been received from the applicant's Registered Provide, Sage Housing, who has confirmed that the

properties and their bedroom sizes are acceptable to them and would not discourage them from taking on the properties or the likely demand for selling/letting out the properties. Officers have had regard to the bedroom sizes and the fact that the properties exceed the minimum floor area, and as such considers the scheme to accord with the requirements of the adopted Design Guidance and is therefore acceptable.

### **Flood Risk and Climate Change**

- 8.74 The site is located wholly within Flood Zone 1, where there is considered to be a low risk from flooding. The earlier planning application was refused on flood risk grounds due to the lack of consideration of the scheme from climate change (reason for refusal (xiv)). The current application has been supported by detailed flood risk assessments and drainage strategies. These have been assessed by both the Environment Agency and Hampshire County Council as the Lead Local Flood Authority. Both Authorities have raised no objection, as the updated assessments submitted have regard to the potential implications from climate change. Subsequently reason for refusal (xiv) has been satisfactorily addressed.
- 8.75 In addition, reason for refusal (xvi) related to the long-term maintenance of the on site Sustainable Urban Drainage System. Details of this are subject to condition on the current application and therefore reason for refusal (xiv) can be satisfactorily addressed.

### **Impact on Heritage Assets**

- 8.76 The proposed development area of site is located over 110 metres to the northeast of Crofton Old Church, a Grade II\* Listed Building. Views from the development site to the Church are largely obscured by the intervening woodland. However, the earlier application included housing development immediately adjacent to the western boundary hedgerow with the cemetery. This resulted in a greater prominence of the development to the adjacent cemetery and would have had a greater impact on the setting of the Church. The current proposal includes a significant landscaped strip along the western boundary. This change has reduced the impact and lowered the concern raised by Historic England to 'low'. No objection has been raised by the Council's Conservation Planner.
- 8.77 Further, having regard to the relevant advice in the National Planning Policy Framework (NPPF), the low level of impact considered by Historic England needs to be balanced against the response of the Council's Conservation Planner who raised no concerns, given the level of separation between the site and the Church. Paragraph 196 of the NPPF highlights that where development proposals would lead to less than substantial harm, the harm should be weighed against the public benefits. The scheme would provide

206 dwellings and make a noticeable contribution towards the current HLS shortfall, whilst also being sufficiently far enough away that it would not dominate the character or appearance of the immediate or wider setting of the listed buildings. Having regard to the above, Officers consider there would be no harm caused to the setting of the listed buildings and is therefore considered acceptable, and the changes made to the development ensure the scheme satisfactorily addresses reason for refusal (xv) from the earlier application.

- 8.78 In applying the statutory tests required under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990, it is considered that the proposed works would preserve the setting of Crofton Old Church and The Manor House. It is therefore considered that the development proposal accords with Policies CS17 and DSP5 of the Local Plan.

#### **Loss of Agricultural Land**

- 8.79 The land to the south of Oakcroft Lane is classified as Grade 3b (moderate quality) Agricultural Land, with the land north of Oakcroft Lane classified as a mixture of Grade 3b and Grade 2 (best and most versatile) Agricultural Land. Policy CS16 seeks to prevent the loss of the best and most versatile agricultural land.
- 8.80 The entire area would be taken out of agricultural use, with the lower graded land subject to the residential development and the best and most versatile land converted to a biodiversity enhancement area. The loss of the Grade 3b land is acceptable and is only considered capable of producing a moderate yield of a narrow range of crops. The loss of the Grade 2 land is regrettable and results in a conflict with Policy CS16. The field is relatively limited in size and is already being dissected by the Stubbington By-pass. Whilst its loss must be considered in the Planning Balance, the loss of the land from agricultural use was not raised as a reason for refusal in the earlier application proposal.

#### **e) The Planning Balance:**

- 8.81 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

*“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”.*

8.82 Paragraph 11 of the NPPF clarifies the presumption in favour of sustainable development in that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:

- The application of policies in the Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or
- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

8.83 The approach detailed within the preceding paragraph, has become known as the 'tilted balance' in that it tilts the planning balance in favour of sustainable development against the Development Plan.

8.84 The site lies outside of the defined urban settlement boundary and the proposal does not relate to agriculture, forestry, horticulture or required infrastructure. The principle of the proposed development of the site would be contrary to Policies CS2, CS6 and CS14 of the Core Strategy and Policy DSP6 of the Local Plan Part 2: Development Sites and Policies Plan.

8.85 The site also lies within the Stubbington to Fareham Strategic Gap, where it is important that development should not significantly affect the integrity of the Gap and the physical and visual separation of the settlements. The location of the site is immediately north and west of the existing urban area of Stubbington, and the part of the site proposed to be developed is bounded by the northern perimeter road of the settlement which is considered to contribute to the containment of the site. The development would not have a significant effect on the overall integrity of the Gap and the physical and visual separation of settlements. This conclusion was also reached by the Appeal Inspector in the determination of the appeal for the scheme of 16 dwellings at The Grange to the west of the site.

8.86 Officers have carefully assessed the proposals against Policy DSP40: Housing Allocations, which is engaged as this Council cannot demonstrate a 5YHLS. Officers have also given due regard to the updated 5YHLS position report presented earlier to the Planning Committee and the Government steer in respect of housing delivery. It is acknowledged that the proposal would make a significant contribution to the shortfall of houses in the Borough and would be relative in scale to the current shortfall, and thereby accord with point (i) of the Policy DSP40.

- 8.87 In addition, the proposal accords with points (ii), (iii) and (v) of Policy DSP40, in that it would be sustainably located and can be well integrated with the neighbouring settlement (point (ii) of DSP40). The development results in 55 fewer dwellings than the earlier planning application in turn resulting in a lower density scheme, which is considered to have been sensitively designed to minimise the visual appearance of the development from the immediate surrounding countryside and would not compromise the integrity of the Strategic Gap. The additional landscaping proposed, and wider street layout relates well to its edge of settlement location (point (iii) of DSP40).
- 8.88 In respect of environmental, amenity and traffic issues (including ecological mitigation), Officers are satisfied that these issues have been appropriately addressed in the submitted application, subject to appropriate conditions, the Section 106 legal agreement and habitat mitigation. The scheme will result in a net gain in biodiversity and safeguard all the land between Oakcroft Lane and the Stubbington by-pass for nature conservation and ensures no unacceptable adverse impact on the living conditions of existing and future residents. Further, the impact on the wider highway network has been carefully considered by Hampshire County Council who consider that the proposal would not have a significant impact on existing and future occupiers in terms of highway safety (point (v) of DSP40) subject to identified mitigation being secured.
- 8.89 Further, the low grading of the agricultural land to the south of Oakcroft Lane means its loss from agricultural use would not impact on the best and most versatile land elsewhere in the Borough. The best and most versatile agricultural land to the north of Oakcroft Lane would be lost, and therefore is considered to conflict with Policy CS16. This land has already been impacted by the route of the by-pass, and its use as a biodiversity enhancement area would contribute significantly to the wider Solent waders and Brent goose network.
- 8.90 In balancing the objectives of adopted policy which seeks to restrict development within the countryside and prevent the loss of the best and most versatile agricultural land alongside the shortage of housing supply, Officers acknowledge that the proposal could deliver an increase of 206 dwellings in the short term. The contribution the proposed scheme would make towards boosting the Borough's housing supply is substantial and would make a material contribution in light of the Council's current 5YHLS shortfall.
- 8.91 There is a conflict with development plan policies CS14 and CS16 which would ordinarily result in this proposal being considered unacceptable. Ordinarily CS14 would be the principal policy such that a scheme in the countryside should be refused. However, in light of the Council's lack of a

five-year housing land supply, development plan policy DSP40 is engaged and Officers have considered the scheme against the criterion therein. The scheme is considered to satisfy the five criteria and in the circumstances Officers consider that more weight should be given to this policy than CS14 such that, on balance, when considered against the development plan as a whole, the scheme should be approved.

8.92 In undertaking a detailed assessment of the proposals throughout this report and applying the 'tilted balance' to those assessments, Officers consider that:

- (i) There are no policies within the National Planning Policy Framework that protects areas or assets of particular importance which provide a clear reason for refusing the development proposed, particularly when taking into account that any significant effect upon Special Protection Areas can be mitigated through a financial contribution towards the Solent Recreation Mitigation Strategy; and,
- (ii) Any adverse impacts of granting planning permission would not significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole.

8.93 Having carefully considered all material planning considerations, Officers recommend that planning permission should therefore be granted subject to the imposition of appropriate planning conditions, and subject to the completion of a Section 106 legal agreement.

## **9.0 Recommendation**

- i) Confirm the applicant's document titled Shadow Habitat Regulations Assessment September 2020 and the Council's Appropriate Assessment titled 'Land West of Crofton Cemetery HRA and AA, together comprise the Council's Habitat Regulations Assessment:
- ii) delegate to the Head of Development Management to make any minor modifications to the proposed conditions or heads of term,  
  
And,
- iii) the applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council in respect of the following:

- a. To secure a financial contribution totalling £565,500 towards off site highway and public rights of way works;
- b. To secure the provision of highway improvements to be delivered by the developer through a Section 278 agreement with the Highway Authority;
- c. To secure the implementation of the Framework Travel Plan;
- d. To secure a financial contribution towards the Solent Recreation Mitigation Strategy (SRMS);
- e. To secure the provision of affordable housing on-site at an overall level of 40% and in line with the following size and tenure split:

Affordable Rent Units:	
1 bed dwellings	4
2 bed dwellings	24
3 bed dwellings	18
4 bed dwellings	4
Intermediate Units:	
2 bed dwellings	18
3 bed dwellings	14

- f. To secure a contribution of £978,444 towards education infrastructure and £42,000 for the provision of school travel plans and monitoring fees;
  - g. To secure the implementation of the Ecological Mitigation Land (land north of Oakcroft Lane) in accordance with details provided, after which the transfer of the land to Fareham Borough Council and the payment of £331,975 for the long-term maintenance and management of the land;
  - h. To secure the laying out, maintenance and future management arrangements of on-site routes, common space and open space within the development site, and to make the land available for public use;
  - i. To secure the provision of a Locally Equipped Area of Play (LEAP) within the site, and to make the area available for public use
- iv) GRANT PLANNING PERMISSION, subject to the following planning conditions:

1. The development hereby permitted shall commence within eighteen months from the date of this decision.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development hereby permitted shall be carried out strictly in accordance with the following drawings/documents:

- a) Location Plan (Drawing: A-02-001-LP);
- b) Site Layout (Drawing: A-02-015-SL Rev I);
- c) Tenure Plan (Drawing: A-02-010-TP Rev K);
- d) Building Heights (Drawing: A-02-012-BH Rev I);
- e) Boundary Treatments (Drawing: A-02-013-BT Rev I);
- f) North Oakcroft Lane Strategy (Drawing: PERSC22805 20);
- g) Habitat Plan (Drawing: PERSC22805 15 Sheet 1);
- h) Habitat Plan (Drawing: PERSC22805 15 Sheet 2);
- i) Tree Protection Plan (Drawing: PRI21504-03A Sheet 1 of 2);
- j) Tree Protection Plan (Drawing: PRI21504-03A Sheet 2 of 2);
- k) Swept Path Analyses (1 of 2) (Drawing: SPA-001 Rev A);
- l) Swept Path Analyses (2 of 2) (Drawing: SPA-002 Rev A);
- m) Swept Path Analyses (3 of 4) (Drawing: SPA-003);
- n) Swept Path Analyses (4 of 4) (Drawing: SPA-004);
- o) Substation Plans and Elevations (Drawing: SUB-001);
- p) Junction Visibility Splays (1 of 3) (Drawing: VS-001);
- q) Junction Visibility Splays (2 of 3) (Drawing: VS-002);
- r) Junction Visibility Splays (3 of 3) (Drawing: VC-003);
- s) Carleton (Drawing: CAR-001);
- t) Carleton – Type B (Drawing: CAR-002);
- u) Carleton – Tile hanging (Drawing: CAR-003);
- v) Charnwood Corner (Drawing: CHARN-C-001);
- w) Charnwood Corner – Type B (Drawing: CHARN-C-002);
- x) Charnwood Corner – WB (Drawing: CHARN-C-003);
- y) Charnwood Corner – Flint (Drawing: CHARN-C-004);
- z) Charnwood Corner – Bay (Drawing: CHARN-C-005);
- aa) Charnwood Corner – Bay Type B (Drawing: CHARN-C-006);
- bb) Dalby (Drawing: DALB-001);
- cc) Dalby (Drawing: DALB-002);
- dd) Single Garage (Drawing: Gar-001 Rev B);
- ee) Twin Garage (Drawing: Gar-002 Rev B);
- ff) Double Garage (Drawing: Gar-003 Rev B);
- gg) Greenwood (Drawing: GWD-001);
- hh) Greenwood Corner (Drawing: Gwd-C-001);
- ii) Haldon (Drawing: HAL-001);

jj) Haldon HA (Drawing: Hal-001);  
kk) Haldon HA MID (Drawing: HAL-HA-002);  
ll) Haldon HA END (Drawing: HAL-HA-003);  
mm) Haldon HA Type B (Drawing: HAL-HA-004);  
nn) Haldon HA Type B (Drawing: HAL-HA-005);  
oo) Haldon HA Type B (Drawing: HAL-HA-006);  
pp) Hanbury (Drawing: Han-001 Rev D);  
qq) Hanbury Type B (Drawing: Han-002 Rev D);  
rr) Hanbury Tile Hanging (Drawing: Han-003 Rev C);  
ss) Hanbury TH Mid (Drawing: Han-004 Rev C);  
tt) Hanbury TH – HIP (Drawing: Han-005 Rev B);  
uu) Hanbury – Barn Hip (Drawing: Han-006 Rev B);  
vv) Hanbury Corner (Drawing: Han-C-HA-001 Rev D);  
ww) Hanbury Corner – Type B (Drawing: Han-Cnr-002 Rev D);  
xx) Hanbury Corner – TH (Drawing: Han-Cnr-003 Rev C);  
yy) Hanbury Corner – Hip (Drawing: Han-Cnr-004 Rev B);  
zz) Hanbury Corner (Drawing: Han-Cnr-005 Rev A);  
aaa) Hanbury – HA (Drawing: HAN-HA-001 Rev A);  
bbb) Hanbury – HA (Drawing: HAN-HA-002 Rev A);  
ccc) Rendlesham HA MID (Drawing: REN-HA-002 Rev A);  
ddd) Rendlesham HA END (Drawing: REN-HA-003 Rev A);  
eee) Rendlesham HA Tile Hanging (Drawing: REN-HA-004 Rev A);  
fff) Sherwood (Drawing: SHER-001);  
ggg) Whinfell (Drawing: WHIN-001);  
hhh) Whinfell Type B (Drawing: WHIN-002);  
iii) Whinfell MID (Drawing: WHIN-003);  
jjj) Whinfell Type C (Drawing: WHIN-004);  
kkk) Whinfell Type D (Drawing: WHIN-005);  
lll) Whiteleaf (Drawing: WHLF-001 Rev A);  
mmm) Whiteleaf – WB Hipped (Drawing: WHLF-002);  
nnn) Windermere (Drawing: WIN-001);  
ooo) Windermere Type B (Drawing: WIN-002);  
ppp) Windermere Tile Hanging (Drawing: WIN-003);  
qqq) Windermere Tile Hanging V2 (Drawing: WIN-004);  
rrr) Windermere v2 (Drawing: WIN-005);  
sss) Windermere v2 Flint (Drawing: WIN-006);  
ttt) 4 x 1 Bed flats (Drawing: 4x 1bf-001 Rev A);  
uuu) 4 x 1 Bed flats (Drawing: 4x 1bf-002 Rev B);  
vvv) 4620a (Drawing: 4620a-001 Rev B);  
www) 4620a v2 (Drawing: 4620a-002);  
xxx) Bond (Drawing: BON-001 Rev B);  
yyy) Bond V2 (Drawing: BON-002);  
zzz) Knightsbridge (Drawing: KNI-001 Rev B);  
aaaa) Knightsbridge – Weather board (Drawing: KNI-002 Rev B);

bbbb) Marlborough (Drawing: MARL-001 Rev B);  
cccc) Marlborough – Weather board (Drawing: MARL-002 Rev B);  
dddd) Marlborough (Drawing: MARL-003 Rev A);  
eeee) Marylebone (Drawing: MAR-001 Rev B);  
ffff) Marylebone V2 (Drawing: MAR-002);  
gggg) Single Garage (Drawing: GAR-004 Rev A);  
hhhh) Twin Garage (Drawing: GAR-005 Rev A); and,  
iiii) Double Garage (Drawing: GAR-006 Rev A).  
REASON: To avoid any doubt over what has been permitted.

3. The development hereby permitted shall be undertaken in accordance with the materials and finishes as specified on Drawing A-02-011-MP Rev J (Materials Plan) and the submitted Schedule of Materials (dated February 2021). There shall be no deviation from these materials and finishes unless otherwise first agreed in writing with the Local Planning Authority.  
REASON: In the interests of visual amenity.

4. No part of the development hereby approved shall be occupied until the boundary treatment relating to it, as shown on Drawing A-02-013-BT Rev I (Boundary Treatment), has been fully implemented. The boundary treatment shall thereafter be retained at all times unless otherwise first agreed in writing with the Local Planning Authority.  
REASON: To protect the privacy of the occupiers of the neighbouring property, to prevent overlooking, and to ensure that the development harmonises well with its surroundings.

5. No dwelling hereby approved shall be first occupied until detailed plans and proposals have been submitted to the Local Planning Authority for approval showing:

- (i) Refuse bin storage (sufficient for 2no. 140 litre wheeled bins);
- (ii) Secure cycle storage.

The cycle storage required shall take the form of a covered building or other structure available on a 1 to 1 basis for each dwellinghouse hereby permitted. Once approved, the storage shall be provided for each dwellinghouse before the dwellinghouse to which it relates is first occupied, and shall thereafter be retained and kept available for the stated purpose.

REASON: To encourage non-car modes of transport and to ensure proper provision for refuse disposal.

6. No development shall take place until details of the width, alignment, gradient and type of construction proposed for any roads, footways and/or access(es), including all relevant horizontal and longitudinal cross sections showing the

existing and proposed ground levels, together with details of street lighting (where appropriate), the method of disposing of surface water, and details of a programme for the making up of roads and footways, have been submitted to and approved by the Local Planning Authority in writing. The development shall be subsequently carried out in accordance with the approved details.

REASON: To ensure that the roads are constructed to a satisfactory standard. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

7. No dwelling hereby permitted shall be first occupied until it has a direct connection, less the final carriageway and footway surfacing, to an existing highway. The final carriageway and footway surfacing shall be commenced within three months and completed within six months from the commencement of the penultimate building or dwelling for which permission is hereby granted. The roads and footways shall be laid out and made up in accordance with the approved specification, programme and details.

REASON: To ensure that the roads and footways are constructed in a satisfactory manner.

8. No dwelling, hereby approved, shall be first occupied until the approved parking and turning areas (where appropriate) for that property have been constructed in accordance with the approved details and made available for use. These areas shall thereafter be kept available for the parking and turning of vehicles at all times unless otherwise first agreed in writing by the Local Planning Authority following the submission of a planning application for that purpose.

REASON: In the interests of highway safety.

9. None of the development hereby permitted shall be occupied, or by such time as shall be agreed in writing with the Local Planning Authority, until the visitor parking spaces marked on the approved plan, and sufficient to serve that part of the overall development completed at that time, have been provided on site and these spaces shall be subsequently retained at all times.

REASON: The car parking provision on site has been assessed in the light of the provision of visitor parking spaces so that the lack of these spaces may give rise to on street parking problems in the future.

10. No dwelling hereby permitted shall be first occupied until the visibility splays at the junction of the estate road/access with the existing highway have been provided in accordance with the approved details. The visibility splays shall thereafter be kept clear of obstruction (nothing over 0.6m in height) at all times.

REASON: In the interests of highway safety

11. No development hereby permitted shall proceed beyond damp proof course (dpc) level until details, including location, type and technical specification of how electric vehicle charging points will be provided at the following level have been submitted to and approved by the local planning authority in writing:

a) Five dual Electric Vehicle (EV) charge points throughout the site to serve the visitors car parking spaces to serve the dwellings without on-plot charging points;

b) One Electric Vehicle (EV) charging point per dwelling, where parking is provided on plot which is contiguous with its associated dwelling.

The development shall be carried out in accordance with the approved details. Any deviation from these requirements must be submitted to and approved in writing by the Local Planning Authority.

REASON: To promote sustainable modes of transport, to reduce impacts on air quality arising from the use of motorcars and in the interests of addressing climate change.

12. The development hereby permitted shall proceed in accordance with the measures detailed within Section 5 of the Ecological Impact Assessment (ECOSA Ltd, revised September 2020), Ecological Management Plan (ECOSA Ltd, revised September 2020) and the Shadow Habitat Regulations Assessment (ECOSA Ltd).

REASON: To ensure the protection of habitats, species, and designated sites and their supportive network of habitats.

13. No development above damp proof course level shall continue until a scheme of lighting (during operational life of the development), designed to minimise impacts on wildlife, particularly bats, has been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details.

REASON: In order to minimise impacts of lighting on the ecological interest of the site.

14. The development hereby permitted shall be undertaken in accordance with the submitted Archaeological Written Scheme of Investigation (Cotswold Archaeology, dated September 2020 ref: AN0223), unless otherwise first agreed in writing by the Local Planning Authority.

REASON: To ensure that any archaeological features discovered on site are adequately protected.

15. No development shall take place until details of sewerage and surface water drainage works to serve the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The drainage schemes shall be in general accordance with the submitted Flood Risk Assessment (ref: AMc/19/0161/5909 Rev B, dated March 2019 and plans 5909-05E and 5909-25D), Surface Water Drainage Calculations (ref: AMc/20/MD/5909, dated September 2020).  
REASON: In order to ensure satisfactory disposal of sewage and surface water from the site.
16. The development hereby permitted shall be undertaken in accordance with the provisions set out within the Arboricultural Impact Assessment and Method Statement (prepared by ACD, ref PER21504aia-amsA, dated May 2020).  
REASON: To ensure that the trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability during the construction period.
17. No development shall take place until the tree protection measures as shown on PER21504-03A (Sheets 1 and 2) have been installed and shall thereafter be retained for the full duration of works or until such time as agreed in writing with the Local Planning Authority. No activities, nor material storage, nor placement of site huts or other equipment what-so-ever shall take place within the fencing without the prior written agreement of the Local Planning Authority.  
REASON: To ensure that the trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability during the construction period.
18. No development take place until details of the internal finished floor levels of all of the proposed buildings in relation to the existing and finished ground levels on the site and the adjacent land have been submitted to and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.  
REASON: To safeguard the character and appearance of the area and to assess the impact on nearby residential properties. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.
19. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential contamination are encountered, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before an

investigation and risk assessment of the identified material/ ground conditions has been undertaken and details of the findings along with a detailed remedial scheme, if required, has been submitted to and approved in writing by the Local Planning Authority. The remediation scheme shall be fully implemented and shall be validated in writing by an independent competent person as agreed with the LPA prior to the occupation of the unit(s).

REASON: To ensure that any potential contamination of the site is properly taken into account before development takes place.

20. Development shall be carried out in accordance with the recommendations set out within Paragraph 15.4 within the submitted acoustic report ref: SA-5785-3 dated April 2020.

REASON: In the interests of residential amenity.

21. None of the residential units hereby permitted shall be occupied until details of water efficiency measures to be installed in each dwelling have been submitted to and approved in writing by the Local Planning Authority. These water efficiency measures should be designed to ensure potable water consumption does not exceed an average of 110 litres per person per day. The development shall be carried out in accordance with the approved details.

REASON: In the interests of preserving water quality and resources.

22. No work on site relating to the construction of any of the development hereby permitted (Including works of demolition or preparation prior to operations) shall take place before the hours of 0800 or after 1800 Monday to Friday, before the hours of 0800 or after 1300 Saturdays or at all on Sundays or recognised bank and public holidays, unless otherwise first agreed in writing with the Local Planning Authority.

REASON: To protect the occupiers of nearby residential properties against noise and disturbance during the construction period.

23. No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority (LPA). The Construction Management Plan shall address the following matters:

a) How provision is to be made on site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;

b) the measures the developer will be implementing to ensure that operatives'/contractors/sub-contractors' vehicles and/or construction vehicles are parked within the planning application site;

c) the measures for cleaning the wheels and underside of all vehicles leaving the site;

d) a scheme for the suppression of any dust arising during construction or clearance works;

e) the measures for cleaning Oakcroft Lane, Mays Lane and Peak Lane to ensure that they are kept clear of any mud or other debris falling from construction vehicles, and

f) the areas to be used for the storage of building materials, plant, excavated materials and huts associated with the implementation of the approved development.

The development shall be carried out in accordance with the approved CMP and areas identified in the approved CMP for specified purposes shall thereafter be kept available for those uses at all times during the construction period, unless otherwise agreed in writing with the LPA. No construction vehicles shall leave the site unless the measures for cleaning the wheels and underside of construction vehicles are in place and operational, and the wheels and undersides of vehicles have been cleaned.

REASON: In the interests of highway safety and to ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

24. No materials obtained from site clearance or from construction works shall be burnt on the site.

REASON: In the interests of residential amenity.

25. The development hereby permitted shall proceed in accordance with the detailed landscaping scheme comprising drawings:

- a. Landscape Proposals (Drawing: PERSC22805 11 Sheet 1 Rev D);
- b. Landscape Proposals (Drawing: PERSC22805 11 Sheet 2 Rev D);
- c. Landscape Proposals (Drawing: PERSC22805 11 Sheet 3 Rev D);
- d. Landscape Proposals (Drawing: PERSC22805 11 Sheet 4 Rev D);
- e. Landscape Proposals (Drawing: PERSC22805 11 Sheet 5 Rev D);
- f. Landscape Proposals (Drawing: PERSC22805 11 Sheet 6 Rev D);
- g. Landscape Proposals (Drawing: PERSC22805 11 Sheet 7 Rev D);
- h. Landscape Proposals (Drawing: PERSC22805 11 Sheet 8 Rev D);
- i. Landscape Proposals (Drawing: PERSC22805 11 Sheet 9 Rev D);

j. Landscape Proposals (Drawing: PERSC22805 11 Sheet 10 Rev D);  
and,

k. Landscape Proposals (Drawing: PERSC22805 11 Sheet 11 Rev D).

Details of any variation from these approved landscaping proposals shall be submitted to and approved in writing by the Local Planning Authority.

REASON: In order to secure the satisfactory appearance of the development; in the interests of the visual amenities of the locality

26. The landscaping scheme approved under Condition 25 shall be implemented and completed within the first planting season following the commencement of the development or as otherwise agreed in writing with the Local Planning Authority and shall be maintained in accordance with the agreed schedule. Any trees or plants which, within a period of five years from first planting, are removed, die or, in the opinion of the Local Planning Authority, become seriously damaged or defective, shall be replaced, within the next available planting season, with others of the same species, size and number as originally approved.

REASON: To ensure the provision, establishment and maintenance of a standard of landscaping.

27. Prior to the installation of any street lighting, details of the location, height, luminaires and means of accessories to ensure lighting is kept away from mature trees and hedgerows shall be submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed and retained thereafter in accordance with the approved details.

REASON: To ensure the provision of suitable lighting within the site, in the interests of amenity.

28. No development hereby permitted shall proceed beyond damp proof course level until details of the finished treatment [and drainage] of all areas to be hard surfaced have been submitted to and approved by the Local Planning Authority in writing. The development shall thereafter be carried out in accordance with the approved details and the hard surfaced areas subsequently retained as constructed.

REASON: To secure the satisfactory appearance of the development

#### INFORMATIVES:

- a) Potentially contaminated ground conditions include: imported topsoil, made ground or backfill, buried rubbish, car parts, drums, containers or tanks, soil with extraneous items such as cement asbestos, builders rubble, metal fragments, ashy material, oily / fuel / solvent type smells from the soil, highly

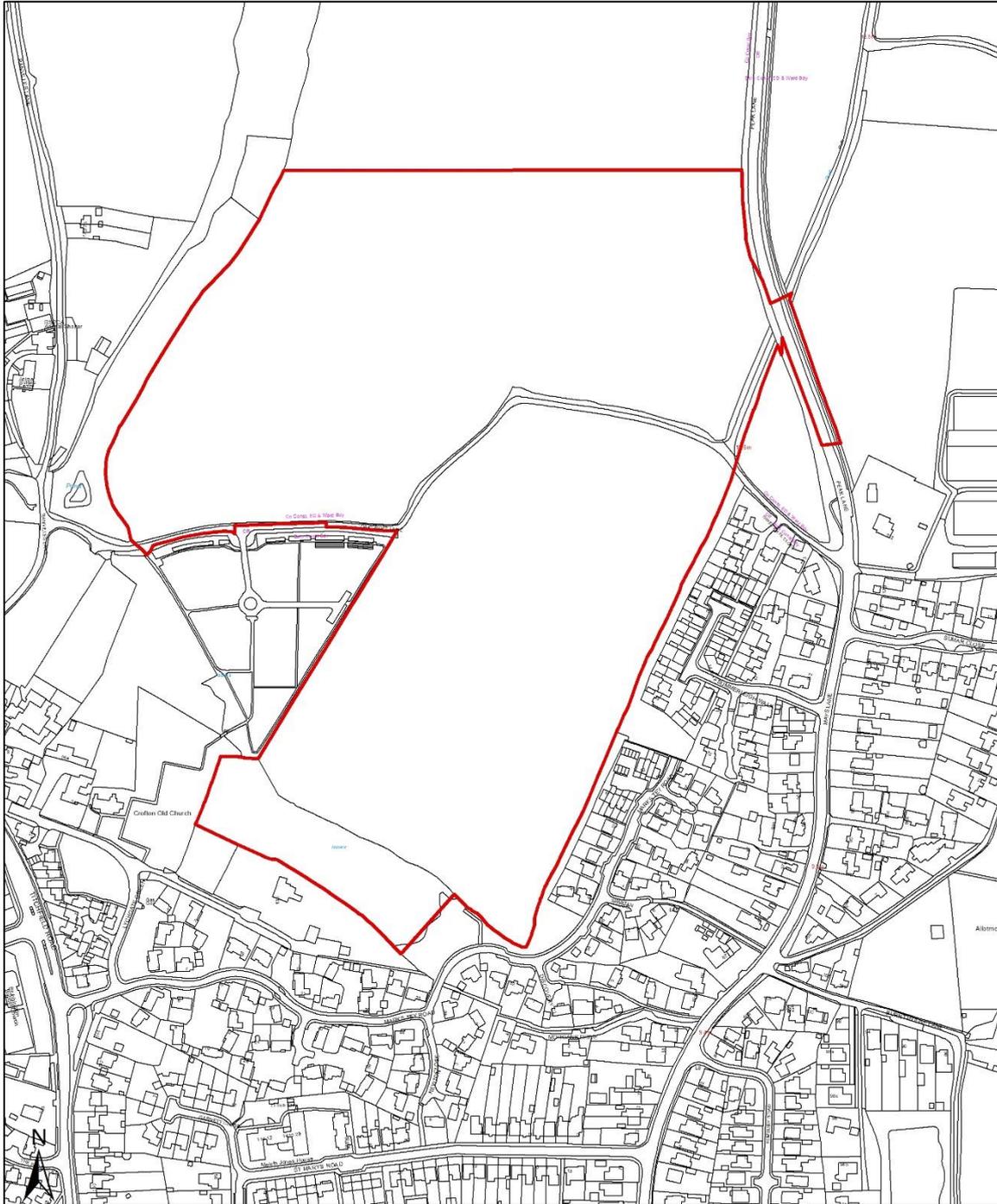
coloured material or black staining and liquid fuels or oils in the ground. If in any doubt please contact the Contaminated Land Officer on 01329 236100.

**11.0 Background Papers**

P/20/0522/FP

# FAREHAM

BOROUGH COUNCIL



Land E of Crofton Cemetery and W of Peak Lane

Scale 1:3,750

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## **UPDATES**

**for Committee Meeting to be held on 17/02/2021**

### **ZONE 1 – WESTERN WARDS**

(1.) P/20/0931/FP Park Gate

Edenholme, Duncan Road

1. An additional representation from April Rise (south of the site) has been received confirming that the boundary hedge along the southern boundary has been damaged. The representation requests that the hedge is retained.
2. The development will generate 0.75kg/N/year not 2.1 as stated in 8.23 of the report. The applicant has provided evidence to confirm that they have purchased 0.75 nitrate credits from the Hampshire and Isle of Wight Wildlife Trust therefore condition no. 3 is not required.

### **ZONE 2 – FAREHAM**

None

### **ZONE 3 – EASTERN WARDS**

(4.) P/20/0522/FP (Stubbington & Titchfield)

Land East of Crofton Cemetery and West of Peak Lane, Stubbington

- i) In respect of the Recommendation, Section 9.0, iii), e) with regard to the Heads of Term, in addition to the provision of 82 on site affordable dwellings, a financial contribution towards off-site provision equivalent to 0.4 units is also required.
- ii) A further 36 letters (from 34 addresses) from Third Parties have been received since the publication of the Committee Report. One letter was in support of the application, and the remaining letters were objections, although none raised any further matters than those listed in the Committee Report.

# FAREHAM

## BOROUGH COUNCIL

TOWN AND COUNTRY PLANNING ACT 1990

TOWN AND COUNTRY (DEVELOPMENT MANAGEMENT  
PROCEDURE) ORDER 2015

### **Planning Decision Notice**

Planning Application Reference: P/20/0522/FP

Decision Date: 18 February 2021

Fareham Borough Council, as the Local Planning Authority, hereby **REFUSES** the **Development comprising 206 dwellings, access road from Peak Lane maintaining link to Oakcroft Lane, stopping up of a section of Oakcroft Lane (from Old Peak Lane to access road), with car parking, landscaping, substation, public open space and associated works at Land East of Crofton Cemetery and West of Peak Lane, Stubbington, Fareham as proposed by application P/20/0522/FP** for the following reasons:

The development would be contrary to Policies CS2, CS4, CS6, CS14, CS15, CS17, CS18, CS20, and CS21 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP1, DSP2, DSP3, DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies Plan, and is unacceptable in that:

- i) the provision of dwellings in this location would be contrary to adopted local plan policies which seek to prevent residential development in the countryside.
- ii) the development of the site would result in an adverse visual effect on the immediate countryside setting around the site.
- iii) the introduction of dwellings in this location would fail to respond positively to and be respectful of the key characteristics of the area, in this countryside, edge of settlement location, providing limited green infrastructure and offering a lack of interconnected green/public spaces.

- iv) the quantum of development proposed would result in a cramped layout and would not deliver a housing scheme of high quality which respects and responds positively to the key characteristics of the area. Some of the house types also fail to meet with the Nationally Described Space Standards.
- v) had it not been for the overriding reasons for refusal the Council would have sought to secure the details of the SuDS strategy including the mechanisms for securing its long term maintenance.
- vi) in the absence of a legal agreement to secure such, the development proposal would fail to secure a provision of affordable housing at a level in accordance with the requirements of the Local Plan.
- vii) in the absence of a legal agreement to secure such, the proposal would fail to; a) provide satisfactory mitigation of the 'in combination' effects that the proposed increase in residential units on the site would cause through increased recreational disturbance on the Solent Coastal Special Protection Areas, and b) secure the creation of the ecological enhancement area and its long term management and maintenance to enhance the wider Solent Wader and Brent Goose network.
- viii) in the absence of a legal agreement securing provision of the open space and facilities and their associated management and maintenance, the recreational needs of residents of the proposed development would not be met.
- ix) in the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar.
- x) in the absence of a legal agreement to secure such, the proposal would fail to provide a financial contribution towards education provision.

## INFORMATIVES:

### 1. This decision relates to the following plans:

- a) Location Plan (Drawing: A-02-001-LP);
- b) Site Layout (Drawing: A-02-015-SL Rev I);
- c) Tenure Plan (Drawing: A-02-010-TP Rev K);
- d) Building Heights (Drawing: A-02-012-BH Rev I);
- e) Boundary Treatments (Drawing: A-02-013-BT Rev I);
- f) North Oakcroft Lane Strategy (Drawing: PERSC22805 20);
- g) Habitat Plan (Drawing: PERSC22805 15 Sheet 1);
- h) Habitat Plan (Drawing: PERSC22805 15 Sheet 2);
- i) Tree Protection Plan (Drawing: PRI21504-03A Sheet 1 of 2);
- j) Tree Protection Plan (Drawing: PRI21504-03A Sheet 2 of 2);
- k) Swept Path Analyses (1 of 2) (Drawing: SPA-001 Rev A);
- l) Swept Path Analyses (2 of 2) (Drawing: SPA-002 Rev A);
- m) Swept Path Analyses (3 of 4) (Drawing: SPA-003);
- n) Swept Path Analyses (4 of 4) (Drawing: SPA-004);
- o) Substation Plans and Elevations (Drawing: SUB-001);
- p) Junction Visibility Splays (1 of 3) (Drawing: VS-001);
- q) Junction Visibility Splays (2 of 3) (Drawing: VS-002);
- r) Junction Visibility Splays (3 of 3) (Drawing: VC-003);
- s) Carleton (Drawing: CAR-001);
- t) Carleton – Type B (Drawing: CAR-002);
- u) Carleton – Tile hanging (Drawing: CAR-003);
- v) Charnwood Corner (Drawing: CHARN-C-001);
- w) Charnwood Corner – Type B (Drawing: CHARN-C-002);
- x) Charnwood Corner – WB (Drawing: CHARN-C-003);
- y) Charnwood Corner – Flint (Drawing: CHARN-C-004);
- z) Charnwood Corner – Bay (Drawing: CHARN-C-005);
- aa) Charnwood Corner – Bay Type B (Drawing: CHARN-C-006);
- bb) Dalby (Drawing: DALB-001);
- cc) Dalby (Drawing: DALB-002);
- dd) Single Garage (Drawing: Gar-001 Rev B);
- ee) Twin Garage (Drawing: Gar-002 Rev B);
- ff) Double Garage (Drawing: Gar-003 Rev B);
- gg) Greenwood (Drawing: GWD-001);
- hh) Greenwood Corner (Drawing: Gwd-C-001);
- ii) Haldon (Drawing: HAL-001);
- jj) Haldon HA (Drawing: Hal-001);
- kk) Haldon HA MID (Drawing: HAL-HA-002);

ll) Haldon HA END (Drawing: HAL-HA-003);  
 mm) Haldon HA Type B (Drawing: HAL-HA-004);  
 nn) Haldon HA Type B (Drawing: HAL-HA-005);  
 oo) Haldon HA Type B (Drawing: HAL-HA-006);  
 pp) Hanbury (Drawing: Han-001 Rev D);  
 qq) Hanbury Type B (Drawing: Han-002 Rev D);  
 rr) Hanbury Tile Hanging (Drawing: Han-003 Rev C);  
 ss) Hanbury TH Mid (Drawing: Han-004 Rev C);  
 tt) Hanbury TH – HIP (Drawing: Han-005 Rev B);  
 uu) Hanbury – Barn Hip (Drawing: Han-006 Rev B);  
 vv) Hanbury Corner (Drawing: Han-C-HA-001 Rev D);  
 ww) Hanbury Corner – Type B (Drawing: Han-Cnr-002 Rev D);  
 xx) Hanbury Corner – TH (Drawing: Han-Cnr-003 Rev C);  
 yy) Hanbury Corner – Hip (Drawing: Han-Cnr-004 Rev B);  
 zz) Hanbury Corner (Drawing: Han-Cnr-005 Rev A);  
 aaa) Hanbury – HA (Drawing: HAN-HA-001 Rev A);  
 bbb) Hanbury – HA (Drawing: HAN-HA-002 Rev A);  
 ccc) Rendlesham HA MID (Drawing: REN-HA-002 Rev A);  
 ddd) Rendlesham HA END (Drawing: REN-HA-003 Rev A);  
 eee) Rendlesham HA Tile Hanging (Drawing: REN-HA-004 Rev A);  
 fff) Sherwood (Drawing: SHER-001);  
 ggg) Whinfell (Drawing: WHIN-001);  
 hhh) Whinfell Type B (Drawing: WHIN-002);  
 iii) Whinfell MID (Drawing: WHIN-003);  
 jjj) Whinfell Type C (Drawing: WHIN-004);  
 kkk) Whinfell Type D (Drawing: WHIN-005);  
 ll) Whiteleaf (Drawing: WHLF-001 Rev A);  
 mmm) Whiteleaf – WB Hipped (Drawing: WHLF-002);  
 nnn) Windermere (Drawing: WIN-001);  
 ooo) Windermere Type B (Drawing: WIN-002);  
 ppp) Windermere Tile Hanging (Drawing: WIN-003);  
 qq) Windermere Tile Hanging V2 (Drawing: WIN-004);  
 rrr) Windermere v2 (Drawing: WIN-005);  
 sss) Windermere v2 Flint (Drawing: WIN-006);  
 tt) 4 x 1 Bed flats (Drawing: 4x 1bf-001 Rev A);  
 uuu) 4 x 1 Bed flats (Drawing: 4x 1bf-002 Rev B);  
 vv) 4620a (Drawing: 4620a-001 Rev B);  
 www) 4620a v2 (Drawing: 4620a-002);  
 xxx) Bond (Drawing: BON-001 Rev B);  
 yyy) Bond V2 (Drawing: BON-002);  
 zzz) Knightsbridge (Drawing: KNI-001 Rev B);  
 aaaa) Knightsbridge – Weather board (Drawing: KNI-002 Rev B);  
 bbbb) Marlborough (Drawing: MARL-001 Rev B);

cccc) Marlborough – Weather board (Drawing: MARL-002 Rev B);  
dddd) Marlborough (Drawing: MARL-003 Rev A);  
eeee) Marylebone (Drawing: MAR-001 Rev B);  
ffff) Marylebone V2 (Drawing: MAR-002);  
gggg) Single Garage (Drawing: GAR-004 Rev A);  
hhhh) Twin Garage (Drawing: GAR-005 Rev A); and,  
iiii) Double Garage (Drawing: GAR-006 Rev A).

2. Subject to the applicant first entering into a legal agreement to the satisfaction of Fareham Borough Council and Hampshire County Council, to ensure the financial contribution towards the necessary off site highway and public rights of way works, no objection is raised to the proposal on technical highway grounds.

# **Notes to Accompany Planning Decision Notice**

Planning Application Ref: P/20/0522/FP

Decision Date: 18 February 2021

## **General Notes for Your Information:**

- The decision documents can be obtained by viewing the submitted application online at [www.fareham.gov.uk/planning](http://www.fareham.gov.uk/planning)
- Please contact the officer who handled this application Peter Kneen on 01329 824363 or at [pkneen@fareham.gov.uk](mailto:pkneen@fareham.gov.uk) if:
  - You would like clarification about this notice
  - You are unhappy with this decision or the way it has been reached

## **Right of appeal:**

- The person who made this application has the right to appeal to the Secretary of State.
- Appeals must be made within 6 months of the date of this decision notice.
- The Secretary of State can allow a longer period for giving notice of an appeal, but will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.
- Appeals are handled by the Planning Inspectorate on behalf of the Secretary of State. Appeals must be made using a form which you can get from:
  - Initial Appeals, The Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN;
  - Or submit online at The Planning Inspectorate website at
  - [www.gov.uk/planning-inspectorate](http://www.gov.uk/planning-inspectorate)
- There is no third party right of appeal for neighbours or objectors.
- If you intend to submit an appeal that you would like examined by inquiry then you must notify the Local Planning Authority and Planning Inspectorate ([inquiryappeals@planninginspectorate.gov.uk](mailto:inquiryappeals@planninginspectorate.gov.uk)) at least 10 days before submitting the appeal. Further details are on GOV.UK.

**Purchase Notices:**

- If either the local planning authority or the Secretary of State refuses permission to develop land or grants it subject to conditions, the owner may claim that the owner can neither put the land to a reasonably beneficial use in its existing state nor render the land capable of a reasonably beneficial use by the carrying out of any development which has been or would be permitted.
- In these circumstances, the owner may serve a purchase notice on the Council. This notice will require the Council to purchase the owner's interest in the land.



Drawing Title		Job No	Drawing No	Rev	Rev	Date	Revision Details	Dr	Ch
Location Plan		220	A-02-001-LP	-					
		Drawn br	Checked sc	Date 13.02.19					
Job Title		Scale							
Oakcroft Lane, Stubbington		1:5000 @ A4							
					<p style="text-align: center; font-size: 24pt; font-weight: bold;">APPROVAL</p>				
		<p style="text-align: center;">Status</p>							

Persimmon Homes. No dimensions to be scaled from drawing except for the purposes of Planning Applications. The contractor should check all dimensions on site. It is the contractors responsibility to ensure compliance with Building Regulations.



I	01.02.21	Plot 134 garage removed to allow garden lengths to increase.	br	db
H	08.01.21	Houses replaced to NSS requirements	br	db
C	09.10.20	Minor improvements to road network	br	db
F	16.09.20	Planning Officer comments incorporated	br	db
E	22.04.20	Bypass junction amended	br	db
D	25.02.20	see planning cover note	br	db
C	05.11.19	see planning cover note	br	db
B	20.09.19	see planning cover note	br	db
A	22.07.19	see planning cover note dated 23 July	br	db

Rev	Date	Revision Details	Dr	Ch
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Job Title  
**Oakcroft Lane, Stubbington**

Drawing Title  
**Site Layout**

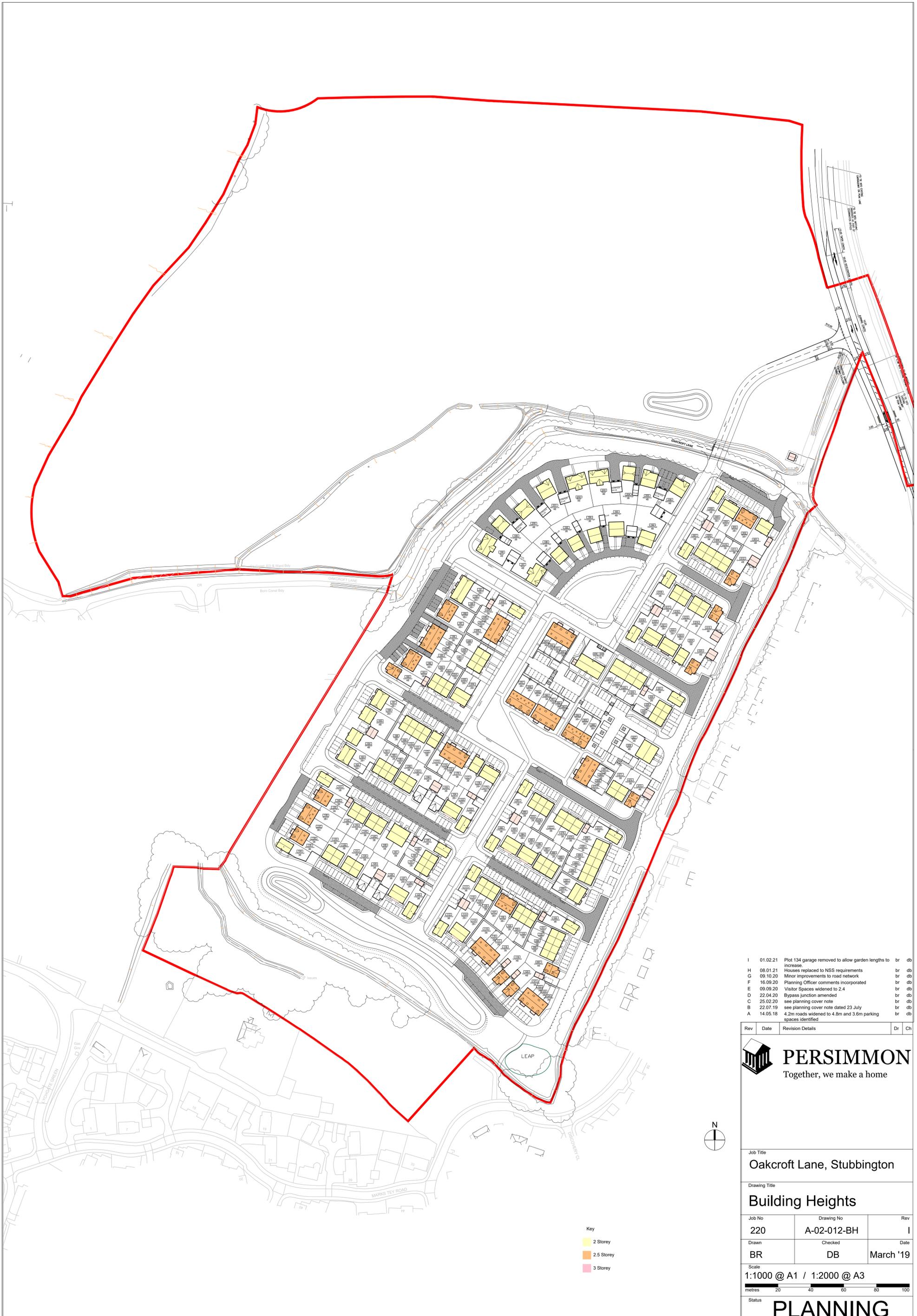
Job No	Drawing No	Rev
220	A-02-015-SL	I
Drawn	Checked	Date
BR	DB	March '19

Scale  
**1:1000 @ A1 / 1:2000 @ A3**

Status  
**PLANNING**

File Location: s:\south\technical\current sites\stubbington - oakcroft\drawings\architect\planning\drawings

Persimmon Homes. No dimensions to be scaled from drawing except for the purposes of Planning Applications. The contractor should check all dimensions on site. It is the contractor's responsibility to ensure compliance with Building Regulations. No drawings should be copied or modified without permission from Persimmon Homes.



- Key
- 2 Storey
  - 2.5 Storey
  - 3 Storey

I	01.02.21	Plot 134 garage removed to allow garden lengths to increase.	br	db
H	08.01.21	Houses replaced to NSS requirements	br	db
G	09.10.20	Minor improvements to road network	br	db
F	16.09.20	Planning Officer comments incorporated	br	db
E	09.09.20	Visitor Spaces widened to 2.4	br	db
D	22.04.20	Bypass junction amended	br	db
C	25.02.20	see planning cover note	br	db
B	22.07.19	see planning cover note dated 23 July	br	db
A	14.05.18	4.2m roads widened to 4.8m and 3.6m parking spaces identified	br	db

Rev	Date	Revision Details	Dr	Ch
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**PERSIMMON**  
Together, we make a home

Job Title  
**Oakcroft Lane, Stubbington**

Drawing Title  
**Building Heights**

Job No	Drawing No	Rev
220	A-02-012-BH	I
Drawn	Checked	Date
BR	DB	March '19

Scale  
**1:1000 @ A1 / 1:2000 @ A3**

Status  
**PLANNING**

OAKCROFT LANE,  
STUBBINGTON

# LANDSCAPE AND VISUAL IMPACT ASSESSMENT



Ecology  
Archaeology  
Arboriculture  
Landscape Architecture



PERSIMMON

<b>Written By:</b>	DKM
<b>Checked By:</b>	JS
<b>Date:</b>	March 2019
<b>Document File Ref:</b>	PER21504Ivia
<b>Revision:</b>	-

## Contents

<b>1.0</b>	<b>Non-Technical Summary</b>	<b>1</b>
<b>2.0</b>	<b>Introduction, Purpose and Methodology</b>	<b>4</b>
<b>3.0</b>	<b>Policy</b>	<b>7</b>
<b>4.0</b>	<b>Baseline Information: Character</b>	<b>14</b>
<b>5.0</b>	<b>Baseline Conditions: Visual</b>	<b>23</b>
<b>6.0</b>	<b>Proposals and Mitigation</b>	<b>27</b>
<b>7.0</b>	<b>Assessment of Effects</b>	<b>32</b>
<b>8.0</b>	<b>Conclusions and Discussions</b>	<b>46</b>
<b>9.0</b>	<b>Appendices</b>	<b>48</b>

## 1.0 Non-Technical Summary

- 1.1 ACD Environmental has been commissioned to undertake a Landscape and Visual Impact Assessment (LVIA) of the proposed residential development at land south of Oakcroft Lane, Stubbington on behalf of Persimmon Homes.
- 1.2 The LVIA was requested by the Fareham Borough Council and forms part of a suite of documents to support the planning application for the development proposals.
- 1.3 The proposals are for the residential development of 261 units with associated road infrastructure and a provision of open space including play areas, pond area, proposed trees, hedges and planting together with the retained vegetation.
- 1.4 The application site covers approximately 18.75ha and comprises two parcels, the proposed residential development parcel to the south of Oakcroft Lane referred to in the document as 'the site' and the parcel to the north of Oakcroft Lane, referred to in the document as 'the application site'. The northern parcel will remain as an undeveloped land to be bounded by the future Stubbington Bypass at its northern and eastern boundary.
- 1.5 In compiling this baseline information for this report, ACD have undertaken a desktop study including reviews of aerial photography, web searches, Local Planning Authority (LPA) publications, local landscape character assessments and National Character Assessment (NCA) information. ACD then undertook a field assessment which includes a photographic survey of the landscape, using photography from a number of representative viewpoints.
- 1.6 The development site is situated to the north of Stubbington and to the south-west of Fareham and falls within the 'Strategic Gap' between Fareham and Stubbington.
- 1.7 It is bounded by the rear gardens of properties along Marks Tey Road and Summerleigh Walk to the east, open arable fields to the north, woodland area to the south and the Crofton cemetery to the east.

- 1.8 The development site is located on generally flat ground and rises very gently towards the north-eastern corner. This site consists of open arable land and it is enclosed on its northern, eastern and southern boundaries and partly on the western boundary, by well-established trees, hedgerows and understorey planting which reduce the visibility of the development site from its immediate surroundings. Access will be off Peak Lane.
- 1.9 As the Site is set back from the edge of Marks Tey Road and Summerleigh Walk behind existing residential properties and back gardens, only very limited views of the Site are available between gaps in this almost continuous built form along these roads. Residents from the properties adjacent to the Site boundary would experience more open views of the development due to their proximity. The northern boundary is formed by a line of poplars with very limited scrub layer and filtered views are available from Oakcroft Lane. Views are also available from the adjacent cemetery over the intervening field boundary hedgerow. These would be buffered to a certain extent by proposed mitigation planting.
- 1.10 The application site does not fall within the boundary of any designated landscape, but some fall within the 2.5km study area, including Southampton Water Ramsar and SPA, Titchfield Haven LNR and NNR and SSSI located to the west of the application site. There are also a number of public footpaths and Solent Way Walk long distance route, with receptors who will have a degree of focus on the landscape.
- 1.11 Field work has confirmed that due to the intervening distance, mature vegetation and the existing built environment, there would be no views of the proposed development from the Designated Areas and the Solent Way Walk.
- 1.12 Figure 3 shows the pattern of settlements and scattered buildings, with associated infrastructure including Royal Navy establishments, Public Rights of Way (PROW) and local roads, within the 2.5km study area. The significant features that also fall within the study area are the Peel Common Sewage Treatments Works , the Solar Energy Farm and the Solent Airport.

- 1.13 Although the ZTV indicates extensive areas of theoretical visibility within the existing settlements in the study area, field observation has confirmed that due to a combination of localised topography, intervening built form and vegetation, there would be very little to no visibility from visual receptors within those areas.
- 1.14 The roads that pass through the surroundings are Titchfield Road, Ranvilles Lane and Peak Lane. Field work has established that due to the intervening distance, built form and vegetation, effects on users of these routes will be minimal.
- 1.15 The future Stubbington Bypass, with its elevated position and associated vegetation, will also form an additional visual barrier to long distance views from a number of potential receptors to the north and east of the study area.
- 1.16 Site observations have also confirmed that due to a combination of intervening vegetation and built form, there would be very limited to no views of the proposed development from the network of PRow within the study area. Some views of the proposed development through the gappy boundary vegetation will be available from the PRow nr 509 that passes through the woodland in the southern area of the site and from the PRow nr 67 due to its open aspect and proximity to the Site. These would be buffered to a certain extent by proposed mitigation planting. Views from the PRow nr 67 will be further reduced once the consented Stubbington Bypass is built.
- 1.17 Following the implementation of the landscape strategy and mitigation planting, residual overall visual effects of the proposed development will remain for viewpoints along the Oakcroft Lane, Marks Tey Road, Crofton Cemetery and the PRow no 509.
- 1.18 It is considered in landscape and visual terms that the proposal would not impact negatively on the perceived coalescence between Fareham and Stubbington as described in paragraph 9.9.

## 2.0 Introduction, Purpose and Methodology

### *Introduction*

- 2.1 ACD Environmental has been commissioned by Persimmon Homes to undertake a Landscape and Visual Impact Assessment (LVIA) for the proposed residential development at land south of Oakcroft Lane ('the Site') to inform planning proposals and accompany the planning application for the site.
- 2.2 This document has been updated to address consultation feedback and provide supplementary information in support of the application.
- 2.3 The development proposals are for 261 units. This is outlined in the appendices of this report and shown on **Figure 6**.
- 2.4 The site is located in Stubbington, Hampshire. An ordnance survey plan showing the site location is included in the appendices of this report and is shown on **Figure 1**.
- 2.5 The application site covers approximately 18.75 hectares and comprises two agricultural fields with boundary vegetation and a small copse to the south-west of the site. The southern field proposed for the residential development is bounded to the south by existing woodland, to the east by residential properties, and to the north by agricultural fields, including the area of land proposed for the construction of the consented Stubbington Bypass. Crofton Cemetery bounds the west of the site. The northern and southern parcels of land are bisected by Oakcroft Lane. An aerial photograph of the site is included in the appendices of this report and is shown on **Figure 2**.
- 2.6 The Multi-Agency Geographic Information for the Countryside (MAGIC) database (DEFRA, 2018) was reviewed to establish the location of statutory designated sites located within the vicinity of the site. This included a search for all internationally and nationally designated sites such as Special Protection Areas (SPAs), Special Areas of Conservation (SACs), Wetlands of International Importance (Ramsar sites), Sites of Special Scientific Interest (SSSIs), National

Nature Reserves (NNRs) and Local Nature Reserves (LNRs) within one 2.5km of the site. See **Figure 5** for details.

- 2.7 The study area comprises the following designation areas which are all located to the south-west of the study area: Southampton Water Ramsar and SPA, Titchfield Haven LNR and NNR and SSSI. A Designations Plan is included in the appendices of this report and is shown on **Figure 5**.
- 2.8 The proposed development has considered the relevant policies of the National Planning Policy Framework (NPPF) and the Fareham Borough Local Plan including Core Strategy (part1) and Development Sites and Policies (part2). The relevant policies of which can be found within **Appendix H**.

#### *Purpose*

- 2.9 LVIA's can be defined as a mechanism by which the landscape can be assessed against its capacity to accommodate change.
- 2.10 The aim of this report is to provide a full assessment of the potential landscape and visual effects of a proposed development upon the receiving landscape, in line with current legislation and guidance.
- 2.11 In compiling this baseline information for this report, ACD have undertaken the following:
- A desktop study of relevant background documents, maps and databases. The desktop study included reviews of aerial photography, web searches, Local Planning Authority (LPA) publications and landscape character assessments and National Character Assessment (NCA) information;
  - A field assessment which includes a photographic survey of the landscape, using photography from a number of representative viewpoints. The field assessment was undertaken by a qualified landscape architect; and

- Providing the baseline conditions with respect to landscape character and receptors visual amenity.

### *Methodology*

- 2.12 This proposal is not subject to an Environmental Impact Assessment (EIA). However, this LVIA has been undertaken in accordance with 'Guidelines for Landscape and Visual Impact Assessment' (Third Edition), published by the Landscape Institute and the IEMA (2013) (GLVIA) as this document is relevant to non-EIA schemes. Reference was also made to 'An Approach to Landscape Character Assessment' (Second Edition), published by Natural England (2018).
- 2.13 Potential receptors were identified within the study area and the assessment identifies the sensitivity of receptors, the magnitude of change and the level of effect. The methodology of assessment is included within **Appendix A**.

### *Study Area*

- 2.14 The study area was set to a radius of approximately 2.5km from the centre of the site (50°50'12.83"N, 1°12'46.88"W) on the basis that, at this distance, this form of development, when seen by the human eye, would be hardly discernible or not legible. The 2.5km study area is shown on the designations plan is included in the appendices of this report and is shown on **Figure 5**.
- 2.15 The baseline information focused on identifying national and local landscape and other associated designation within 2.5km of the site and providing a general understanding of the site, its location within the landscape and context.

## 3.0 Policy

### *Landscape Planning Policies*

3.1 Guidelines, legislation and planning policy documents provide the framework for the protection and conservation of landscape within the study area, the most relevant of which are outlined below.

3.2 Of these, statutes exist to ensure both direct and indirect protection of our most valued and important landscapes, their intrinsic visual qualities and the individual elements and components that constitute their appeal. Those with direct relevance to the assessment comprise the following:

- The Countryside and Rights of Way Act 2000;
- Wildlife and Countryside Act 1981;
- Town and Country Planning Act 1990;
- Hedgerow Regulations 1997;
- Environment Act 1995;
- Countryside Act 1968; and
- The National Parks and Access to the Countryside Act 1949.

### *National Planning Policy*

3.3 The National Planning Policy Framework (NPPF) sets out the government's requirements for the planning system in England. The original document was published in 2012 with the revised NPPF published in February 2019. A number of sections of the NPPF are relevant when taking into account development proposals and the environment.

3.4 At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For landscape, this

means recognising the intrinsic beauty of the countryside and balancing any harm to the land resource with the benefits of the scheme in other respects. This balance is to be undertaken by the decision makers and falls outside the remit of this report. The benefits of the scheme are to be weighed against the effects on the landscape character and visual amenity as set out in this report and as detailed in the Planning Statement accompanying this application.

- 3.5 Paragraph 117 within Chapter 11 'Making effective use of land', states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 3.6 Paragraph 119 of the same chapter 11, outlines that Local planning authorities, and other plan-making bodies, should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs.
- 3.7 Paragraph 127 within Chapter 12 'Achieving well-designed places' states that planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
  - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
  - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
  - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*

*e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

*f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users<sup>46</sup>; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

Aspects of protecting and enhancing valued landscapes are dealt with under paragraph 170 and relate to sites of biodiversity or geological value and soils.

*a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*

3.8 Following on from this, it is notable that the proposed development site is identified in the Ecological Impact Assessment (ECOSA Ltd, 2018) as arable habitat with occasional grassland areas and ruderal vegetation which are assessed as having no more than site value. The woodland, mature trees and hedgerows are of local importance and will be retained and enhanced where possible.

3.9 The trees, woodlands and hedgerows contribute greatly to the local distinctiveness of the area providing ecological, amenity, recreational and economic value.

#### *Local Planning Policy and guidelines*

3.10 Local planning policy within Fareham Borough is provided by the adopted Core Strategy August 2011 and policies within the Fareham Borough Council Local Plan, adopted June 2015. A total of 5 policies specifically refer to landscape, countryside protection and Strategic Gap.

**Policy CS4:** Green Infrastructure, Biodiversity and Geological Conservation.

- Ensures protection of habitats important to the biodiversity of the Borough, including Sites of Special Scientific Interest, Sites of Importance for Nature Conservation, areas of woodland, the coast and trees.
- Outlines that development proposals will be permitted where Green Infrastructure provision in accordance with the Green Infrastructure Strategy has been integrated within the development where this is appropriate

**Policy CS14: Development Outside Settlements**

- Ensures that built development on land outside the defined settlements is strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure. The conversion of existing buildings will be favoured. Replacement buildings must reduce the impact of development and be grouped with other existing buildings, where possible. In coastal locations, development should not have an adverse impact on the special character of the coast when viewed from the land or water

**Policy CS17: High Quality Design**

- Ensures that all development, buildings and spaces will be of a high quality of design and be safe and easily accessed by all members of the community. Proposals will need to demonstrate adherence to the principles of urban design and sustainability to help create quality places.

**Policy CS21: Protection and Provision of Open Space**

- Outlines that the Borough Council will safeguard and enhance existing open spaces and establish networks of Green Infrastructure to add value to their wildlife and recreational functions Development which would result in the loss of or reduce the recreational value of open space,

including public and private playing fields, allotments and informal open space will not be permitted, unless it is of poor quality, under-used, or has low potential for open space and a better quality replacement site is provided which is equivalent in terms of accessibility and size.

- Outlines that proposals for new residential development will be permitted provided that, where existing provision is insufficient to provide for the additional population, public open space is provided. In addition to these, where existing provision is insufficient to provide for the additional population, the Borough Council will seek the provision of accessible greenspace which meets the standards set out in the South East Green Infrastructure Framework including Accessible Natural Green Space standards.

#### **Policy CS22: Development in Strategic Gaps**

- Ensures that land within a Strategic Gap will be treated as countryside. Development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements. Strategic Gaps have been identified between Fareham/Stubbington and Western Wards/Whiteley (the Meon gap); and Stubbington/Lee on the Solent and Fareham/Gosport.
- Outlines that their boundaries will be reviewed in accordance with the following criteria:
  - a) The open nature/sense of separation between settlements cannot be retained by other policy designations;
  - b) The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;

c) In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation.

**Policy DSP6: New Residential Development Outside of the Defined Urban Settlement Boundaries**

- Outlines that there will be a presumption against new residential development outside of the defined urban settlement boundaries (as identified on the Policies Map). New residential development will be permitted in instances where one or more of the following apply:
  - It has been demonstrated that there is an essential need for a rural worker to live permanently at or near his/her place of work; or
  - It involves a conversion of an existing non-residential building where;
    - a) the buildings proposed for conversion are of permanent and substantial construction and do not require major or complete reconstruction; and b) evidence has been provided to demonstrate that no other suitable alternative uses can be found and conversion would lead to an enhancement to the building's immediate setting.
  - It comprises one or two new dwellings which infill an existing and continuous built-up residential frontage, where: a) The new dwellings and plots are consistent in terms of size and character to the adjoining properties and would not harm the character of the area; and
  - It does not result in the extension of an existing frontage or the consolidation of an isolated group of dwellings; and
  - It does not involve the siting of dwellings at the rear of the new or existing dwellings.
  - It is in keeping with the character, scale and appearance of the surrounding area; and ii. It will not detract from the existing landscape; and iii. It respects views into and out of the site.

- Outlines that new buildings should be well-designed to respect the character of the area and, where possible, should be grouped with existing buildings.
- Ensures that proposals should have particular regard to the requirements of Core Strategy Policy CS14: Development Outside Settlements, and Core Strategy Policy CS6: The Development Strategy. They should avoid the loss of significant trees, should not have an unacceptable impact on the amenity of residents, and should not result in unacceptable environmental or ecological impacts, or detrimental impact on the character or landscape of the surrounding area.

#### *PUSH Green Infrastructure Strategy*

- 3.11 Green Infrastructure (GI) is a network of multi-functional green spaces, green links and other green areas which link urban areas with the wider countryside. The purpose of this strategy is to set the vision and framework for the delivery of an integrated network of strategic green infrastructure across the South Hampshire sub-region.
- 3.12 It outlines a desire for new strategic GI to be embedded within new or existing development / communities rather than increasing the burden on existing GI and sensitive sites, and where new GI is proposed outside of settlements, appropriate sustainable links are created to enable communities to access GI

## 4.0 Baseline Information: Character

4.1 This section identifies potential receptors within the study area and provides a description of the site, study area and landscape context. Desktop and field analysis has been used to scope out sensitive receptors within the 2.5km study area.

4.2 Landscape related designations are shown in the appendices of this report and are shown on **Figure 5**.

*Southampton Water Ramsar/ Special Protection Area, Titchfield Haven Local Nature Reserve/ National Nature Reserve/ Site of Special Scientific Interest*

4.3 The application site does not fall within the boundary of any designated landscape, but some designations fall within the 2.5km study area.

4.4 Viewpoints 10, 14, 16 and 19 to the east of the study area, are representative of the impact on the designation sites, although there are no views of the site due to intervening built form, roadside and field vegetation.

*National Trails*

4.5 The Solent Way is a long-distance route which mostly follows the coast line. Viewpoint 16 represents the impact along this route. The trail passes through the southern part of study area. North of viewpoint 16, the settlements of Stubbington and Hill Head forms a dense visual barrier to views of the site.

*Public Rights of Way*

4.6 There are a number of Public Rights of Way (PRoW) which transect the landscape and are shown on the Ordnance Survey Plan which is included in the appendices of this report and is shown on **Figure 1**. There are PRoW's to the north (no 67), north-west (no 49) and north-east (no 68) of the site, and viewpoints 6, 11 and 15 are representative of these. Views from the east are representative of viewpoint 12 (no 70). Further south-east along the B3334, viewpoint 17 (no 73c) is representative of this. Viewpoints 9 (no 50), 10 (no 50),

18 (no 38) and 19 (no 34) reflect PRow's to the west. Viewpoints 3 (no 509) and 13 (no 66) represent PRow's to the south and within proximity to the development site.

- 4.7 Site observations have confirmed that due to combination of intervening vegetation and built form, there would be very limited to no views of the proposed development from the network of PRow within the study area. Filtered views of the proposed development through the boundary vegetation are available from the PRow no 509 that passes through the woodland in the southern area of the site and from the PRow no 67, due to its open aspect and proximity to the Site. Views from the PRow no 67 will be foreshorten once the consented Stubbington Bypass is built. This viewpoint also represents future visual receptors associated with the Bypass.

*Road, Street and Lane Network in the immediate locality*

- 4.8 As the Site is set back from the edge of Marks Tey Road and Summerleigh Walk and sits behind existing residential properties and back gardens, only glimpsed views of the development site will be available between gaps in built form along these roads. Residents from the properties with back gardens adjacent to the Site boundary will be likely to experience more open views of the development due to proximity. Viewpoint 4 reflects views from Marks Tey Road towards the site. This viewpoint also represents users of public open space adjacent to Marks Tey Road and people occupying properties to the immediate south of the development site where the greatest effects would be anticipated.
- 4.9 The northern boundary of the development site is formed by a line of poplars with very limited scrub layer and filtered views are available from Oakcroft Lane and viewpoints 1 and 5 are representative of this. Views are also available from the adjacent cemetery over the intervening field boundary hedgerow and viewpoint 2 is representative of this.
- 4.10 Viewpoint 7 represents people occupying individual properties, farms and workplaces along Ranvilles Lane. The vegetation along Oakcroft Lane forms a

visual barrier to the majority of views towards the proposals from this direction, but the roof lines of dwellings in the west may be visible.

### *Heritage Designations*

- 4.11 Within the study area there is a Scheduled Monument named Fort Fareham located to the north-east behind Longfield Avenue. Viewpoint 11 is representative of the impact on this, although there are no views of the site from this viewpoint and the Fort Fareham is surrounded by woodland.
- 4.12 There are a number of Listed Buildings within the study area throughout the surrounding settlements. The listed buildings are located within other areas of built form or vegetation and as such there are no views of the site from these locations.

### *Landscape Character*

- 4.13 A review of site and local landscape character has been undertaken as part of this report and includes a review of the National Character Assessment, Landscape Character Assessments and site assessment.

### *National Character Assessment*

- 4.14 Natural England has published a study entitled 'Countryside Character Initiative'. This initiative is concerned with the management of England's countryside through an understanding of its character. It aims to guide policy developments, national decision making, and give a context to local planning, action and development.
- 4.15 The site lies within the South Coast Plain National Character Area (NCA) 126.
- 4.16 The key characteristics of this area are:
- *The plain slopes gently southwards towards the coast. From the coastal plain edge there are long views towards the sea and the Isle of Wight,*

- *The underlying geology of flinty marine and valley gravels extends several miles inland to the dip slope of the South Downs and the South Hampshire Lowlands. This gives rise to deep and well-drained highquality soils.*
- *In places, streams and rivers flow south from the higher land of the Downs to the sea.*
- *Coastal inlets and ‘harbours’ contain a diverse landscape of narrow tidal creeks, mudflats, shingle beaches, dunes, grazing marshes and paddocks. These include the internationally important Chichester, Langstone, Portsmouth and Pagham harbours, the Hamble Estuary and the recent coastal realignment site at Medmerry between Chichester Harbour and Selsey.*
- *There are stretches of farmed land between developed areas, often with large arable fields defined by low hedges or ditches.*
- *There are isolated remnants of coastal heath in the west.*
- *Sand dune grasses and intertidal marsh communities are characteristic of the coastline, while small areas of species-rich meadow remain inland.*
- *The coastline provides feeding grounds for internationally protected populations of overwintering waders and wildfowl and is also extensively used for recreation.*
- *Along the exposed, open coastal plain and shoreline, tree cover is limited to isolated wind-sculpted woodlands and shelterbelts.*
- *The area has significant urban development, with settlements along the coastline dominated by the Portsmouth conurbation, suburban villages and seaside towns including Bognor Regis, Littlehampton and Worthing linked by major road and rail systems.*

### *Landscape Character Assessment*

- 4.17 There are a number of Landscape Character Assessments (LCA) prepared for Fareham Borough Council. A LCA was prepared by LDA Design for the Adopted Local Plan in August 2017 which offers guidance on the sub regional level character. This is considered to replace the Fareham Landscape Assessment, undertaken in 1996.
- 4.18 The site falls within character area LC/A7 Fareham/ Stubbington Gap. The key characteristics of the LCA are listed fully within **Appendix H**.
- 4.19 The relevant landscape characteristics of area LC/A7 are level or gently undulating landform, open, predominantly arable farmland and horticulture, a few scattered farmsteads/horticultural holdings, some intrusion from neighbouring development of Fareham, Stubbington and HMS Collingwood and activity associated with airfield and a mosaic of small fragments of open farmland and horse-grazed pastures sandwiched between large-scale non-agricultural, but predominantly unbuilt, land uses.
- 4.20 Within the Hampshire County Integrated Character Assessment published in 2012, the site lies within the 9F: Gosport and Fareham Coast Plain. The key characteristics of the LCA are listed fully within **Appendix H**.

## Site Assessment

- 4.21 **Figure 1:** Ordnance Survey Plan within the appendices of this report show the topographical information of the site and study area.
- 4.22 The development site is situated to the north of Stubbington and to the south-west of Fareham and falls within the 'Strategic Gap' between Fareham and Stubbington.
- 4.23 It is bounded by the rear gardens of properties along Marks Tey Road and Summerleigh Walk Road to the east, open arable fields to the north, woodland area to the south and the Crofton cemetery to the east. Access will be off Peak Lane.
- 4.24 The development site is located on generally flat ground and rises very gently towards the north-eastern. The vast majority comprises arable farmland with large area of ruderal and scrub vegetation in the south-eastern corner. It is enclosed on its northern, eastern and southern boundaries and partly on the western boundary, by well-established trees, hedgerows and understorey planting which reduce the visibility of the development site from its immediate surroundings.
- 4.25 The existing vegetation comprises a number of hedgerows typical of an agricultural setting. The eastern hedgerow is a mature tree line containing some gaps and areas dominated by scrub. Hedgerow running along the western boundary of the site is largely scrubby and up to 2 metres in height. There is a woodland in the south-western corner of the site and a gappy hedgerow containing a number of mature trees and scrub. This hedgerow runs adjacent to a ditch and is connected to the woodland in the south of the site. The northern boundary is formed by a line of poplars with very limited scrub layer. These trees and hedgerows act as green corridors and are considered of local value for landscape and wildlife and form part of the wider green infrastructure within this predominantly arable farmland. These features will be largely retained as part of the proposals including mature tree lines, hedgerows and the woodland to the south-west of the site.

**Image A** illustrates the line of poplars along the northern boundary seen from the PRow no 67.



*Image A: Northern boundary vegetation*

**Image B** illustrates the existing access into proposed development site and the northern boundary vegetation seen from Oakcroft Lane.



*Image B: Northern boundary vegetation and existing access*

**Image C** illustrates the gappy hedgerow running adjacent to a ditch on the southern boundary.



*Image C: Southern boundary vegetation*

**Image D** illustrates the hedgerow running adjacent to the western boundary seen from the Crofton Cemetery.



*Image D: Western boundary vegetation*

**Image E** illustrates the hedgerow with mature oaks at the south-eastern corner of the proposed development site



*Image E: South-eastern boundary vegetation*

*Local landscape characteristics*

- 4.26 There is Fareham to the north, Stubbington to the south and Gosport to the east. The character is predominantly agricultural. The immediate land uses are characterised by the arable and horticultural landscape with scattered farmsteads/horticultural holdings. There is an intrusion from large-scale non-agricultural, but predominantly unbuilt, land uses of the Solar Energy Farm, the Solent Enterprise Zone at HMS Daedalus airfield and the Peel Common Waste Water Treatment Works forming a prominent, man-made feature through the landscape.
- 4.27 The electricity pylons and man-made elements associated with these are visible on the skyline and among rural properties within the local landscape.

## 5.0 Baseline Conditions: Visual

### *Introduction*

- 5.1 From the results of the initial desk study and site appraisal it is clear that the proposed development will be visible from a limited number of locations, at varying distances, and from both public and private areas.
- 5.2 A Zone of Theoretical Visibility (ZTV) was prepared and included in the appendices of this report and is shown on **Figure 3**. Viewpoints are included within **Appendix D** of this report and locations are shown on **Figure 4**, within the report appendices.
- 5.3 This section identifies those visual receptors that have the potential to view the site, their distribution, character and sensitivity to change.
- 5.4 The original photographic study to support the application was undertaken in October 2018 and was recently re-visited during February 2019 to provide supplementary information following consultation feedback. Viewpoints at varying close distance from the site were selected to represent the typical views of the site. **Figure 4** shows the location of these viewpoints. In determining the viewpoints, whether in the immediate locality or further away, the main public highways, sections of public footpaths, and some of the publicly available spaces within the study area were visited. It is acknowledged that from public places, more viewers are likely to be affected thereby adding to the overall impact upon receptors in those locations.
- 5.5 The following viewpoints in **Table 1** were selected as being representative of the potential visual issues associated with the proposed development. These also include 3 additional viewpoints, as requested by the landscape consultant LDA Design appointed by the Fareham Borough Council, during the consultation process in December 2018.

**Table 1: Viewpoint Details**

No.	Location	Distance (km) and direction of view	Northing	Westing	Rationale for selection
1	Oakcroft Lane	0.02km S	50°50'11.9 2"N	1°12'46.51 "W	Public road
2	Crofton Cemetery	0.08km E	50°50'6.86 "N	1°12'53.40 "W	Publicly assessable land
3	PRoW Path No: 509	0.05km N	50°50'1.09" N	1°12'51.49" W	Public footpath along the site boundary
4	Marks Tey Road	0.10km NW	50°49'58.5 1"N	1°12'46.35 "W	Adjacent residential properties, public open space
5	Oakcroft Lane	0.01km SW	50°50'10.93 "N	1°12'38.33" W	Public road
6	PRoW Path No: 67	0.25km S	50°50'25.45 "N	1°12'44.57" W	Public footpath
7	Ranvilles Lane	0.29km SE	50°50'13.6 5"N	1°13'3.87" W	Public road
8	Oakcroft Lane	0.00km N	50°50'10.49 "N	1°12'49.93" W	Public road
9	PRoW Path No: 50	0.45km E	50°50'14.0 2"N	1°13'22.72 "W	Access point to Public Footpath
10	PRoW Path No: 50 near NNR, Ramsar Site and SPA	0.65km E	50°50'8.49 "N	1°13'34.64 "W	Public footpath near Solent and Southampton Water Ramsar Site and SPA
11	PRoW Path No: 68	0.55km SW	50°50'16.5 4"N	1°12'11.89 "W	Public footpath
12	PRoW Path No: 70	0.35 NW	50°50'0.98 "N	1°12'28.35 "W	Access point to public footpath
13	PRoW Path No: 66	0.10km NE	50°50'0.20 "N	1°12'58.39 "W	Public footpath
14	Titchfield Road, Ramsar Site and SPA	0.25km E	50°50'6.03" N	1°13'14.19" W	Solent and Southampton Water Ramsar Site and SPA, public road
15	PRoW Path No: 122	0.95km SE	50°50'38.97 "N	1°13'30.62" W	Public footpath
16	PRoW Path No: 33b and Solent Way Long	2.85km NE	50°49'6.73" N	1°14'51.29" W	Public footpath

	Distance	Route	near			
	Ramsar Site, SPA, NNR					
17	PRoW Path No: 73c	1.75km	NW	50°49'16.18 "N	1°11'48.25" W	Public footpath
18	PRoW Path No: 38	2.50km	SE	50°50'39.00 "N	1°14'58.49" W	Public footpath
19	PRoW No. 34 and 35	1.65km	NE	50°49'57.82 "N	1°14'21.61" W	Public footpath

5.6 The findings of the site appraisal show that there are some views into the site from locations to the north, east, west and south. Residents from the private properties with back gardens adjacent to the western boundary are likely to experience close range views, due to proximity. Close range views are also afforded at a few locations along Marks Tey Road and the PRoW no 509 due to gaps in the existing structure of the boundary vegetation. There are also views from the Crofton Cemetery where the site appears above the existing 2m high hedgerow planting. The proposed development would be visible from PRoW no 607. However, the consented bypass will create a degree of visual separation between the proposal and the north of the bypass. There are limited to no views from locations and properties along Titchfield Road, and Ranvilles Lane, due to intervening built development and vegetation.

5.7 The visual envelope concentrates north and east of the site and along the site boundaries. Viewpoints demonstrate there is no view of the site from further south, east and west locations, and as such, there are no additional views from the Designated Areas and from the Solent Way long distance walk.

### *Visual Receptors*

#### *Public Rights of Way Users*

- 5.8 Users of PRow, bridleway and National Trails are considered to have a high sensitivity and so the visual assessment included a comprehensive analysis on the visual effects of this user group.

#### *Residential Properties and Users*

- 5.9 Views from private residential properties, although likely to have a high sensitivity to any changes in a view, are not protected planning regulations, policies or guidance. There are adjacent residential back gardens, however set within a strong landscape buffer and the views are filtered.

#### *Road Users*

- 5.10 Road users are less sensitive than residential receptors or users of PRow due to the speed in which they experience and perceive the landscape, however road users are notable receptors. Users of Oakcroft Lane along the northern boundary and Marks Tey Road along the south-eastern corner, are the closest receptors of this type.

## 6.0 Proposals and Mitigation

### *The Proposed Development*

- 6.1 The development proposals are laid out in full in The Design and Access Statement in support of this application. The site layout is shown in **Figure 6**.
- 6.2 The proposed development will comprise the following elements as described in more detail in the Design and Access Statement (DAS):
- 261 high quality homes comprising of 2.5 storey houses located at the periphery to retain the same skyline to views from the local landscape and 3 storey development to be accommodated at key locations in the centre of the site.
  - A mix of dwelling types and sizes for both affordable and market residents providing a safe and well laid out addition to the local neighbourhood
  - Provision of vehicular links with the consented bypass and vehicular/pedestrian links onto Oakcroft Lane and pedestrian links only onto public open space adjacent to Marks Tey Road, with an access to PRow no 509
  - Creation of pedestrian links only between the new development junction and the Tree Ways Close
  - Public open space within the development, the larger areas of which are located towards the southern edge of the Site adjacent to woodland, and a gateway feature near to the main Site entrance. The southern open space includes a LEAP (Local Equipped Area for Play) and pond area;
  - Retention and management of the existing hedgerows and trees contained within and on the borders the Site, with details of the management operations to be agreed as part of the detailed landscape proposals;

- Mixed native hedgerow and trees mitigation planting to the eastern, western, northern and southern edge of the development to provide a visual buffer

6.3 The heights of the proposed buildings have been carefully considered to ensure that effects are minimal on the existing landscape setting.

### *Landscape Mitigation*

6.4 The conclusions of the Landscape and Visual Impact Assessment have influenced the illustrative sketch layout through an iterative process. The proposals therefore include a degree of mitigation already as to avoid or reduce the potential effects. These include:

- A green infrastructure network as part of the development, taking its origin from the existing landscape buffers within the site.
- The land to the north of Oakcroft Lane which forms part of the application boundary will remain free from built development and will include a NEAP area (Neighbourhood Equipped Area of Paly) to be incorporated into the scheme.
- The large area of open space along the southern boundary of the Site will include an attenuation basin and a LEAP (Local Equipped Area of Play).
- The following measures have been taken into consideration to ensure functionality of the green infrastructure within the Site:
  - Sufficiently large buffers have been provided to the existing field boundary hedgerows to retain and enhance their effectiveness as green corridors.
  - They also provide visual screening and establish an attractive setting for the proposed development.
  - Hedgerows within the Site have been retained where possible in order to create green links through the Site, which also include adjacent swales to accommodate surface water run off;
  - Areas of informal open space have been created within the boundaries which comprises of existing mature vegetation, attenuation basins within the largest area to the south, as part of the sustainable urban drainage scheme (SUDS), and proposed

wildflowers grassland with scattered tree cover. This will further enhance the visual buffers between the Site and the surrounding areas;

- Further contributions are made to the green network by providing additional tree and hedgerow planting to the NEAP area within the northern parcel
  - Tree lined streets and hedges will provide green links throughout the proposed development
  - The proposed planting will consist of native species where it is practicable, which are prevalent in the local area, to provide sustainable and dense vegetative features along all of the site boundaries
- Locating the new residential dwellings further away from boundaries to the northern and southern extents of the site
  - The scale of the development will be limited to 2.5 storey at the periphery to retain the same skyline to views from the local landscape and 3 storey at key locations within the center of the site
  - Providing a separate landscape framework around the new dwellings to enhance and strengthen the visual barriers of these properties,
  - Incorporate materials which reflect the surrounding site context, both within the soft and hard landscape design.
  - Materials that form the external envelope and roof of the proposed buildings to match the surrounding existing palette.
  - Proposed planting species should be partly reflective of those already found within the context of the site but also reflective of the surrounding landscape. A native and wildlife friendly species palette should be utilised

throughout in order to visually blend with the surrounding landscape and to create a wildlife rich environment

- Ornamental, modern cultivars will be avoided where possible, particularly in association with the open space

- 6.4 In adopting the above measures, the proposals will reduce the magnitude of potential landscape and visual effects on the identified receptors.
- 6.5 The visual assessment has been undertaken to assess the sketch site layout, as shown in **Figure 6**.
- 6.6 After a period of 10-15 years the above mitigation measures will have weathered and planting will have become established to further reduce the visual impact.

## 7.0 Assessment of Effects

### *Introduction*

- 7.1 Predicted effects on receptors are assessed at operation. The assessment of landscape and visual effects considers the site in its current baseline condition and judges the type and level of effects of the proposals. The site layout is shown in **Figure 6**.
- 7.2 The landscape strategy is to provide a high-quality mixed-use development set within a site that has a strong, mature landscape framework. This includes the retention of the existing vegetation, to maintain a similar visual baseline. New planting will provide visual barriers to the new parking areas. The new access road within the site will be designed and framed to create vistas of the site upon approach. The new residential dwellings will be set within a mature landscape, supplemented with native hedge, tree and understorey, to provide additional visual enclosure. The landscape design is detailed within the Landscape Proposals which will accompany the Planning Application. The landscape design would help to visually blend the proposals into the receiving landscape and soften the look of the built form over time. The assessment of effects is outlined in **Appendix C** (character) and **Appendix D** (visual).
- 7.3 It is considered that there is the potential for effects on the following receptors:

### *Landscape*

- Landscape elements such as the trees; and
- The landscape character of the site and the local area surrounding the site.

### *Visual*

- Public Rights of Way in the local area;
- Roads adjacent to and surrounding the site.

- Publicly accessible area adjacent to site

7.4 The sensitivity of the visual receptors in the viewpoints are outlined in **Table G** within **Appendix A** of this report.

#### *Effects upon the Receiving Landscape*

7.5 Effects on the landscape is considered as a two stage process:

1. Effects on the character of the site, that includes the direct effects on the different elements that make up the site character;
2. The receiving landscape character, as defined in the Landscape Character Assessments; and
3. Effects on the local landscape context which includes the indirect effects on the defined landscape character that surrounds the site.

7.6 The quality of the landscape, which includes the site and study area, has been assessed as having a **low** landscape quality. This assessment has been reached as few landscape elements remain intact and in good repair, however there are many detracting elements. The presence of the manmade elements through the landscape introduces a detracting element which has downgraded the assessment of landscape quality from medium to low. This is defined in **Table A** in **Appendix A** of this report.

7.7 The value of the existing landscape has been assessed as **low**. The landscape consists of areas containing some features of landscape value but lacking a coherent and aesthetically pleasing composition with frequent detracting visual element such areas would be commonplace at the local level and would generally be undesignated, offering scope for improvement. This is defined in **Table B** in **Appendix A** of this report.

7.8 The character sensitivity of the landscape has been defined as **low**, as there are few important landscape elements of moderate susceptibility to change. The area

is subject to the presence of man-made infrastructure with a semi-enclosed scale. In terms of remoteness the area is subject to human activity and development and in terms of tranquillity it is subject to noise and movement. This is outlined in **Table C** in **Appendix A** of this report.

- 7.9 As defined in **Table D** the landscape visual sensitivity has been defined as **low** as the landscape has an undulating topography with vegetative and frequent built features. There is only some degree of focus on the landscape.
- 7.10 Due to the change in baseline characteristics (i.e. introduction of new dwellings into an arable land) a change in the landscape character will be appreciated.
- 7.11 The provision of stronger green infrastructure will positively contribute to the enhancement of the landscape on the local level.
- 7.12 During the phased and gradual removal of some of the existing features, to be replaced with the storage of spoil, laydown areas full of materials, construction compounds and buildings under construction will form part of a perceived loss of localised landscape elements. These construction elements and activities are considered temporary and will occur over a relatively short period of time.
- 7.13 The magnitude of landscape impacts, as outlined in **Table E** in **Appendix A**, has been assessed as **small** as there is likely to be minor loss or alteration to one or more key elements, features, characteristics of the baseline or introduction of elements that may be prominent but may not be uncharacteristic when set within the attributes of the receiving landscape. May not quite fit into the landform and scale of the landscape. Affect an area of recognised landscape character
- 7.14 Overall weighted assessment of landscape sensitivity has been assessed as **negligible**.

### *Visual Impacts*

- 7.15 Visual impact assessment considers the sensitivity to change of visual receptors within the study area, and the magnitude of change associated with the introduction of the proposed development into the existing visual context.
- 7.16 A summary of the overall residual magnitude of change at each viewpoint location is shown in **Table 2**.

**Table 2: Summary and comparison of overall Residual Visual Effects**

No	Viewpoints	Receptor Type	Receptor Sensitivity	Magnitude of Change	Overall Visual Effects	Magnitude of Change	Overall Visual Effects
				<b>Operational Stage</b>		<b>Residual Stage</b>	
1	Oakcroft Lane	Public road	Medium	Large	Major/moderate	Medium	Moderate
2	Crofton Cemetery	Publicly assessable land	High	Medium	Major/moderate	Small	Moderate
3	PRoW Path No: 509	Public footpath along the site boundary	High	Large	Major	Medium	Major/moderate
4	Marks Tey Road	Adjacent residential properties, public open space	High	Medium	Major/moderate	Small	Moderate
5	Oakcroft Lane	Public road	Medium	Large	Major/moderate	Medium	Moderate
6	PRoW Path No: 67	Public footpath	High	Medium	Major/moderate	Small	Moderate
7	Ranvilles Lane	Public road	Medium	Negligible	Negligible	Negligible	Negligible
8	Oakcroft Lane	Public road	Medium	Negligible	Negligible	Negligible	Negligible
9	PRoW Path No: 50	Access point to Public Footpath	High	Very small	Minor	Negligible	Negligible

No	Viewpoints	Receptor Type	Receptor Sensitivity	Magnitude of Change	Overall Visual Effects	Magnitude of Change	Overall Visual Effects
10	PRoW Path No: 50 near NNR, Ramsar Site and SPA	Public footpath near Solent and Southampton Water Ramsar Site and SPA	High	Negligible	Negligible	Negligible	Negligible
11	PRoW Path No: 68	Public footpath	High	Negligible	Negligible	Negligible	Negligible
12	PRoW Path No: 70	Access point to public footpath	High	Negligible	Negligible	Negligible	Negligible
13	PRoW Path No: 66	Public footpath	High	Negligible	Negligible	Negligible	Negligible
14	Titchfield Road, Ramsar Site and SPA	Solent and Southampton Water Ramsar Site and SPA, public road	Medium	Negligible	Negligible	Negligible	Negligible
15	PRoW Path No: 122	Public footpath	High	Negligible	Negligible	Negligible	Negligible
16	PRoW Path No: 33b and Solent Way Long Distance Route near Ramsar Site, SPA, NNR	Public footpath	High	Negligible	Negligible	Negligible	Negligible
17	PRoW Path No: 73c	Public footpath	High	Negligible	Negligible	Negligible	Negligible
18	PRoW Path No: 38	Public footpath	High	Negligible	Negligible	Negligible	Negligible

No	Viewpoints	Receptor Type	Receptor Sensitivity	Magnitude of Change	Overall Visual Effects	Magnitude of Change	Overall Visual Effects
19	PRoW No. 34 and 35	Public footpath	High	Negligible	Negligible	Negligible	Negligible

### *Residential Receptors*

- 7.17 Residential receptors are considered high, even though in planning terms there is no right to view from a residential property. This report does not specifically assess any viewpoints from residential receptors. Although the ZTV indicates extensive areas of theoretical visibility within the existing settlements in the study area, due to a combination of localised topography, intervening built form and vegetation, there would be no long-distance views for visual receptors within the surrounding settlement areas.
- 7.18 Viewpoint 4 can be considered to be representative of views from the residential properties adjoining the site from the south-east and there was assessed to be a major/moderate overall visual effect. Once the mitigation planting has matured, the residual overall visual effect would be moderate.

### *Users of Long-Distance Route – Solent Way*

- 7.19 Users of long-distance route would be considered high in that receptors attention is often focused on the landscape through which they are travelling. The landscape associated with long distance routes is considered an important component to their overall experience and in this instance would be the Solent and Southampton water Ramsar Sites.
- 7.20 Due to distance, intervening built form and vegetation, there are no opportunities along this route to have views of the site. Viewpoint 16 is representative of views from the Solent Way and there was assessed to be a negligible visual effect.

### *Users of Public Rights of Way and bridleway*

- 7.21 Users of Public Rights of Way are also considered high in that receptor's attention is often focused on the landscape through which they are travelling. Receptors often use Public Rights of Way for recreational purposes and the landscape is considered an important component to their overall experience. The following PRow's have been assessed as follows:

- Viewpoint 3, south of the site, represents a location from along PRow. The overall visual effect for users of this location is major as the development would be easily seen through the retained woodland vegetation. Once the mitigation planting has matured, the residual overall visual effect would be major/ moderate.
- Viewpoints 6 is taken from a PRow to the north of the site. Due to structure of the existing poplars along Oakcroft Lane and the lack of understorey planting, the overall visual effect for users of this location is major/moderate as the development would result in a noticeable change in the existing view. However, views from this location will be further reduced once the consented Stubbington Bypass is built. Once the mitigation planting has matured and the bypass built, the residual overall visual effect would be moderate to minor.
- Viewpoint 10 has been taken from a PRow, adjacent to western edge of Solent and Southampton Water Ramsar Site and SPA. The viewpoint 9 represents views from the same public footpath but considers receptors along Titchfield Road. Due to the interceding built form, flat topography, vegetation and with so many elements within the view, the proposed development would result in a barely perceptible change in the existing view and would be indistinct to the observer. The overall visual effect for users of these locations are minor to negligible.
- Viewpoints 11, 12, 13, 15, 17, 18 and 19 are PRow's looking towards the site from various locations within the study area. Due to topography, distance, intervening built form and vegetation, there are no opportunities along these footpaths to have views of the site.

### *Road Users*

7.22 Road users are typically less sensitive than users of Public Rights of Way or residential receptors due to the speed through which they travel through the

landscape. Road users' attention may also not be focused on the landscape. The following viewpoints are representative of views from surrounding roads:

- Viewpoints 1 and 5 was taken from Oakcroft Lane, along the northern boundary of the proposed development. The existing line of poplars with no understorey planting, doesn't form a strong visual barrier to views of the site. The development would result in a prominent change in the existing view and would be easily noticed by the observer. The overall visual effect for users of these locations are major/moderate. Once the mitigation planting has matured, the residual overall visual effect would be moderate.
- Viewpoint 7 has been taken from Ranvilles Lane. The viewpoint represents receptors along this rural lane. Due to distance and interceding vegetation, the proposed development would result in a barely perceptible change in the existing view and would be indistinct to the observer. The overall visual effect for users of these locations are considered negligible.
- Viewpoint 14 is taken from Titchfield Road and represents a view from the nearest SSSI, which is part of the Solent and Southampton Water Ramsar site. The vegetation foreshortens outward views and no change could be appreciated.

7.23 Other roads within the study area were visited, as they were indicated as having potential views on the ZTV, but no change could be appreciated.

*Summary of Landscape Character and Visual Impacts*

- 7.24 The proposals are for the residential development of 261 units with associated road infrastructure and a provision of open space including play areas, drainage features, proposed trees, hedges and planting together with the retained vegetation.
- 7.25 The application site covers approximately 18.75ha and comprises two parcels, the proposed residential development parcel to the south of Oakcroft Lane and the parcel to the north of Oakcroft Lane which will remain as an undeveloped land to be bounded by the future Stubbington Bypass at its northern and eastern boundary.
- 7.26 It is bounded by the rear gardens of properties along Marks Tey Road and Summerleigh Walk Road to the east, open arable fields to the north, woodland area to the south and the Crofton cemetery to the east.
- 7.27 The development site is located on generally flat ground and rises very gently towards the north-eastern. This site consists of open arable land, but it is enclosed on its northern, eastern and southern boundaries and partly on the western boundary, by well-established trees, hedgerows and understorey planting which reduce the visibility of the development site from its immediate surroundings. Access will be off Peak Lane.
- 7.28 The existing vegetation comprises a number of hedgerows typical of an agricultural setting. The eastern hedgerow is a mature tree line containing a number of gaps and areas dominated by scrub. Hedgerow running along the western boundary of the site is largely scrubby and up to 2 metres in height. There is a woodland in the south-western corner of the site and a gappy hedgerow containing a number of mature trees and scrub. This hedgerow runs adjacent to a ditch and is connected to the woodland in the south of the site. The northern boundary is formed by a line of poplars with very limited scrub layer. These trees and hedgerows act as green corridors and are considered of local value for landscape and wildlife and forms part of the wider green infrastructure within this predominantly arable farmland. These features will be

largely retained as part of the proposals including mature tree lines, hedgerows and the woodland to the south-west of the site.

- 7.29 Figure 3 shows the pattern of settlements and scattered buildings, with associated infrastructure including Royal Navy establishments, Public Rights of Way (PROW) and local roads, within the 2.5km study area. The significant features that also fall within the study area are the Peel Common Sewage Treatments Works, the Solar Energy Farm and the Solent Airport.
- 7.30 The immediate land uses are characterised by the arable and horticultural landscape with scattered farmsteads/horticultural holdings. There is an intrusion from large-scale non-agricultural, but predominantly unbuilt, land uses of the Solar Energy Farm, the Solent Enterprise Zone at HMS Daedalus airfield and the Peel Common Waste Water Treatment Works forming a prominent, man-made feature through the landscape. The electricity pylons and man-made elements associated with this are visible on the skyline and among rural properties within the local landscape.
- 7.31 The Proposal will comprise high quality homes with a mix of dwelling types and sizes for both affordable and market residents, provision of vehicular and pedestrian links, public open space and play areas within the development, retention and management of the existing hedgerows and trees contained within and on the borders the site, and mixed native hedgerow and trees mitigation planting to the eastern, western, northern and southern edge of the development to provide a visual buffer.
- 7.32 The proposed development has been carefully designed to ensure that potential effects are minimal and the proposed mitigation measures are most successful. These include:
- A green infrastructure network as part of the development;
    - comprising extensive landscape buffers to supplement the existing field boundary hedgerows,
    - with a purpose to enhance the effectiveness as green corridors.

- with a purpose to provide visual screening and establish an attractive setting for the proposed development.
  - provision of tree and hedge lined streets to provide green links throughout the proposed development with a provision of separate landscape framework around the new dwellings to enhance and strengthen the visual barriers and add connectivity
  - the proposed buffers will consist of native species, which are prevalent in the local area, to provide sustainable and dense vegetative features and visual blending along all of the site boundaries
- The land to the north of Oakcroft Lane will remain free from built development and will include a NEAP area (Neighbourhood Equipped Area of Play) to be incorporated into the scheme;
  - The large area of open space along the southern boundary of the Site will include an attenuation basin and a LEAP (Local Equipped Area of Play);
  - Areas of informal open space have been created within the boundaries which comprises of existing mature vegetation, attenuation basins within the largest area to the south, as part of the sustainable urban drainage scheme (SUDS), and proposed wildflowers grassland with scattered tree cover. This will further enhance the visual buffers between the Site and the surrounding areas;
  - Further contributions are made to the green network by providing additional tree and hedgerow planting to the NEAP area within the northern parcel
  - Locating the new residential dwellings further away from boundaries to the northern and southern extents of the site

- The scale of the development will be limited to 2.5 storey at the periphery to retain the same skyline to views from the local landscape.
- Incorporate materials which reflect the surrounding site context, both within the soft and hard landscape design.
- Materials that form the external envelope and roof of the proposed buildings to match the surrounding existing palette.

7.33 The existing vegetation along the eastern development boundary and the existing vegetation associated with the woodland in the southern area of the site, provide strong visual barriers. Views of the site from Oakcroft Lane and the Crofton Cemetery are afforded, largely due to the structure of the existing vegetation which allows views through and beyond the vegetation.

## 8.0 Conclusions and Discussions

- 8.1 This report provides a Landscape and Visual Impact Assessment of the proposed residential development at land south of Oakcroft Lane, Stubbington to inform planning proposals and accompany the planning application for the site.
- 8.2 In compiling this baseline information for this report, ACD have undertaken a desktop study including reviews of aerial photography, web searches, Local Planning Authority (LPA) publications and landscape character assessments and National Character Assessment (NCA) information. ACD then undertook field assessments which includes a photographic survey of the landscape and using photography from a number of representative viewpoints.
- 8.3 The development site falls within the 'Strategic Gap' between Fareham and Stubbington.
- 8.4 The application site does not fall within the boundary of any designated landscape, but some fall within the 2.5km study area, including Southampton Water Ramsar and SPA, Titchfield Haven LNR and NNR and SSSI located to the west of the application site. There are also a number of public footpaths and Solent Way Walk, with receptors who will have a degree of focus on the landscape.
- 8.5 When considering the landscape quality, value, character and visual sensitivity, the overall weighted assessment of landscape sensitivity has been assessed as **low**.
- 8.6 The magnitude of landscape impacts has been assessed as **small** as there is likely to be minor loss or alteration to one or more key elements, features, characteristics of the baseline or introduction of elements that may be prominent but may not be uncharacteristic when set within the attributes of the receiving landscape. May not quite fit into the landform and scale of the landscape. Affect an area of recognised landscape character.

- 8.7 The overall landscape character effect is therefore assessed as **negligible**. This is outlined in **Table F** in **Appendix A** of this report.
- 8.8 Visual effects are very constrained and localised given the flat topography of the area, strong vegetative network, and location of the proposed development behind existing properties and vegetative boundaries. The most affected receptors would be along the Oakcroft Lane, from Crofton Cemetery, few locations along Marks Tey Road and the PRow no 509 due to their close proximity. Outside of the immediate vicinity of the development site there would generally be very limited visibility of the development and any views would typically be partial or seen beyond the context of existing vegetation. The proposed development would be partially visible from PRow no 607. However, the consented bypass will create a degree of visual separation between the proposal and wider landscape to the north of the bypass. The majority of visual receptors within the 2.5km study area would experience Negligible effects from the proposed development.
- 8.9 Following the implementation of the landscape strategy and mitigation planting, the residual overall visual effects of the proposed development will remain for viewpoints along the Oakcroft Lane, Marks Tey Road, Crofton Cemetery and the PRow no 509.
- 8.10 It is considered in landscape and visual terms the proposal would not impact negatively on the perceived coalescence between Fareham and Stubbington as the proposed development site is located within a gap, behind the northern edge of Stubbington settlement boundary where existing built form such as the residential properties already create an almost continuous line of built environment between Titchfield Road and Peak Lane. Areas to the north of Oakcroft Lane, where the perception of separation is stronger would remain open. There is limited visibility of the proposed dwellings from the edge of Fareham and as such, it is concluded there would be no perception that the edge of Stubbington has moved.

## 9.0 Appendices

Appendix A – Methodology

Appendix B- Zone of Theoretical Visibility Methodology

Appendix C- Landscape Effects

Appendix D- Visual Effects

Appendix E- Glossary of Terms

Appendix F - Sources of information

Appendix G - Policy

Appendix H - Published Landscape Character Areas

Figure 1- Ordnance Survey Map

Figure 2- Aerial Photography

Figure 3- Zone of Theoretical Visibility

Figure 4- Viewpoint Locations

Figure 5- Statutory Designation Plan

Figure 6- Site Layout

## Appendix A- Methodology

### *Quality*

- 9.1 Quality or condition relates to the physical state of the landscape and its intactness from the visual, functional and ecological perspectives, together with the state of repair of its constituent features or elements (e.g. hedgerows, woodlands, field pattern etc.). Local landscape quality within the study area has been considered based on the criteria described in the following table.

**Table A. Landscape Quality (or Condition)**

<b>Landscape Quality (or Condition)</b>	<b>Typical Indicators</b>
<b>Very High</b>	All landscape elements remain intact and in good repair. Buildings are in local vernacular and materials. No detracting elements are evident
<b>High</b>	Most landscape elements remain intact and in good repair. Most buildings are in local vernacular and materials. Few detracting elements are evident
<b>Medium</b>	Some landscape elements remain intact and in good repair. Some buildings are in local vernacular and materials and some detracting elements are evident
<b>Low</b>	Few landscape elements remain intact and in good repair. Few buildings are in local vernacular and materials. Many detracting or incongruous elements are evident
<b>Very Low</b>	No landscape elements remain intact and in good repair. Buildings are not in local vernacular and materials. Detracting or incongruous elements are much in evidence

## Value

9.2 The value attributed to an area of landscape reflects communal perception at a local, regional, national or, occasionally, international scale. It is informed by a number of factors including scenic beauty, wildness, tranquillity and particular cultural associations. Cultural associations may be widely held at a national scale or more local in nature. Landscapes considered to be of the highest value would generally be formally designated at the national level, whereas those considered of lowest value would generally be undesignated, degraded landscapes, perhaps identified as being in poor condition and requiring either restoration or re-creation. Although value is largely determined by reference to statutory and planning policy designations, an absence of such designation does not necessarily imply the absence of value, as other factors such as scarcity or cultural associations can establish an area of otherwise unremarkable landscape as a valued local resource. The value of landscape character areas and designations has been determined using the criteria described in the following table.

**Table B. Landscape Value**

Landscape Value	Typical Indicators
<b>Very High</b>	Areas comprising a clear composition of valued landscape components in robust form and health, free of disruptive visual detractors and with a strong sense of place. Areas containing a strong, balanced structure with distinct features worthy of conservation. Such areas would generally be internationally or nationally recognised designations, e.g. National Parks
<b>High</b>	Areas primarily containing valued landscape components combined in an aesthetically pleasing composition and lacking prominent disruptive visual detractors. Areas containing a strong structure with noteworthy features or elements, exhibiting a sense of place. Such areas would generally be national statutorily designated areas, such as Areas of Outstanding Natural Beauty (AONB). Such areas may also relate to the setting of internationally or nationally statutory designated areas, e.g. National Parks.
<b>Medium</b>	Areas primarily of valued landscape components combined in an aesthetically pleasing composition with low levels of disruptive visual detractors, exhibiting a recognisable landscape structure. Such areas would generally be non-statutory locally designated areas such as Areas of Great Landscape Value. Such areas may also relate to the setting of national statutorily designated areas, such as AONB.
<b>Low</b>	Areas containing some features of landscape value but lacking a coherent and aesthetically pleasing composition with frequent detracting visual elements, exhibiting a distinguishable structure often concealed by mixed land uses or development. Such areas would be commonplace at the local level and would generally be undesignated, offering scope for improvement.
<b>Very Low</b>	Areas lacking valued landscape components or comprising degraded, disturbed or derelict features, lacking any aesthetically pleasing composition with a dominance of visually detracting elements, exhibiting mixed land uses which conceal the baseline structure. Such areas would generally be restricted to the local level and identified as requiring recovery.

### *Character sensitivity*

9.3 Each landscape character area or designation is assessed for the sensitivity of its character to the introduction of the proposed development, taking into account its key characteristics, landscape elements, composition and cultural associations. Certain aspects of landscape character are particularly important indicators of the degree to which a landscape is likely to be able to successfully accommodate development. These include the general scale and complexity of its landforms and elements; the degree of enclosure or openness; the degree and nature of manmade influences upon it; and whether it offers particular experiences such as remoteness or tranquillity. The criteria used to determine the sensitivity of landscape character are set out in the following table.

**Table C. Character Sensitivity**

<b>Character Sensitivity</b>	<b>Typical Indicators</b>
<b>Very High</b>	<p><b>Landscape elements:</b> Important elements of the landscape susceptible to change and of high quality and condition.</p> <p><b>Scale and Enclosure:</b> Small-scale landform/land cover/ development, human scale indicators, fine grained, enclosed with narrow views, sheltered.</p> <p><b>Manmade influence:</b> Absence of manmade elements, traditional or historic settlements, natural features and 'natural' forms of amenity parkland, perceived as natural 'wild land' lacking in man-made features, land use elements and detractors</p> <p><b>Remoteness and Tranquillity:</b> Sense of peace, isolation or wildness, remote and empty, no evident movement.</p>
<b>High</b>	Where, on the whole, indicators do not meet the Very High criteria but exceed those for Medium
<b>Medium</b>	<p><b>Landscape elements:</b> Important elements of the landscape of moderate susceptibility to change and of medium quality and condition.</p> <p><b>Scale and Enclosure:</b> Medium-scale landform/land cover/ development, textured, semi-enclosed with middle distance views.</p> <p><b>Manmade influence:</b> Some presence of man-made elements, which may be partially out of scale with the landscape and be of only partially consistent with vernacular styles.</p> <p><b>Remoteness and Tranquillity:</b> some noise, evident, but not dominant human activity and development, noticeable movement.</p>
<b>Low</b>	Where, on the whole, indicators do not meet the Medium criteria but exceed those for Very Low.
<b>Very Low</b>	<p><b>Landscape elements:</b> Important elements of the landscape insusceptible to change and of low quality and condition.</p> <p><b>Scale and Enclosure:</b> Large-scale landform/land cover/ development, Featureless, coarse grained, open with broad views.</p> <p><b>Manmade influence:</b> Frequent presence of utility, infrastructure or industrial elements, contemporary structures e.g. masts, pylons, cranes, silos, industrial sheds with vertical emphasis, functional man-made land-use patterns and engineered aspects.</p> <p><b>Remoteness and Tranquillity:</b> Busy and noisy, human activity and development, prominent movement.</p>

Visual Sensitivity of Landscape Areas:

- 9.4 The visual sensitivity of an area of landscape relates to its general level of openness, the nature and number of visual receptors present within a landscape, and the probability of change in visual amenity due to the development being visible. It should be noted that landscape visual sensitivity refers to the visual sensitivity of the entire landscape that is being assessed, rather than an assessment of the visual effects of a specific, individual development.
- 9.5 The following table provides an overview of the typical indicators of visual sensitivity, which can be used to give a transparent, reasoned judgement regarding landscape visual sensitivity.

**Table D. Landscape Visual Sensitivity**

Landscape Sensitivity	Visual	Typical Indicators
<b>Very High</b>		<b>Visual interruption:</b> Flat or gently undulating topography, few if any vegetative or built features. <b>Nature of views:</b> Densely populated, dispersed pattern of small settlements, outward looking settlement, landscape focused recreation routes and/or visitor facilities, distinctive settings, gateways or public viewpoints.
<b>High</b>		Where, on the whole, indicators do not meet the Very High criteria but exceed those for Medium.
<b>Medium</b>		<b>Visual interruption:</b> Undulating or gently rolling topography, some vegetative and built features. <b>Nature of views:</b> Moderate density of population, settlements of moderate size with some views outwards, routes with some degree of focus on the landscape.
<b>Low</b>		Where, on the whole, indicators do not meet the Medium criteria but exceed those for Very Low.
<b>Very Low</b>		<b>Visual interruption:</b> Rolling topography, frequent vegetative or built features. <b>Nature of views:</b> Unpopulated or sparsely populated, concentrated pattern of large settlements, introspective settlement, inaccessible, indistinctive or industrial settings.

- 9.6 The overall landscape sensitivity is derived by combining the assessed values attributed to landscape condition, landscape value, character sensitivity and effects on landscape elements and landscape visual sensitivity, to define an overall value within the range of Very High, High, Medium and Low.

- 9.7 Since each criterion has a varying weight in its contribution to sensitivity the overall value is determined by professional judgement.
- 9.8 For the purposes of this assessment greater weight is attributed to Landscape Value and Landscape Character Sensitivity since these factors have greater defining criteria in the description of the landscape characterisation.

*Magnitude of Change*

- 9.9 Magnitude of change has been predicted by considering the anticipated loss or disruption to character forming landscape elements (e.g. tree planting, landform, buildings, and watercourses etc.), which would arise through introduction of the proposed scheme.

**Table E: Definition of Magnitude of Landscape Impacts**

<b>Magnitude</b>	<b>Description</b>
<b>Large</b>	Total loss of or major alteration to key valued elements, features, and characteristics of the baseline or introduction of elements considered being prominent and totally uncharacteristic when set within the attributes of the receiving landscape. Would be at a considerable variance with the landform, scale and pattern of the landscape. Would cause a high quality landscape to be permanently changed and its quality diminished.
<b>Medium</b>	Partial loss of or alteration to one or more key elements, features, characteristics of the baseline or introduction of elements that may be prominent but may not be considered to be substantially uncharacteristic when set within the attributes of the receiving landscape. Would be out of scale with the landscape, and at odds with the local pattern and landform. Will leave an adverse impact on a landscape of recognised quality.
<b>Small</b>	Minor loss or alteration to one or more key elements, features, characteristics of the baseline or introduction of elements that may be prominent but may not be uncharacteristic when set within the attributes of the receiving landscape. May not quite fit into the landform and scale of the landscape. Affect an area of recognised landscape character
<b>Negligible</b>	Very minor loss or alteration to one or more key elements, features, and characteristics of the baseline or introduction of elements that are not uncharacteristic when set within the attributes of the receiving landscape. Maintain existing landscape quality, and maybe slightly at odds to the scale, landform and pattern of the landscape.

*Overall Landscape Character Effect*

9.10 The overall landscape character effect is determined by the assessment of landscape sensitivity set against the magnitude of change as indicated by the matrix in the table below.

**Table F: Overall Landscape Character Effects**

Magnitude	Sensitivity			
	Very High	High	Medium	Low
Large	Major	Major	Major/moderate	Moderate
Medium	Major	Major/moderate	Moderate	Moderate/ minor
Small	Moderate	Moderate/minor	Minor	Negligible
Negligible	Minor/moderate	Minor	Minor/ Negligible	Negligible

9.11 The prediction and extent of effect cannot always be absolute. It is for each assessment to determine the assessment criteria and the thresholds, using informed and well-reasoned professional judgement supported by thorough justification for their selection, and explanation as to how the conclusions for each effect assessed have been derived, as noted in GLVIA 3<sup>rd</sup> edition para 2.23-2.26 and 3.32-36.

### *Visual Receptor Sensitivity*

- 9.12 The locations from which the proposed development will be visible are known as visual receptors. The assessment of visual sensitivity considers both the category of visual receptor and the nature of their existing view. It takes account of the location of the receptor or viewpoint; the expectations, occupation or activity of the people present; the quality of the existing visual context; and the importance or value likely to be attributed by them to the available view. It is therefore the case that not all receptors within a given category are deemed to display equal sensitivity.
- 9.13 In accordance with the GLVIA, for the purposes of the visual assessment, the visual receptors have been graded according to their sensitivity to change against criteria set out in the table below.

**Table G: Visual Receptor sensitivity**

<b>Receptor Sensitivity</b>	<b>Description</b>
<b>High</b>	Occupiers of residential properties. Users of outdoor recreational facilities, including public rights of way, whose attention or interest may be focused on the landscape Communities where the development results in changes in the landscape setting or valued views enjoyed by the community.
<b>Medium</b>	People travelling through or past the affected landscape in cars, on trains or other transport routes where higher speeds are involved and views sporadic and short-lived. People engaged in outdoor recreation where enjoyment of the landscape is incidental rather than the main interest.
<b>Low</b>	People at their place of work, Industrial facilities.

- 9.14 The number of people likely to be present and the duration of time that a view is likely to be experienced may also influence the visual sensitivity of a particular location.
- 9.15 It is sometimes the case that different categories of visual receptor might be present at a selected representative viewpoint (e.g. a selected location may include both residential properties and workplaces suggesting different levels of sensitivity). In such cases the primary receptor category is identified (usually the more sensitive).

### *Visual Magnitude of Change*

- 9.16 The visibility of the proposals and the magnitude of their change upon a view and the resulting effect of visual effect are dependent on the range of factors already outlined, together with, the angle of the sun, the time of year and weather conditions. Of equal importance will be whether the site is seen completely, or in part; whether the site appears on the skyline; whether it is viewed with a backcloth of land or vegetation; or with a complex foreground; and whether the site forms part of an expansive landscape or is visible within a restricted view. The aspect of dwellings and whether the view is from a main window or a secondary window, which may be used less frequently, is also a consideration. From highways, the direction and speed of travel are also a consideration. In the assessment magnitude of change is ranked in accordance with the follow table.

**Table H: Definition of Magnitude of Visual Impact**

Magnitude	Examples
<b>Very Large</b>	The development would result in a dramatic change in the existing view and/or would cause a dramatic change in the quality and/or character of the view. The development would appear large scale and/or form the dominant elements within the overall view and/or may be in full view the observer or receptor. Commanding, controlling the view.
<b>Large</b>	The development would result in a prominent change in the existing view and/or would cause a prominent change in the quality and /or character of the view. The development would form prominent elements within the overall view and/or may be easily noticed by the observer or receptor. Standing out, striking, sharp, unmistakable, easily seen.
<b>Medium</b>	The development would result in a noticeable change in the existing view and/or would cause a noticeable change in the quality and/or character of the view. The development would form a conspicuous element within the overall view and/or may be readily noticed by the observer or receptor. Noticeable, distinct, catching the eye or attention, clearly visible, well defined.
<b>Small</b>	The development would result in a perceptible change in the existing view, and/or without affecting the overall quality and/or character of the view. The development would form an apparent small element in the wider landscape that may be missed by the observer or receptor. Visible, evident, obvious.
<b>Very Small</b>	The development would result in a barely perceptible change in the existing view, and/or without affecting the overall quality and/or would form an inconspicuous minor element in the wider landscape that may be missed by the observer or receptor. Lacking sharpness of definition, not obvious, indistinct, not clear, obscure, blurred, and indefinite.
<b>Negligible</b>	Only a small part of the development would be discernible and/or it is at such a distance that no change to the existing view can be appreciated. Weak, not legible, near limit of acuity of human eye.

### Overall Visual Effect

9.17 The overall visual effects are determined by the assessment of receptor sensitivity set against the magnitude of change, as indicated by the matrix in **Table I**.

**Table I: Overall Visual Effects**

Magnitude	Sensitivity		
	High	Medium	Low
Very large	Major	Major	Major/moderate
Large	Major	Major/moderate	Moderate
Medium	Major/moderate	Moderate	Moderate/minor
Small	Moderate	Moderate/minor	Minor
Very Small	Minor	Minor	Negligible
Negligible	Negligible	Negligible	Negligible

### *Visual Assessment Parameters*

9.18 In order to evaluate what the visual impact of the development will be and, if appropriate, what can be done, to ameliorate the impact, it is necessary to describe the existing situation to provide a basis against which any change can be assessed. The assessment of visual impact from any one location takes into account the:

- Sensitivity of the views and viewers (visual receptor) affected;
- Nature, scale or magnitude and duration of the change
- Extent of the proposed development that will be visible;
- Degree of visual intrusion or obstruction that will occur;
- Distance of the view;
- Change in character or quality of the view compared to the existing.

9.19 A range of fixed visual receptors was initially considered, with emphasis placed on identification and selection of locations with a clear relationship to the proposed scheme where potential visual implications were deemed to be greatest. The key visual receptors normally include statutory and non-statutory designated or protected areas, cultural heritage resources, residential properties and farmsteads, recreational/tourist resources, panoramic hilltop views, focused or directed views, and cumulative views. Viewpoints were selected to be representative of these visual receptor types.

9.20 These preliminary viewpoints locations were assessed in terms of visibility during field investigation resulting in some preliminary viewpoints either being repositioned to locations offering improved visual representation or discounted as not offering any views. In addition, field investigation identified a number of other closer viewpoints.

- 9.21 For the field assessment, a Canon EOS 500D camera with an 18-55mm lens was used, set at 35mm focal length. This is in line with best practice as shown in the Photography and photomontage in landscape and visual impact assessment advice notes issued by the Landscape Institute (Advice note 01/11).
- 9.22 Field investigation from the preliminary viewpoints was used to assess the actual visibility of the proposed development within the study area, taking into account the visual barrier effect of vegetation and buildings.

#### *Site Appraisal/ Photographic Studies*

- 9.23 The photographic study was undertaken in October 2018 and February 2019. Viewpoints at varying close distance from the site were selected to represent the typical views of the site. ACD **figure 4** shows the location of these viewpoints. In determining the viewpoints, whether in the immediate locality or further away, the main public highways, sections of public footpaths, and some of the publicly available spaces within the study area were visited. It is acknowledged that from public places, more viewers are likely to be affected thereby adding to the overall impact upon receptors in those locations.
- 9.24 The locations from which the proposed development will be visible are known as visual receptors. In accordance with the “Guidelines for Landscape & Visual Impact Assessment 3rd Edition”, for the purposes of the visual assessment the visual receptors have been graded according to their sensitivity to change.
- 9.25 From the results of the initial desk study and site appraisal it is clear that the proposed development will be visible from a limited number of locations, at varying but close distances, and from both public and private areas.
- 9.26 In order to evaluate what the visual impact of the development will be and, if appropriate, what can be done to ameliorate the impact, it is necessary to describe the existing situation to provide a basis against which any change can be assessed. Each assessment of visual impact has therefore been made taking into consideration the character and quality of the existing view.

## Limitations of Assessment

- 9.27 The field study and photographic appraisal was undertaken during October 2018 at a time when views benefit from vegetation in leaf fall. Some of photographs were taken during February 2019 when deciduous species have completely lost their foliage and the views of the landscape has the potential for greater visibility. However, in the summer months, the existing vegetation will form stronger visual barriers. Photographs at the end of each viewpoint indicate the general outlook for receptors.
- 9.28 In determining the viewpoints, whether in the immediate locality or further away, the main public highways, sections of public footpaths, and some of the publicly available spaces within the study area were visited. It is acknowledged that from public places, more viewers are likely to be affected, thereby adding to the overall impact upon receptors in those locations.
- 9.29 For the purposes of this report, the assessment has been based on development proposals illustrated in the planning application. The proposals include a series of elevations and sections for the various heights of buildings and a series of detailed development plans.

## APPENDIX B – Zone of Theoretical Visibility Methodology

- 9.30 Following an initial desk based assessment of aerial photography, Ordnance Survey mapping a Zone of Theoretical Visibility (ZTV) was prepared.

### *Zone of Theoretical Visibility*

- 9.31 In order to assist in the assessment of the potential visual effects of any development, a computer-generated Zone of Theoretical Visibility (ZTV) is normally modelled. The computer ZTV is used as a working tool to inform the assessment team of the extent of the zone within which the proposed development may have an influence or effect on landscape character and visual amenity and the areas within which the study area together with site survey work should be concentrated. It should be noted that this is a topographical information based exercise with no account being taken of the visual barrier effects of vegetation or buildings.
- 9.32 A computer generated ZTV was established and a study area together with a number of representative viewpoints determined. All these viewpoints are at various distances from the scheme and cover all main points of the compass.
- 9.33 The extent of study area and viewpoints were selected as being representative and having the potential to offer a degree of landscape and visual effects.

## APPENDIX C- Landscape Assessment

### LOCAL CHARACTER AREA

*The application site covers approximately 18.75ha and comprises two parcels, the proposed residential development parcel to the south of Oakcroft Lane and the parcel to the north of Oakcroft Lane which will remain as an undeveloped.*

*It is bounded by the rear gardens of properties along Marks Tey Road and Summerleigh Walk Road to the east, open arable fields to the north, woodland area to the south and the Crofton cemetery to the east.*

*The development site is located on generally flat ground and rises very gently towards the north-eastern. This site consists of open arable land, but it is enclosed on its northern, eastern and southern boundaries and partly on the western boundary, by well-established trees, hedgerows and understorey planting.*

*The existing vegetation comprises a number of hedgerows typical of an agricultural setting. The eastern hedgerow is a mature tree line containing a number of gaps and areas dominated by scrub. Hedgerow running along the western boundary of the site is largely scrubby and up to 2 metres in height. There is a woodland in the south-western corner of the site and a gappy hedgerow containing a number of mature trees and scrub. This hedgerow runs adjacent to a ditch and is connected to the woodland in the south of the site. The northern boundary is formed by a line of poplars with very limited scrub layer. These trees and hedgerows act as green corridors and are considered of local value for landscape and wildlife and forms part of the wider green infrastructure within this predominantly arable farmland.*

*The pattern of settlements and scattered buildings, with associated infrastructure including Royal Navy establishments, Public Rights of Way (PROW) and local roads, falls within the 2.5km study area. The significant features that also fall within the study area are the Peel Common Sewage Treatments Works , the Solar Energy Farm and the Solent Airport.*

Assessed Landscape Sensitivity of Local Character Area		
Criteria	Indicator Description	Assessed Result
Quality	Few landscape elements remain intact and in good repair. Few buildings are in local vernacular and materials. Many detracting or incongruous elements are evident	Low
Value	Areas containing some features of landscape value but lacking a coherent and aesthetically pleasing composition with frequent detracting visual elements, exhibiting a distinguishable structure often concealed by mixed land uses or development. Such areas would be commonplace at the local level and would generally be undesignated, offering scope for improvement.	Low
Character sensitivity	Few Important elements of the landscape of moderate susceptibility to change and of medium quality and condition. Presence of man-made elements, which may be partially out of scale with the landscape and be of only partially consistent with vernacular styles. Noise, evident, but not dominant human activity and development, noticeable movement.	Low
Landscape visual sensitivity	Few vegetative and some built features.	Low

	Moderate density of population, settlements of moderate size with some views outwards, routes with some degree of focus on the landscape.	
	Overall, Weighted Landscape Sensitivity.	Low

## APPENDIX D- Visual Assessment

No.	Location	Distance (km) and direction of view	Northing	Westing	Rationale for selection
1	Oakcroft Lane	0.02km S	50°50'11.9 2"N	1°12'46.51 "W	Public road
2	Crofton Cemetery	0.08km E	50°50'6.86 "N	1°12'53.40 "W	Publicly assessable land
3	PRoW Path No: 509	0.05km N	50°50'1.09" N	1°12'51.49" W	Public footpath along the site boundary
4	Marks Tey Road	0.10km NW	50°49'58.5 1"N	1°12'46.35 "W	Adjacent residential properties, public open space
5	Oakcroft Lane	0.01km SW	50°50'10.93 "N	1°12'38.33" W	Public road
6	PRoW Path No: 67	0.25km S	50°50'25.45 "N	1°12'44.57" W	Public footpath
7	Ranvilles Lane	0.29km SE	50°50'13.6 5"N	1°13'3.87" W	Public road
8	Oakcroft Lane	0.00km N	50°50'10.49 "N	1°12'49.93" W	Public road
9	PRoW Path No: 50	0.45km E	50°50'14.0 2"N	1°13'22.72 "W	Access point to Public Footpath
10	PRoW Path No: 50 near NNR, Ramsar Site and SPA	0.65km E	50°50'8.49 "N	1°13'34.64 "W	Public footpath near Solent and Southampton Water Ramsar Site and SPA
11	PRoW Path No: 68	0.55km SW	50°50'16.5 4"N	1°12'11.89 "W	Public footpath
12	PRoW Path No: 70	0.35 NW	50°50'0.98 "N	1°12'28.35 "W	Access point to public footpath
13	PRoW Path No: 66	0.10km NE	50°50'0.20 "N	1°12'58.39 "W	Public footpath
14	Titchfield Road, Ramsar Site and SPA	0.25km E	50°50'6.03" N	1°13'14.19" W	Solent and Southampton Water Ramsar Site and SPA, public road
15	PRoW Path No: 122	0.95km SE	50°50'38.97 "N	1°13'30.62" W	Public footpath

<b>16</b>	PRoW Path No: 33b and Solent Way Long Distance Route near Ramsar Site, SPA, NNR	2.85km NE	50°49'6.73" N	1°14'51.29" W	Public footpath
<b>17</b>	PRoW Path No: 73c	1.75km NW	50°49'16.18 "N	1°11'48.25" W	Public footpath
<b>18</b>	PRoW Path No: 38	2.50km SE	50°50'39.00 "N	1°14'58.49" W	Public footpath
<b>19</b>	PRoW No. 34 and 35	1.65km NE	50°49'57.82 "N	1°14'21.61" W	Public footpath

Viewpoint 1: *View from Oakcroft Lane*



Vp1	Panoramic View	(Distance 0.02km looking south)
Baseline	This is a view from Oakcroft Lane. The view is looking south towards the proposed development site.	
Description	Oakcroft Lane divides the application site into the southern and northern parcel. The northern boundary of the southern parcel where the future development is proposed, is formed by a line of poplars with very limited scrub layer and filtered views are available from Oakcroft Lane. The view also shows road infrastructure. Existing landscape buffer along the eastern boundary forms a skyline to the view within the far centre.	
Predicted change	The proposed development, including new residential buildings and vehicular access would form a new and immediately recognisable feature within the view and would obstruct views towards the mature vegetation on the skyline. The view would alter from an agricultural field to a suburban form.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of landscape that already exists in the surrounding area.	
Type of Effect	The development would result in a prominent change in the existing view and may be easily noticed by the observer or receptor.	
Assessment	Sensitivity	Road users - Medium
	Magnitude	Large
Overall Visual Effects	Major/moderate	

Viewpoint 2: *View from Crofton Cemetery*



Vp2	Panoramic View	(Distance 0.08km looking east)
Baseline	This is a view from Crofton Cemetery. The view is looking east towards the proposed development site.	
Description	The view is at a hedgerow running along the western boundary of the site which is largely scrubby and up to 2 metres in height. The view also shows tarmac service road and soil compound. The existing landscape buffer along the eastern boundary appears above the hedge and forms a skyline to the view within the far centre.	
Predicted change	The proposed development, including new residential buildings would form a new and recognisable feature within the view. The view would alter from rural in feel to a suburban form.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of landscape that already exists in the surrounding area.	
Type of Effect	The development would result in a perceptible change in the existing view and may be readily noticed by the observer or receptor.	
Assessment	Sensitivity	Cemetery users - High
	Magnitude	Medium
Overall Visual Effects	Major/moderate	

Viewpoint 3: View from Public Right of Way to the south-west of application site.



Vp3	Panoramic View	(Distance 0.05km looking north)
Baseline	This is a view from the Public Right of Way. The view is looking north towards southern half of the application site.	
Description	This is a partially screened view to the southern part of application site where attenuation basin will be located. The view is through the woodland boundary vegetation located within the south-western edge of the application site. The public footpath is visible to the far right and far left of the view.	
Predicted change	New housing will be easily seen through the retained woodland vegetation within the short distance to the view.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would result in a prominent change in the existing view and may be easily noticed by the observer or receptor.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Large
<b>Overall Visual Effect</b>		<b>Major</b>

Viewpoint 4: View from Marks Tey Road



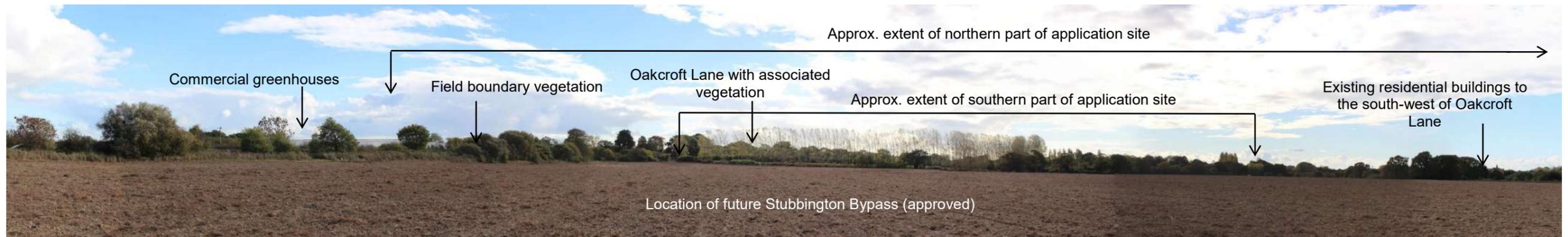
Vp4	Panoramic View	(Distance 0.10km looking north-west)
Baseline	This is a view from Marks Tey Road adjacent to the southern corner of application site. The view is looking north-west.	
Description	This is a view to the southern part of the application site where new built elements will be located. This view is from a public residential road looking through a gap within existing site boundary vegetation. There is a partially screened view to the application site through the fragmented boundary vegetation. Existing residential building is visible within the far right to the view.	
Predicted change	New housing will be clearly visible through the retained woodland vegetation within the short distance to the view.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would result in a noticeable change in the existing view and may be readily noticed by the observer or receptor.	
Assessment	Sensitivity Magnitude	Occupiers of residential properties- High Medium
<b>Overall Visual Effect</b>		<b>Major/moderate</b>

Viewpoint 5: View from Oakcroft Lane



Vp5	Panoramic View	(Distance 0.01km looking south-west)
Baseline	This is a view from Oakcroft Lane. The view is looking south-west towards the southern half of application site.	
Description	Oakcroft Lane divides the application site into the southern and northern part. This view is at the entrance to the southern half of application site located to the east of Oakcroft Lane. There is a partly obscured view of the southern half of application site with road vegetation providing limited screening within the centre left and right of the view. The view shows several manmade objects including residential building, gate and tarmac road with associated infrastructure. Existing vegetation bordering the southern half of application site forms a skyline to the view within the far centre.	
Predicted change	The proposed development, including new residential buildings and vehicular access would form a new and immediately recognisable feature within the view and would obstruct views towards the mature vegetation on the skyline. The view would alter from an agricultural field to a suburban form.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of landscape that already exists in the surrounding area.	
Type of Effect	The development would result in a prominent change in the existing view and may be easily noticed by the observer or receptor.	
Assessment	Sensitivity	Road users - Medium
	Magnitude	Large
<b>Overall Visual Effect</b>		<b>Major/moderate</b>

Viewpoint 6: View from Public Right of Way to the north of the application site.



Vp6	Panoramic View	(Distance 0.25km looking south)
Baseline	This is a view from the Public Right of Way to the north of the application site. The view is looking south towards northern half of the application site.	
Description	This is an open view across arable field with mature field boundary and Oakcroft Lane vegetation forming the background. The view shows manmade objects including commercial greenhouse structures and telegraph poles which are partially visible within the centre left of the view. Existing residential dwellings are visible to the far right of the view.	
Predicted change	This is an open view to the northern half of the proposed development site where open space will be located. Proposed new built elements will be located within the southern part of the development site. Views to this part of site will be partly obstructed by Oakcroft Lane and its associated field boundary vegetation. However, the future Stubbington Bypass and its green infrastructure located within the short distance to the view will screen most of available views to the proposed development site.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would result in a noticeable change in the existing view and may be readily noticed by the observer or receptor.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Medium
<b>Overall Visual Effect</b>		<b>Major/moderate</b>

Viewpoint 7: View from Ranvilles Lane



Vp7	Panoramic View	(Distance 0.29km looking south-east)
Baseline	This is a view from Ranvilles Lane. The view is looking south-east.	
Description	This is a south-eastwards view from an access point to RSPCA towards western boundary of the development site. The view shows few manmade objects including tarmac road and agricultural fencing within the foreground to the view. The existing vegetation visible within the backdrop creates a visual barrier with few glimpses to the wider landscape.	
Predicted change	The rooftops of the proposed buildings could be discernible above intervening vegetation within the far distance to the view.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	Only a small part of the development would be discernible and at such a distance that no change to the existing view can be appreciated.	
Assessment	Sensitivity	Road users - Medium
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 8: View from public road



Vp8	Panoramic View	(Distance 0.00km looking north)
Baseline	This is a view from Oakcroft Lane. The view is looking north towards the northern half of the application site.	
Description	This is a view to the northern part of the application site which is going to remain undeveloped. This is a partially obscured view through the fragmented boundary vegetation visible within the middle and short distance to the view. The view shows several manmade objects including electricity poles with overhead cables and existing buildings partially visible within the far centre of the view. Existing vegetation also forms a skyline to the view.	
Predicted change	There will be no new feature within this parcel of the site application boundary.	
Magnitude of Change	The introduction of the proposed development would be comparable to the type of landscape that already exists in the surrounding area.	
Type of Effect	The development would result in no change in the existing view.	
Assessment	Sensitivity	Road users - Medium
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 9: View from access point to Public Right of Way



Vp9	Panoramic View (Distance 0.45km looking east)	
Baseline	This is a view from access point to Public Right of Way adjacent to the western edge of Solent and Southampton Water Ramsar Site and SPA. The view is looking east.	
Description	This is an eastwards view from an access point to the Public Right of Way towards western boundary of the application site. The view shows few manmade objects including tarmac road and agricultural fencing within the foreground to the view. Existing residential building is also visible to the centre right of the view. The existing vegetation visible within the backdrop creates a visual barrier with few glimpses to the wider landscape.	
Predicted change	The rooftops of the proposed buildings could be barely discernible above intervening vegetation within the far distance to the view.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would result in a barely perceptible change in the existing view and would form an inconspicuous minor element in the wider landscape that may be missed by the observer or receptor.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Very small
<b>Overall Visual Effect</b>		<b>Minor</b>

Viewpoint 10: View from Public Right of Way



Vp10	Panoramic View	(Distance 0.65km looking east)
Baseline	This is a view from Public Right of Way adjacent to western edge of Solent and Southampton Water Ramsar Site and SPA. The view is looking east.	
Description	This is an eastwards view from a Public Right of Way towards western boundary of application site with the northern settlement corner of Stubbington. The view shows several manmade objects including commercial, residential buildings and agricultural fencing. Existing vegetation forms a skyline to the view. There are also buildings punctuating the skyline.	
Predicted change	Intervening existing green infrastructure and buildings will restrict views to the proposed development site.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 11: View from Public Right of Way to the north-east of the application site.



Vp11	Panoramic View	(Distance 0.55km looking south-west)
Baseline	This is a view from the Public Right of Way to the north-east of the application site. The view is looking south-west.	
Description	This is an open view across arable field with mature field boundary and Peak Lane vegetation forming the background. The view shows several manmade objects. These are commercial greenhouse structures and electricity pylons partially visible through vegetation within the centre left of the view. Electricity poles and overhead lines feature along Peak Lane. Existing residential dwellings are visible to the far left of the view. View to the northern part of application site is partially obscured by the existing vegetation. Views to the southern part of application site are obstructed by commercial greenhouse structures and field boundary vegetation.	
Predicted change	The rooftops of the proposed buildings could be discernible above intervening vegetation within the far distance to the view. However, the future Stubbington Bypass with associated green infrastructure within the short distance to the view will screen any available views to the proposed development site.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	Only a small part of the development would be discernible and at such a distance that no change to the existing view can be appreciated.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 12: View from access point to Public Right of Way.



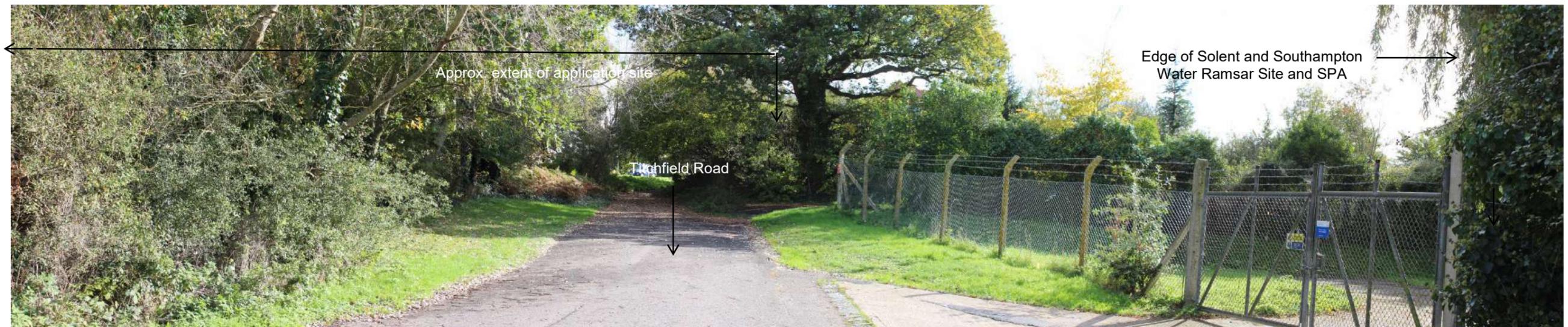
Vp12	Panoramic View	(Distance 0.35km looking north-west)
Baseline	This is a view from access point to Public Right of Way to the south-east of the application site. The view is looking north-west.	
Description	Most elements within the view are manmade. The existing housing with associated vegetation creates visual barriers to the wider landscape.	
Predicted change	From this viewpoint the development will be not be visible due to intervening existing built forms and associated vegetation.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 13: View from Public Right of Way adjoining the south-western corner of application site.



Vp13	Panoramic View	(Distance 0.10km looking north-east)
Baseline	This is a view from the Public Right of Way adjoining the south-western corner of application site. The view is looking north-east.	
Description	This view is from a tarmac pathway along Lychgate Green at the northern settlement edge of Stubbington. Woodland vegetation forms a visual barrier in the short distance to the view. The manmade elements are tarmac footpath and fencing within the centre right and to the far left and right of the view	
Predicted change	From this viewpoint the development will be not be visible due to the intervening mature vegetation.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 14: View from public road



Vp14	Panoramic View	(Distance 0.25km looking east)
Baseline	This is a view from Titchfield Road at the edge of Solent and Southampton Water Ramsar Site and SPA. The view is looking east.	
Description	This view is from a public road looking east through a gap within vegetation adjoining Titchfield Road. The application site is heavily screened within the view by intervening vegetation and existing housing within the northern settlement edge of Stubbington.	
Predicted change	From this viewpoint the development will be not be visible due to intervening mature vegetation and existing built forms.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	Road users - Medium
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 15: View from PRow to the far north-west of the application site.



Vp15	Panoramic View	(Distance 0.95km looking south-east)
Baseline	This is a view from PRow accessed from Titchfield Road. The view is looking north-west.	
Description	This view is from a PRow looking through a gap in the vegetation at the farm located within the middle distance and the northern edge of Stubbington settlement area forming the skyline of this partly obscured view.	
Predicted change	From this viewpoint the development will be not be visible due to intervening mature vegetation and existing built forms.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRow users- High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		Negligible

Viewpoint 16: View from PRow and Solent Way Long Distance Route



Vp16	Panoramic View	(Distance 2.85km looking north-east)
Baseline	This is a view from the Public Right of Way and Solent Way Long Distance Route to the far south-west of the application site. The view is looking north-east.	
Description	This is an open view at the Ramsar Site, SPA and NNR designation areas. Mature vegetation forms the background across the full width of the view. Manmade objects including tarmac road and fencing are visible within the middle and short distance of the view. There are no views of the application site.	
Predicted change	From this viewpoint the development will be not be visible due to intervening mature vegetation.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRow users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 17: View from Public Right of Way to the far south-east of the application site.



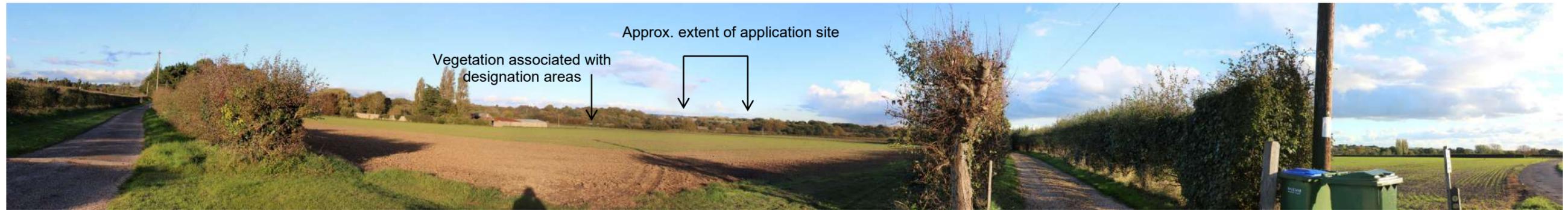
Vp17	Panoramic View	(Distance 1.75km looking north-west)
Baseline	This is a view from the Public Right of Way to the south-east of the application site. The view is looking north-west.	
Description	The application site is not visible within the view due to intervening vegetation and existing buildings.	
Predicted change	From this viewpoint the development will be not be visible due to intervening existing built forms and associated vegetation.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRoW users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

Viewpoint 18: View from PRow to the far north-west of the application site.



Vp18	Panoramic View	(Distance 2.50km looking south-east)
Baseline	This is a view from PRow accessed from Brownwich Lane. The view is looking north-west.	
Description	The field boundary vegetation creates visual barriers to the wider landscape.	
Predicted change	From this viewpoint the development will be not be visible due to intervening mature vegetation.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRow users- High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		Negligible

Viewpoint 19: View from PRow to the far west of the application site.



Vp19	Panoramic View	(Distance 1.65km looking south-west)
Baseline	This is a view from the Public Right of Way to the north-east of the application site. The view is looking south-west.	
Description	This is a partly open view across agricultural land with mature vegetation associated with field boundaries forming the background to the centre left and far right. The farm tracks are obstructing the view to the centre right and far left. The view shows several manmade objects. Views to the application site are obstructed by intervening mature vegetation and commercial buildings visible to the centre of the view.	
Predicted change	From this viewpoint the development will be not be visible due to intervening mature vegetation and buildings.	
Magnitude of Change	The introduction of the proposed building types would be comparable to the type of development that already exists in the local landscape and will reinforce its residential character.	
Type of Effect	The development would not be discernible within the overall view and would not be seen by an observer.	
Assessment	Sensitivity	PRow users - High
	Magnitude	Negligible
<b>Overall Visual Effect</b>		<b>Negligible</b>

## APPENDIX E - Glossary of terms

<b>Analysis (landscape)</b>	The process of breaking the landscape down into its component parts to understand how it is made up.
<b>AOD</b>	Above Ordnance Datum
<b>AONB</b>	Area of Outstanding Natural Beauty
<b>Assessment (landscape)</b>	An umbrella term for description, classification and analysis of landscape.
<b>Biodiversity</b>	The concept of variety in all species of plants and animals through which nature finds its balance.
<b>Classification</b>	A process of sorting the landscape into different types using selected criteria, but without attaching relative values to the different kinds of landscape.
<b>Compensation</b>	The measures taken to offset or compensate for residual adverse effects that cannot be mitigated, or for which mitigation cannot entirely eliminate adverse effects.
<b>Constraints map</b>	Map showing the location of important resources and receptors that may form constraints to development.
<b>Countryside</b>	The rural environment and its associated communities (including the coast)
<b>Cumulative Effects</b>	The summation of effects that result from changes cause by a development in conjunctions with other past, present or reasonably foreseeable actions.
<b>Diversity</b>	Where a variety of qualities or characteristics occurs.
<b>Element</b>	A component part of the landscape (for example, roads, hedges, woods)
<b>Enhancement</b>	Landscape improvement through restoration, reconstruction or creation.
<b>Environment</b>	Our physical surroundings including air, water and land.

<b>Environmental appraisal</b>	A generic term for the evaluation of the environmental implications of proposals (used by the UK Government in respect of policies and plans).
<b>Environmental Impact Assessment (EIA)</b>	The evaluation of the effects on the environment of particular development proposals
<b>Field pattern</b>	The pattern of hedges and walls that define fields in farmed landscapes.
<b>Geographical Information System (GIS)</b>	Computerised database of geographical information that can easily be updated and manipulated.
<b>Heritage</b>	Historical or cultural associations.
<b>Indirect impacts</b>	Impacts on the environment, which are not a direct result of the development but are often produced away from it or as a result of a complex pathway. Sometimes referred to as secondary impacts.
<b>Landcover</b>	Combinations of land use and vegetation that cover the land surface.
<b>Landform</b>	Combinations of slope and elevation of the land conditioned by knowledge and identity with a place.
<b>Landscape capacity</b>	The degree to which a particular landscape character type or area is able to accommodate change without unacceptable adverse effects on its character. Capacity is likely to vary according to the type and nature of change being proposed.
<b>Landscape character</b>	The distinct and recognisable pattern of elements that occurs consistently in a particular type of landscape, and how this is perceived by people. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement. It creates the particular sense of place of different areas of the landscape.
<b>Landscape character type</b>	A landscape type will have broadly similar patterns of geology, landform, soils, vegetation, land use, settlement and field pattern discernible in maps and field survey records.

<b>Landscape effects</b>	Change in the elements, characteristics, character and qualities of the landscape as a result of development. These effects can be positive or negative.
<b>Landscape evaluation</b>	The process of attaching value (non-monetary) to a particular landscape, usually by the application of previously agreed criteria, including consultation and third party documents, for a particular purpose (for example, designation or in the context of the assessment)
<b>Landscape factor</b>	A circumstance or influence contributing to the impression of a landscape (for example, scale, enclosure, elevation)
<b>Landscape feature</b>	A prominent eye-catching element, for example, wooded hilltop or church spire.
<b>Landscape quality (or condition)</b>	is based on judgements about the physical state of the landscape, and about its intactness, from visual, functional, and ecological perspectives. It also reflects the state of repair of individual features and elements which makes up the character in any one place.
<b>Landscape resource</b>	The combination of elements that contribute to landscape context, character and value.
<b>Landscape sensitivity</b>	The extent to which a landscape can accept change of a particular type and scale without unacceptable adverse effects on its character.
<b>Land use</b>	The primary use of the land, including both rural and urban activities.
<b>Landscape value</b>	The relative value or importance attached to a landscape (often as a basis for designation or recognition), which expresses national or local consensus, because of its quality, special qualities including perceptual aspects such as scenic beauty, tranquillity or wildness, cultural associations or other conservation issues.
<b>LCA</b>	Landscape Character Area
<b>Magnitude</b>	A combination of the scale, extent and duration of an effect.

<b>Methodology</b>	The specific approach and techniques used for a given study.
<b>Mitigation</b>	Measures, including any process, activity or design to avoid, reduce, remedy or compensate for adverse landscape and visual effects of a development project.
<b>NCA</b>	National Character Assessment
<b>Perception (of landscape)</b>	The psychology of seeing and possibly attaching value and/or meaning to landscape.
<b>Precautionary principle</b>	Principle applied to err on the side of caution where significant environmental damage may occur, but where knowledge on the matter is incomplete, or when the prediction of environmental effects is uncertain.
<b>Preference</b>	The liking by people for one particular landscape element, characteristic or feature over another.
<b>PRoW</b>	Public Right of Way
<b>Quality</b>	See <b>Landscape quality</b>
<b>Receptor</b>	Physical landscape resource, special interest or viewer group that will experience an effect.
<b>Scenario</b>	A picture of a possible future.
<b>Scoping</b>	The process of identifying the likely significant effects of a development of the environment.
<b>Sense of place (genius loci)</b>	The essential character and spirit of an area; <i>genius loci</i> literally means 'spirit of the place'.
<b>Sensitive/sensitivity</b>	See <b>landscape sensitivity</b>
<b>Sieve mapping</b>	Technique for mapping environmental constraints, working from a series of overlays, sieving out less important factors.
<b>Sustainability</b>	The principle that the environment should be protected in such a condition and to such a degree that ensures new development meets the needs of the present without

compromising the ability of future generations to meet their own needs.

<b>Technique</b>	Specific working process
<b>Threshold</b>	A specified level in grading effects, for example, of magnitude, sensitivity or significance.
<b>Visual amenity</b>	The value of a particular area or view in terms of what is seen.
<b>Visual effect</b>	Change in the appearance of the landscape as a result of development. This can be positive (ie beneficial or an improvement) or negative (ie adverse or a detraction)
<b>Visual envelope</b>	Extent of potential visibility to or from a specific area or feature.
<b>Visualisation</b>	Computer simulation, photomontage or other technique to illustrate the appearance of a development.
<b>Worst-case situation</b>	Principle applied where the environmental effects may vary, for example, seasonally to ensure the most severe potential effect is assessed.
<b>Zone of theoretical visibility (ZTV)</b>	Area within which a proposed development may have an influence or effect on visual amenity.

## APPENDIX F - Sources of Information

9.34 The following sources of information were obtained or consulted during the course of the assessment:

- Consultations with the client regarding the development proposals;
- Natural England published national landscape character assessment;
- Fareham Borough Council published landscape character descriptions;
- Aerial photography;
- Ordnance Survey Mapping at 1:10,000, 1:25,000 and 1:50,000 scale;
- Site visits and fieldwork to confirm data derived from available mapping and to identify and assess potential impacts.

## APPENDIX G – Policy and guidelines

9.35 Local planning policy within Fareham Borough is provided by the adopted Core Strategy August 2011 and polices within the Fareham Borough Council Local Plan, adopted June 2015. The relevant landscape policies which have been considered during the design development and assessment of the scheme include:

**Policy CS4:** Green Infrastructure, Biodiversity and Geological Conservation.

- Ensures protection of habitats important to the biodiversity of the Borough, including Sites of Special Scientific Interest, Sites of Importance for Nature Conservation, areas of woodland, the coast and trees.
- Outlines that development proposals will be permitted where Green Infrastructure provision in accordance with the Green Infrastructure Strategy has been integrated within the development where this is appropriate

**Policy CS14:** Development Outside Settlements

- Ensures that built development on land outside the defined settlements is strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure. The conversion of existing buildings will be favoured. Replacement buildings must reduce the impact of development and be grouped with other existing buildings, where possible. In coastal locations, development should not have an adverse impact on the special character of the coast when viewed from the land or water

**Policy CS17: High Quality Design**

- Ensures that all development, buildings and spaces will be of a high quality of design and be safe and easily accessed by all members of the community. Proposals will need to demonstrate adherence to the principles of urban design and sustainability to help create quality places.

**Policy CS21: Protection and Provision of Open Space**

- Outlines that the Borough Council will safeguard and enhance existing open spaces and establish networks of Green Infrastructure to add value to their wildlife and recreational functions Development which would result in the loss of or reduce the recreational value of open space, including public and private playing fields, allotments and informal open space will not be permitted, unless it is of poor quality, under-used, or has low potential for open space and a better quality replacement site is provided which is equivalent in terms of accessibility and size.
- Outlines that proposals for new residential development will be permitted provided that, where existing provision is insufficient to provide for the additional population, public open space is provided. In addition to these, where existing provision is insufficient to provide for the additional population, the Borough Council will seek the provision of accessible greenspace which meets the standards set out in the South East Green Infrastructure Framework including Accessible Natural Green Space standards.

**Policy CS22: Development in Strategic Gaps**

- Ensures that land within a Strategic Gap will be treated as countryside. Development proposals will not be permitted either individually or cumulatively where it significantly affects the

integrity of the gap and the physical and visual separation of settlements. Strategic Gaps have been identified between Fareham/Stubbington and Western Wards/Whiteley (the Meon gap); and Stubbington/Lee on the Solent and Fareham/Gosport.

- Outlines that their boundaries will be reviewed in accordance with the following criteria:
  - a) The open nature/sense of separation between settlements cannot be retained by other policy designations;
  - b) The land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;
  - c) In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation.

**Policy DSP6: New Residential Development Outside of the Defined Urban Settlement Boundaries**

- Outlines that there will be a presumption against new residential development outside of the defined urban settlement boundaries (as identified on the Policies Map). New residential development will be permitted in instances where one or more of the following apply:
  - It has been demonstrated that there is an essential need for a rural worker to live permanently at or near his/her place of work; or
  - It involves a conversion of an existing non-residential building where;
    - a) the buildings proposed for conversion are of permanent and substantial construction and do not require

major or complete reconstruction; and b) evidence has been provided to demonstrate that no other suitable alternative uses can be found and conversion would lead to an enhancement to the building's immediate setting.

- It comprises one or two new dwellings which infill an existing and continuous built-up residential frontage, where: a) The new dwellings and plots are consistent in terms of size and character to the adjoining properties and would not harm the character of the area; and
  - It does not result in the extension of an existing frontage or the consolidation of an isolated group of dwellings; and
  - It does not involve the siting of dwellings at the rear of the new or existing dwellings.
  - It is in keeping with the character, scale and appearance of the surrounding area; and ii. It will not detract from the existing landscape; and iii. It respects views into and out of the site.
- Outlines that new buildings should be well-designed to respect the character of the area and, where possible, should be grouped with existing buildings.
  - Ensures that proposals should have particular regard to the requirements of Core Strategy Policy CS14: Development Outside Settlements, and Core Strategy Policy CS6: The Development Strategy. They should avoid the loss of significant trees, should not have an unacceptable impact on the amenity of residents, and should not result in unacceptable environmental or ecological impacts, or detrimental impact on the character or landscape of the surrounding area.

-

## PUSH Green Infrastructure Strategy

- 9.36 Green Infrastructure (GI) is a network of multi-functional green spaces, green links and other green areas which link urban areas with the wider countryside. The purpose of this strategy is to set the vision and framework for the delivery of an integrated network of strategic GI across the South Hampshire sub-region.
- 9.37 It outlines a desire for new strategic GI to be embedded within new or existing development / communities rather than increasing the burden on existing GI and sensitive sites, and where new GI is proposed outside of settlements, appropriate sustainable links are created to enable communities to access GI

## APPENDIX H - Published National and Local Landscape Character Areas

9.38 Natural England has published a set of National Character Areas, which classifies landscape character on a national scale. It should be noted that this level of character guidance sets the broad scene for the study area. In this case, the sub regional character assessment provides the local context for understanding the landscape character of the site. However, the key characteristics for this NCA (126: South Coast Plain) that can be seen as relevant to the site would be as follows:

- The plain slopes gently southwards towards the coast.
- There are stretches of farmed land between developed areas, often with large arable fields defined by low hedges or ditches.
- Along the exposed, open coastal plain and shoreline, tree cover is limited to isolated wind-sculpted woodlands and shelterbelts.
- The area has significant urban development.

9.39 A Local Landscape Character Assessment was prepared by LDA Design in August 2017 for the Fareham Borough Council which offers guidance on the sub regional level character.

The site falls within the The Fareham/Stubbington Gap and comprises the major part of a strategic wedge of open landscape which separates the urban areas of Fareham to the north, Stubbington to the south and Gosport to the east. It excludes the built area of HMS Collingwood (included within an urban area) and also the corridor of the Alver Valley to the east which has a different character.

The essential characteristics of the Fareham/ Stubbington Gap are:

- Level or gently undulating landform which physically forms part of the coastal plain but which has become isolated from the coast by the development of Stubbington;
- Open, predominantly arable farmland and horticulture with a weak hedgerow structure and few trees and a relatively homogenous character;
- Some intrusion from neighbouring development of Fareham, Stubbington and HMS Collingwood around edges of area but retains overwhelmingly rural agricultural character.
- A few scattered farmsteads/horticultural holdings with a few limited north- south access routes and little or no east-west access, reinforcing the sense of a true gap between the built-up areas of Fareham and Stubbington; *f* Activity associated with airfield;
- A mosaic of small fragments of open farmland and horse-grazed pastures sandwiched between large-scale non-agricultural, but predominantly unbuilt, land uses of the Solent Enterprise Zone at HMS Daedalus airfield and the Peel Common Waste Water Treatment Works.

9.40 The site also falls within the Hampshire County Integrated Character Assessment published in 2012 and the site lies within the 9F: Gosport and Fareham Coast Plain.

9.41 The key characteristics of the LCA that can be seen as relevant to the site would be as follows:

- Low lying landscape which physically forms part of the coastal plain but is isolated from the coastline by the development.
- Predominantly light soils which are of high agricultural quality

- In the south, grassland pasture dominates while to the north there are large arable fields with no significant boundary vegetation.
- The area is strongly influenced by the adjoining urban areas of Gosport, Stubbington and Fareham, and by defence infrastructure.



LEGEND



Site boundary



Client: Persimmon Homes

Scheme: Oakcroft Lane, Stubbington

Drawing: Ordnance Survey Plan

Figure No: 1

ACD Ref: PER21504

Scale: NTS@A3

Drawn: DKM

Checked: JS





### LEGEND



Site boundary



Image supplied by Google Maps  
<https://maps.google.co.uk/>  
Accessed 24/10/2018

Client: Persimmon Homes

Scheme: Oakcroft Lane, Stubbington

Drawing: Aerial Photograph

Figure No: 2

ACD Ref: PER21504

Scale: NTS@A3

Drawn: DKM

Checked: JS





**LEGEND**



Site boundary

Zone of theoretical visibility



Yellow wash - Potential view



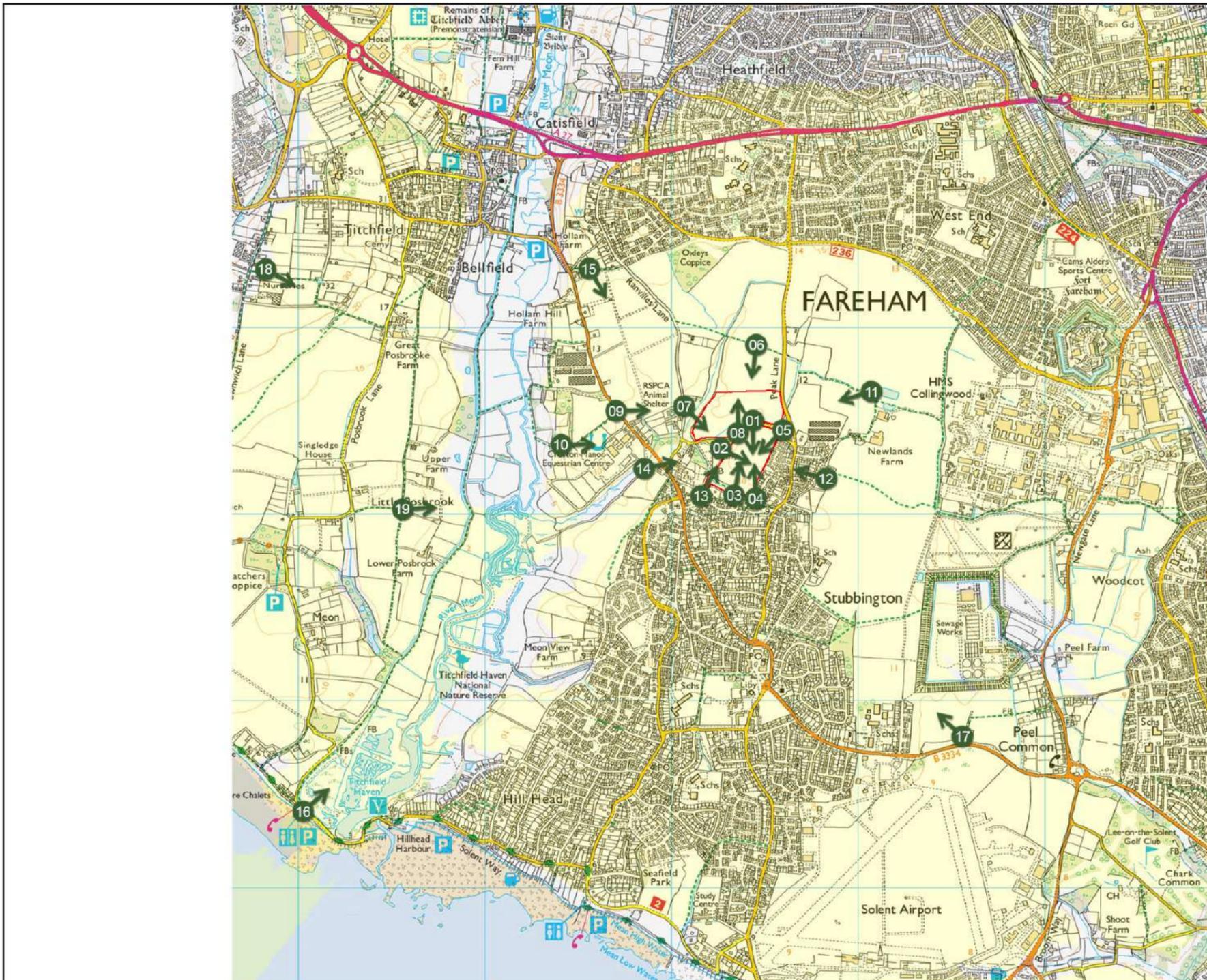
Grey wash - No potential view

NB: Viewshed analysis run with 1.6m viewer height and buildings at a 6m height with mapinfo and represents surface topography, without taking into account potential visual barriers in the form of trees, hedgerows, woodland, buildings and other manmade elements.



Client: Persimmon Homes	
Scheme: Oakcroft Lane, Stubbington	
Drawing: Zone of Theoretical Visibility	Figure No: 3
ACD Ref. PER21504	
Scale: NTS@A3	Drawn: DKM
	Checked: JS





**LEGEND**



Site boundary



Viewpoint location

Zone of theoretical visibility



Yellow wash - Potential view



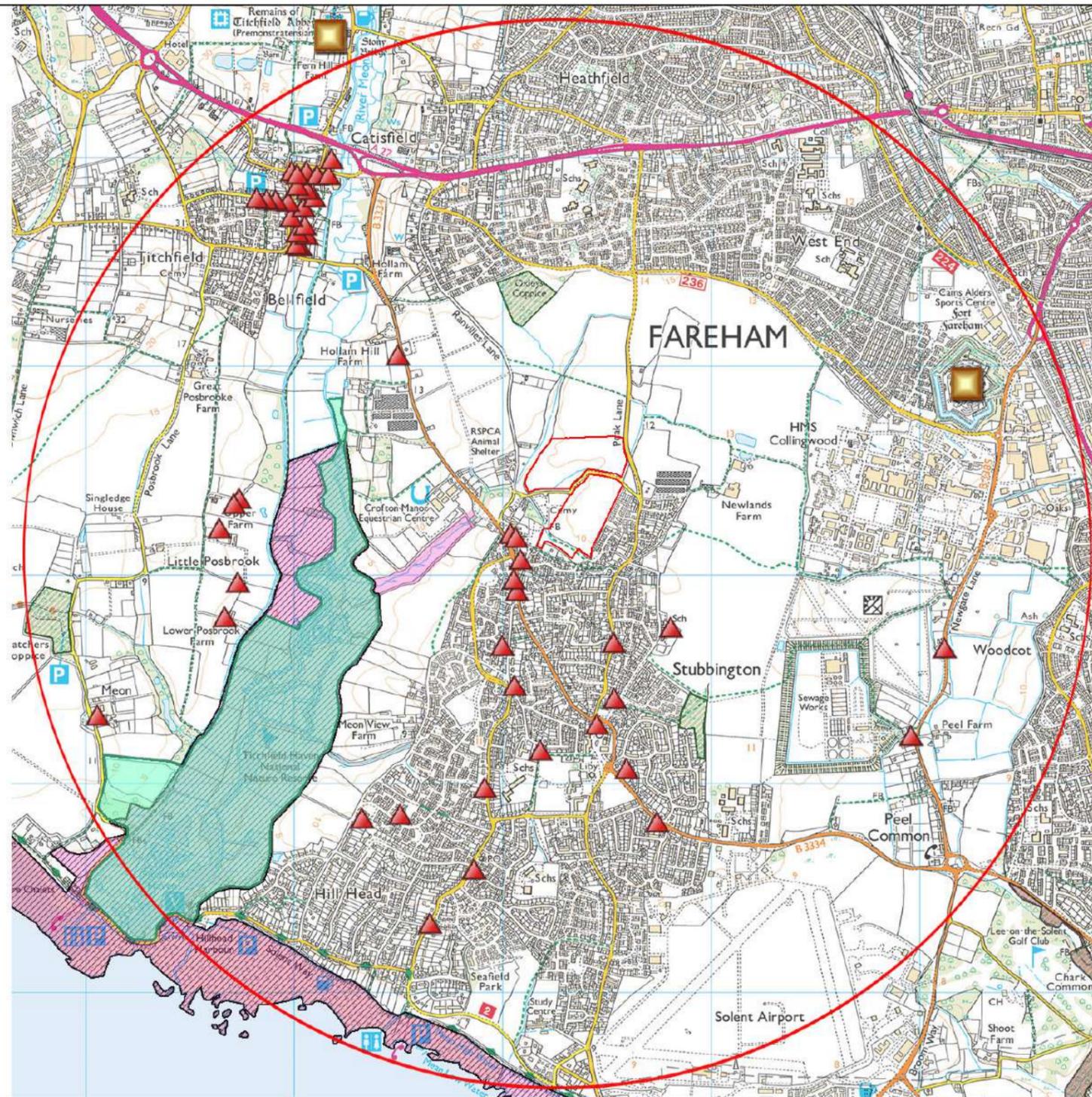
Grey wash - No potential view

NB: Viewshed analysis run with 1.6m viewer height and buildings at a 9m height with mapinfo and represents surface topography, without taking into account potential visual barriers in the form of trees, hedgerows, woodland, buildings and other manmade elements.



Client: Persimmon Homes	
Scheme: Oakcroft Lane, Stubbington	
Drawing: Viewpoint Location Plan	Figure No: 4
ACD Ref: PER21504	
Scale: NTS@A3	Drawn: DKM Checked: JS





**LEGEND**

-  Site Boundary
-  2.5km Radius
-  Country Parks
-  Local nature reserves
-  RAMSAR areas
-  SSSI (Sites of Special Scientific Interest)
-  Scheduled monuments
-  Listed buildings within 500m approx of the site
-  Ancient replanted woodland
-  Long distance walking path



Not present in this area:  
 National forests, national nature reserves, national parks, registered parks and gardens, english heritage assets, AONB, SPA, woodland trust sites, priority habitats, registered battlefields, national trust properties, national trails, green belts, registered commonland, public open space, conservation areas

Client: Persimmon Homes		
Scheme: Oakcroft Lane, Stubbington		
Drawing: Designations Plan	Figure No: 5	
ACD Ref: PER21504		
Scale: NTS@A3	Drawn: DKM	Checked: JS





Client: Persimmon Homes		
Scheme: Oakcroft Lane, Stubbington		
Drawing: Site Proposal Plan	Figure No: 6	
ACD Ref: PER21504		
Scale: NTS@A3	Drawn: DKM	Checked: JS





**ECOLOGICAL SURVEYS \* PROTECTED SPECIES LICENSING \* MITIGATION \* IMPACT ASSESSMENT  
ARBORICULTURAL SITE MONITORING AND SUPERVISION \* ARCHAEOLOGY  
LANDSCAPE & VISUAL IMPACT ASSESSMENT \* LANDSCAPE AUDIT \* PROJECT MANAGEMENT  
EXPERT WITNESS\* LANDSCAPE DESIGN & PLANNING LANDSCAPE MANAGEMENT**

**OAKCROFT LANE,  
STUBBINGTON, HAMPSHIRE**

**ECOLOGICAL MANAGEMENT PLAN**

**Final Document (Rev. 1)**

September 2020

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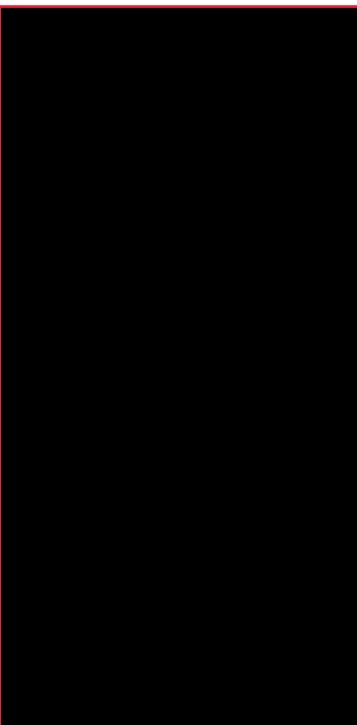
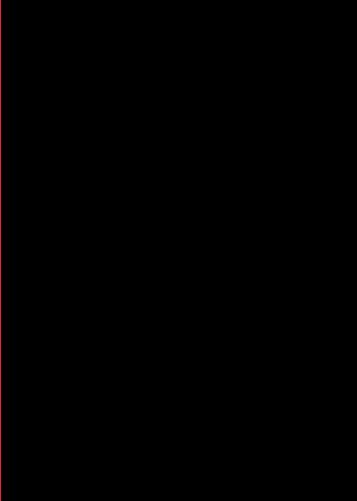
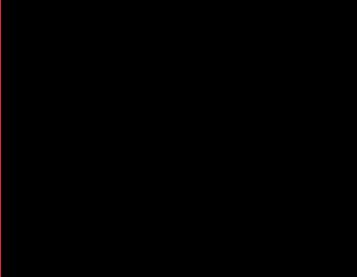
Preliminary Ecological Appraisals • Protected Species Surveys and Licensing • NVC • EclA • HRA • Management Plans  
Habitats • Badger • Bats • Hazel Dormouse • Birds • Reptiles • Amphibians • Invertebrates • Riparian and Aquatic Species

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## OAKCROFT LANE, STUBBINGTON, HAMPSHIRE

### ECOLOGICAL MANAGEMENT PLAN

#### Table of Contents

<b>1.0</b>	<b>INTRODUCTION .....</b>	<b>1</b>
1.1	Background.....	1
1.2	The Site .....	1
1.3	Aims and Scope of Report.....	2
1.4	Site Proposals.....	2
<b>2.0</b>	<b>MANAGEMENT PLAN OBJECTIVES.....</b>	<b>3</b>
2.1	Introduction .....	3
2.2	Overview of Management Plan Objectives .....	3
2.3	Structure of the Management Plan.....	3
<b>3.0</b>	<b>GENERAL MANAGEMENT PRESCRIPTIONS .....</b>	<b>5</b>
3.1	Introduction .....	5
3.2	Review .....	5
3.3	Responsibilities.....	5
3.4	Contractors .....	5
<b>4.0</b>	<b>SUMMARY OF ECOLOGICAL BASELINE.....</b>	<b>6</b>
4.1	Introduction.....	6
4.2	Habitats.....	6
4.3	Bats.....	6
4.4	Badger .....	6
4.5	Birds.....	6
4.6	Reptiles.....	7
4.7	Invertebrates.....	7
<b>5.0</b>	<b>HABITAT-SPECIFIC MANAGEMENT (ECOLOGICAL ENHANCEMENT AREA).....</b>	<b>8</b>
5.1	Introduction.....	8
5.2	Grassland .....	8
5.2.1	<i>Objectives for Grassland .....</i>	<i>8</i>
5.2.2	<i>Mitigation and Enhancement .....</i>	<i>8</i>
5.2.3	<i>Management Prescriptions.....</i>	<i>9</i>
5.3	Wader Scrapes.....	9
5.3.1	<i>Objectives for Wader Scrapes.....</i>	<i>9</i>
5.3.2	<i>Mitigation and Enhancement.....</i>	<i>9</i>
5.3.3	<i>Management Prescriptions.....</i>	<i>10</i>
5.4	Hedgerow .....	10
5.4.1	<i>Objectives for Hedgerow .....</i>	<i>10</i>
5.4.2	<i>Mitigation and Enhancement.....</i>	<i>11</i>
5.4.3	<i>Management Prescriptions.....</i>	<i>11</i>
5.5	Trees.....	11
5.5.1	<i>Objectives for Trees.....</i>	<i>11</i>
5.5.2	<i>Mitigation and Enhancement.....</i>	<i>12</i>
5.5.3	<i>Management Prescriptions.....</i>	<i>12</i>
5.6	Native Shrub Planting.....	12
5.6.1	<i>Objectives for Native Shrub Planting.....</i>	<i>12</i>
5.6.2	<i>Mitigation and Enhancement.....</i>	<i>12</i>
5.6.3	<i>Management Prescriptions.....</i>	<i>13</i>
5.7	Ditches.....	13
5.7.1	<i>Objectives for Ditch.....</i>	<i>13</i>
5.7.2	<i>Mitigation and Enhancement.....</i>	<i>13</i>

---

5.7.3	<i>Management Prescriptions</i> .....	13
<b>6.0</b>	<b>HABITAT-SPECIFIC MANAGEMENT (RESIDENTIAL DEVELOPMENT)</b> .....	<b>15</b>
6.1	Introduction.....	15
6.2	Broad-leaved Woodland.....	15
6.2.1	<i>Objectives for Broad-leaved Woodland</i> .....	15
6.2.2	<i>Mitigation and Enhancement</i> .....	15
6.2.3	<i>Management Prescriptions</i> .....	15
6.3	Wildflower Grassland.....	16
6.3.1	<i>Objectives for Wildflower Grassland</i> .....	16
6.3.2	<i>Mitigation and Enhancement</i> .....	16
6.3.3	<i>Management Prescriptions</i> .....	17
6.4	Hedgerows and Tree Lines.....	18
6.4.1	<i>Objectives for Hedgerow and Tree Lines</i> .....	18
6.4.2	<i>Mitigation and Enhancement</i> .....	18
6.4.3	<i>Management Prescriptions</i> .....	18
6.5	Native Shrub Planting.....	19
6.5.1	<i>Objectives for Native Shrub Planting</i> .....	19
6.5.2	<i>Mitigation and Enhancement</i> .....	19
6.5.3	<i>Management Prescriptions</i> .....	19
6.6	Pond.....	20
6.6.1	<i>Objectives for Pond</i> .....	20
6.6.2	<i>Mitigation and Enhancement</i> .....	20
6.6.3	<i>Management Prescriptions</i> .....	20
<b>7.0</b>	<b>MONITORING AND REVIEW</b> .....	<b>21</b>
<b>8.0</b>	<b>TIMETABLE OF MANAGEMENT AND MONITORING WORKS</b> .....	<b>22</b>
<b>9.0</b>	<b>REFERENCES</b> .....	<b>25</b>
<b>Map 1</b>	Site Location Plan	
<b>Map 2</b>	Location of Ecological Enhancement Area	
<b>Appendix 1</b>	Site Proposals Plan	
<b>Appendix 2</b>	Ecological Enhancement Area	

## **1.0 INTRODUCTION**

### **1.1 Background**

Ecological Survey and Assessment Limited (ECOSA) have been appointed by Persimmon Homes Limited to prepare an Ecological Management Plan for land at Oakcroft Lane, Stubbington, Hampshire PO14 2EB (hereafter referred to as the site).

ECOSA has previously undertaken a range of ecological survey work at the site with an extended Phase 1 ecological assessment originally undertaken in February 2014 (ECOSA, 2015) and subsequent protected species surveys including bat activity, reptile surveys and great crested newt surveys undertaken in 2015 (ECOSA, 2015) and a suite of wintering bird surveys undertaken between 2014 and 2016 (ECOSA, 2015) (ECOSA, 2015) (ECOSA, 2016). It should be noted that the red line boundary of the site has been significantly reduced since the previous survey work and that a large proportion of the site surveyed in the previous reports lies outside of the current redline boundary.

A planning application for the development of the site for 261 residential dwellings was submitted to Fareham Borough Council on 14<sup>th</sup> March 2019. The planning application was subsequently refused on 22<sup>nd</sup> August 2019 including a number of reasons in relation to ecology.

The proposals for the site have subsequently been revised and a new planning application for 209 residential units was submitted in June 2020. Following comments received from Hampshire County Council Ecology Team and Natural England and subsequent discussions with the consultees this document has been updated accordingly and to reflect the updated landscaping scheme at the site.

This Ecological Management Plan will be submitted in support of the new planning application in combination with a Biodiversity Impact Calculator (ECOSA, 2020), Shadow Habitats Regulations Assessment (ECOSA, 2020) and an updated Ecological Impact Assessment (ECOSA, 2020).

### **1.2 The Site**

The site is located in Stubbington, Hampshire, centred on National Grid Reference (NGR) SU 5536 0454 (**Map 1**).

The site covers approximately 17.8 hectares and comprises two agricultural fields with boundary vegetation and a small copse to the south-west of the site. The site is bounded to the south and east by existing residential development, to the north-east by Peak Lane, and to the north by agricultural fields, including the area of land proposed for the construction of the consented Stubbington Bypass. Crofton Ditch with

associated vegetation and Crofton Cemetery bounds the west of the site whilst a ditch is also present in the south of the site. The northern and southern parcels of land are bisected by Oakcroft Lane.

The wider landscape comprises Stubbington to the south and Fareham to the north and east. To the west lies a cemetery with open countryside comprising agricultural fields with associated boundary vegetation, occasional areas of woodland and the River Meon. The Solent lies towards the south and west separated from the site by open countryside and existing residential development.

### **1.3 Aims and Scope of Report**

The aim of this document is to outline the ecological management required at the site. The management plan sets out the ecology management prescriptions for the site in order to retain and enhance the long-term ecological value. This plan covers a period of 10 years following the commencement of the development.

### **1.4 Site Proposals**

The proposals entail erection of 209 dwellings with new access from Peak Lane and stopping up of part of Oakcroft Lane together with car parking, landscaping, Public Open Space and associated works. The land to the north of Oakcroft Lane is to be removed from agricultural use as a result of the development and delivered as an Ecological Enhancement Area.

This management plan is based on the Site Layout produced by Persimmon Homes Limited, dated March 2019 (Drawing No. A-02-015-SL Revision F) (**Appendix 1**), associated landscaping proposals produced by ACD Environmental for the residential parcel of the development, and the proposed landscaping works to the Ecological Enhancement Area drawing number PERSC22805 20 Revision A (**Appendix 2**).

Planning permission is being sought during 2020 with construction proposed to commence in late 2020/early 2021.

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## **2.0 MANAGEMENT PLAN OBJECTIVES**

### **2.1 Introduction**

This section provides an overview of the objectives of the Ecological Management Plan for the site. Specific objectives for each individual habitat type are detailed within the management prescriptions.

### **2.2 Overview of Management Plan Objectives**

The overarching objective of the Ecological Management Plan is to retain and enhance the long-term ecological value of the site. These will be achieved through the following measures:

- Create and maintain new habitat suitable to support overwintering wading birds in the Ecological Enhancement Area;
- Creation of new, native species-rich and wildlife friendly habitats to enhance biodiversity at the site as a whole; and
- Establishment of long-term management prescriptions for new and retained habitats to ensure the habitat diversity and suitability for wildlife is maintained.

### **2.3 Structure of the Management Plan**

The general overarching management prescriptions for the site are provided within Section 3.0.

For the purposes of this management plan it is split into two sections with the management prescriptions for the Ecological Enhancement Area detailed in Section 5.0. This area is due to be transferred to a third party following the commencement of the development. At this stage this is anticipated to be Fareham Borough Council which will be secured as part of a Section 106 agreement.

The remainder of the management prescriptions for the development site itself are continued within Section 6.0. The management prescriptions in this section wholly relate to habitat situated within Public Open Space for the purposes of ecological enhancement and management. The prescriptions do not cover habitat such as amenity grassland and new ornamental shrub which are anticipated to be subject to a separate management regime.

The boundaries of the two areas referred to in this management plan are provided on **Map 2**.

This management plan does not cover species-specific mitigation measures to be implemented as part of the construction phase of the scheme with the construction

phase mitigation measures set out within the Ecological Impact Assessment submitted as part of the planning application.

### **3.0 GENERAL MANAGEMENT PRESCRIPTIONS**

#### **3.1 Introduction**

This section provides an overview of the general management prescriptions for the site.

#### **3.2 Review**

As part of on-going monitoring and review process, the management plan will be periodically reviewed in order to ensure that the objectives are being met. Details of this review process are provided within Section 7.0.

#### **3.3 Responsibilities**

The responsibility for the implementation of the management plan for the Ecological Enhancement Area will initially be Persimmon Homes for the first 12 to 18 months of habitat creation. Following this the Ecological Enhancement Area will be transferred into the ownership of a third party (Fareham Borough Council). This third party, or their successors in title, and any appointed contractors or lessees of the land, will be responsible for implementing the management plan in relation to this area (Section 5.0). The management plan has not been fully costed within this document and a contribution to the management of this land will be secured as part of the Section 106 agreement.

The remainder of the residential development outside of new residential plots will be retained by Persimmon Homes. Persimmon Homes will be responsible for the implementation of the management plan in relation to this area and any appointed management agents (Section 6.0).

#### **3.4 Contractors**

The proposed habitat creation and management works will be undertaken by specialist contractors with suitable experience in the management measures proposed. Monitoring and review will be undertaken in conjunction with suitably qualified ecologists with other specialists, such as arboricultural consultants employed/consulted as necessary.

## **4.0 SUMMARY OF ECOLOGICAL BASELINE**

### **4.1 Introduction**

This section summarises the ecological baseline of the site in the context of the management proposed at the site. The full baseline of the site is provided by the Ecological Impact Assessment submitted as part of the planning application. The features to be incorporated into the management plan includes:

### **4.2 Habitats**

The habitats of relatively greater ecological interest in the context of the pre-development site are the woodland, mature scattered trees and hedgerows. These habitats are to be retained within the site and subject to management whilst those habitats of lower value are to be developed and subject to new habitat creation.

### **4.3 Bats**

A number of mature trees are present within the site which have suitability support roosting bats. These are being retained as part of the proposals.

The site contains a variety of habitats suitable for supporting foraging and commuting bats in the form of areas of woodland and boundary hedgerows with mature trees. The creation of new hedgerows, native shrub planting and grassland will provide new foraging resources for this species group.

### **4.4 Badger**

A badger sett was been identified within close proximity of the site. The creation of new grassland, native shrub planting and hedgerows will provide improved foraging resources for this species.

### **4.5 Birds**

The site itself contains Solent Wader and Brent Goose Strategy (Whitfield, 2017) site F17D which is classified as a Low Use Site whilst the site also includes part of F17C which has been classified as a Secondary Support Area. The Ecological Enhancement Area has been designed to enhance F17C and offset the loss of F17D as a result of the residential development. The Solent Wader and Brent Goose strategy recorded the presence of golden plover *Pluvialis apricaria*, lapwing *Vanellus vanellus* and snipe *Gallinago gallinago* in F17C and lapwing in F17D

Additionally, the site contains a number of habitats with suitability to support breeding birds in the form of woodland, tree lines, hedgerows and areas of scrub whilst the existing arable also provides habitat for ground nesting birds. The creation of new native shrub planting, hedgerow and grassland will provide new habitat for breeding birds.

#### **4.6 Reptiles**

Suitable areas of habitat are present within the site associated with the western margins. Reptile surveys carried out by ECOSA in 2018 recorded one juvenile common lizard *Zootoca vivipara* on the western boundary of the Ecological Enhancement Area. The creation of new grassland in the Ecological Enhancement Area will create new habitat for reptiles.

#### **4.7 Invertebrates**

The site offers suitable habitat for a range of terrestrial invertebrates in the form of woodland, scrub, mature trees and ruderal vegetation. A number of areas of standing deadwood were also recorded as present within the site offering opportunities for saprophytic species. The creation of new habitat including grassland, native shrub planting and hedgerows will provide new habitat for terrestrial invertebrates.

## **5.0 HABITAT-SPECIFIC MANAGEMENT (ECOLOGICAL ENHANCEMENT AREA)**

### **5.1 Introduction**

This section provides an overview of the habitat-specific management objectives and prescriptions for the Ecological Enhancement Area (see **Map 2** and **Appendix 2**).

### **5.2 Grassland**

The majority of the Ecological Enhancement Area currently comprises an arable field which is proposed to be enhanced to deliver a new diverse area of grassland in the long-term.

#### **5.2.1 Objectives for Grassland**

The specific objectives for grassland habitat are:

- Creation and maintenance of species-rich grassland;
- Provision of enhanced habitat for ground nesting birds;
- Provision of enhanced habitat for waders; and
- Creation of new reptile habitat.

#### **5.2.2 Mitigation and Enhancement**

Prior to finalising the seed mix for the site it may be necessary to undertake soil testing to establish the current pH, phosphorus and nitrogen levels of the soil. Pending the outcomes of this testing it may be necessary to amend the seed mix, management and preparation methods as appropriate.

Prior to the sowing of the grassland it will be necessary to prepare the ground to maximise the chance of developing a diverse sward. In the first instance any existing vegetation should be cleared from the site through either cutting or the application of a suitable herbicide. The area to be sown will be left for at least one season. Vegetation will be cut in June and September with all arisings remove to reduce the nutrient load in the soil.

Should the site be subject to pernicious weed growth it may be necessary to cut/treat any annual weed growth on more than one occasion. However, the current use of the site as arable land is likely to result in a lower annual weed load.

The soil will then be disc-harrowed to establish the soil for sowing. The seed mix to be sown will be a grassland seed mix such as Emorsgate EM2 (or similar). The seed mix will be sown in either August to September or March to April at a rate of 4 grams per square metre.

### **5.2.3 Management Prescriptions**

Following the seeding of the grassland the initial year of management would entail regular mowing to 40-60 millimetres to control annual weed growth. Following each cut **arisings will be removed from the site** in order to avoid additional nutrient enrichment of the soil. No fertilisers should be applied to the soil at any stage. It is important to manage the grass level in the first year in order to ensure that coarse grasses and annual weeds do not become dominant.

Where perennial weeds such as thistles and docks establish these should be subject to regular control though spot treatment with an appropriate herbicide or individually dug out.

It will be necessary to monitor the establishment of the grassland over the first year as it may be necessary to undertake additional mowing and management in order to encourage the establishment of a diverse sward.

Notwithstanding this, from the second year onwards the management regime would be amended. The grassland will be subject to a September cut to around 40-60 millimetres with the arisings left on site for a period of seven days to allow seeds to drop from the dry hay. **The arisings would subsequently be removed following the seven day period.**

The grassland would then be subject to a cut to around 75 millimetres in March with all arising removed from site in order to avoid soil enrichment.

## **5.3 Wader Scrapes**

New wader scrapes are to be created in the Ecological Enhancement Area in order to provide improved habitat for overwintering waders.

### **5.3.1 Objectives for Wader Scrapes**

The specific objectives for wader scrapes habitat are to:

- Create new habitat for foraging waders;
- Ensure scrape holds water over the winter and into spring;
- Ensure that the scrape remains open and not densely vegetated.

### **5.3.2 Mitigation and Enhancement**

The locations of the wader scrapes are shown in **Appendix 2**. These will be excavated prior to the commencement of the grassland creation detailed in Paragraph 5.2.2.

The excavations will have gently sloping edges and generally no more than 45 centimetres deep in the centre. However, as they are intended to hold water over winter

and into early spring it may be necessary to make them deeper in order to ensure water retention. The scrapes have been designed as irregular shapes in order to maximise the edge habitat. The excavated depth should not be uniform throughout but should include shallower and deeper areas with bumps and hollows in order to create variety across the scrape.

The excavated soil from the creation of the scrapes will be moved away from the scrapes in order to ensure that the profile of the edges of the scrapes remain shallow profiled. This will be used to create shallow south facing bunds within the wider Ecological Enhancement Area as an enhancement feature for reptiles. The water scrape will be allowed to colonise with vegetation naturally.

### **5.3.3 Management Prescriptions**

The management of the scrapes are anticipated to be largely non-intervention with any vegetation growth around the margins of the ditch to be subject to the same management of the surrounding grassland. However, should the scrape and margins develop denser vegetation cover it may be necessary to undertake more regular cutting in order to maintain their open nature. Should on going monitoring identified any issue with water retention or dense vegetation developing which compromises the function of the scrap then mechanical clearance/re-profiling may be necessary.

## **5.4 Hedgerow**

A new hedgerow is to be planted along the south-western and western site boundary in order to buffer the field from the adjacent roads and newly constructed residential development. The remainder of the existing hedgerows will be retained as part of the scheme.

### **5.4.1 Objectives for Hedgerow**

The specific objectives for hedgerow<sup>1</sup> habitat are to:

- Establish and maintain a barrier between newly constructed residential development to the south, new access and Peak Lane to the west;
- Maintain existing hedgerows and establish new hedgerow in good ecological condition;
- Establish new native hedgerow planting across the site in order to reinforce existing hedgerows:
- Maintain a minimum height of 1.5 metres along all native hedgerows;

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<sup>1</sup> The objectives have been taken from the DEFRA Metric 2.0 Technical Supplement ( (Natural England, 2019)) for this habitat type

- Maintain a minimum width of 1.5 metres of the centre of the hedgerow; and
- Maintain a gap between ground and base of canopy of less than 0.5 metre for 90% of hedgerow lengths.

#### **5.4.2 Mitigation and Enhancement**

A total of 653 metres of new hedgerow planting is to be undertaken which will entail field maple *Acer campestre*, dogwood *Cornus sanguinea*, hazel *Corylus avellana*, hawthorn *Crataegus monogyna*, spindle *Euonymus europaeus* and blackthorn *Prunus spinosa*. This will be planted in accordance with the landscaping specifications and undertaken by experienced landscape contractors. This will be planted in either September/October or March/April.

#### **5.4.3 Management Prescriptions**

Newly planted hedgerows will be subject to monitoring and allowed to establish a dense bushy structure. Where failures occur to individual plants these will be restocked as necessary in order to establish a continuous dense hedgerow along the full length. Any grass and ruderal vegetation growth around the newly planted hedgerow will require regular management through cutting or treatment in order to ensure that whips can establish.

In order to maintain an adequate width of the hedgerow these will be stock fenced at a 1.5 metre width from the centre once the hedgerow has been installed.

The on-going management will include an annual cut, as necessary, to be undertaken overwinter (October to February) in order to avoid the nesting bird period. Management will be undertaken in order to maintain a dense bushy structure along the hedgerow length and a minimum height of 1.5 metre and width of 1.5 metres.

### **5.5 Trees**

A number of trees are present within the site specifically along the southern boundary of the Ecological Enhancement Area. These trees are all to be retained within the proposals.

#### **5.5.1 Objectives for Trees**

The specific objectives for tree habitat are to:

- Continue to maintain a number of mature trees within the site; and
- Retain areas of deadwood within existing trees as far as possible and subject to arboricultural recommendations.

### **5.5.2 Mitigation and Enhancement**

The trees within the site will be retained as part of the proposals. No specific enhancement measures are proposed.

### **5.5.3 Management Prescriptions**

Tree works will be managed and monitored by an experienced arboriculturalist. Tree surgery works will be kept to a minimum where possible with retention of standing deadwood. Should any tree works be required for health and safety reasons then it is proposed that the wood will be retained in habitat piles.

Any necessary tree works will be carried out in accordance with BS 5837:2012 by experienced contractors. Any tree works required, such as for health and safety reasons, would only be carried out following an assessment of the potential impacts of the proposed works on roosting bats by a suitably qualified ecologist. Should tree works have the potential to result on impacts on roosting bats then amendments in the proposed tree works or further survey work may be necessary.

All deadwood including standing deadwood will be retained during management, as this provides an important habitat resource for a range of species. Where tree management is required to remove deadwood this will be retained within the site within habitat piles to provide habitat and shelter to a variety of species.

All tree management works will be undertaken outside the breeding bird season of March to August, inclusive, or if not possible, an ecologist will be present immediately prior to works commencing to check vegetation.

## **5.6 Native Shrub Planting**

New native shrub/scrub planting is proposed along the eastern boundary of the Ecological Enhancement Area.

### **5.6.1 Objectives for Native Shrub Planting**

The specific objectives for native shrub<sup>2</sup> planting habitat are:

- Establishment of shrub planting comprising at least three native species with no one species comprises more than 75% cover; and
- Maintain a diversity of age ranges within the native buffer planting.

### **5.6.2 Mitigation and Enhancement**

A total of 1,990 square metres of new native shrub planting is to be undertaken which will include crab apple *Malus sylvestris*, blackthorn, wayfaring tree *Viburnum lantana*,

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<sup>2</sup> The objectives have been taken from the DEFRA Metric 2.0 Technical Supplement (Natural England, 2019) for scrub habitat type

elder *Sambucus nigra*, wild privet *Ligustrum vulgare*, hawthorn, guelder rose *Viburnum opulus*, dogwood, hazel and holly *Ilex aquifolium*. This will be planted by experienced contractors in accordance with the landscape specifications.

### **5.6.3 Management Prescriptions**

The new native shrub planting will be largely non-intervention with the planting allowed to develop a dense and bushy structure.

Once established the on-going management will include an annual cut to be undertaken overwinter (October to February) in order to avoid the nesting bird period. This will be undertaken to encourage a diversity of age ranges with selective removal of mature shrubs (no more than 10%) in order to allow new saplings to develop.

## **5.7 Ditches**

A ditch is currently present running from east to west, flowing into the Crofton Ditch, along the southern boundary of the Ecological Enhancement Area. This is to be retained as part of the proposals.

### **5.7.1 Objectives for Ditch**

The specific objectives for ditch habitat are to:

- Maintain and enhance the ditch; and
- Ensure that the existing ditch remains open free from excessive scrub growth.

### **5.7.2 Mitigation and Enhancement**

The ditch is to be retained as part of the proposals. No significant works to this ditch are proposed. However, this will be subject to longer-term management to provide a betterment over the existing situation.

### **5.7.3 Management Prescriptions**

The ditch will be subject to ad hoc management outside of the nesting bird period in order to ensure that the ditch maintains an open nature. Selective thinning of scrub and other dense vegetation will be undertaken on an ad hoc basis with no more than one bank cut per year and no more than 25% of each bank being covered in scrub.

Where thinning is undertaken the arising vegetation will be collected and removed from the ditch in order to ensure the ditch does not become blocked with vegetation. On-going monitoring of the ditch will be undertaken with any debris or litter removed in order to remove potential pollution risks from inorganic material.

Whilst not a specific aim of this management plan the management of the existing vegetation within the ditch will open up the ditch and potentially increase water flow

though the ditch which may result in an enhancement for water vole which are known to be present in the area.

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## **6.0 HABITAT-SPECIFIC MANAGEMENT (RESIDENTIAL DEVELOPMENT)**

### **6.1 Introduction**

This section provides an overview of the habitat-specific management objectives and prescriptions for the residential development area of the site.

### **6.2 Broad-leaved Woodland**

An area of woodland is present to the south of the site which will be retained as part of the proposals. This will be subject to long-term ecological management.

#### **6.2.1 Objectives for Broad-leaved Woodland**

The specific objectives for broad-leaved woodland<sup>3</sup> habitat are to:

- Maintain and expand an area of continuous canopy cover;
- Maintain a dominance of native species and a diverse age and structure of the trees present;
- Monitor and manage any damage to the woodland as a result of recreational access; and
- Maintain areas of deadwood within the woodland.

#### **6.2.2 Mitigation and Enhancement**

The woodland to the south of the site is to be retained and protected as part of the development in accordance with the measures set out in the Ecological Impact Assessment submitted with the planning application.

New tree planting will be undertaken in the existing area of tall ruderal with encroaching scrub in accordance with the landscaping specification.

#### **6.2.3 Management Prescriptions**

The management of the existing woodland will be largely non-intervention with tree works potentially undertaken for reasons of health and safety. Any woodland management works will be undertaken between October and February outside of the breeding bird season.

Management will allow a scrubby edge to develop along the path running through the woodland to minimise the risk of additional recreational access to the wider woodland. Any damage or erosion of the woodland as a result of recreational access will be monitored and action taken to address any impacts which arise.

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<sup>3</sup> The objectives have been taken from the DEFRA Metric 2.0 Technical Supplement (Natural England, 2019) for this habitat type

The woodland is currently adjacent to residential gardens to the south and therefore, there is the risk of garden and/or invasive species colonising the woodland. On-going monitoring of invasive species will be undertaken. Where any non-native or invasive species are identified within the woodland these will be subject to an appropriate treatment program for the species.

Where any trees work are deemed necessary for health and safety reasons these be managed and monitored by an experienced arboriculturalist. Tree surgery works will be kept to a minimum where possible with retention of standing deadwood. Should any tree works be required for health and safety reasons then it is proposed that the wood will be retained in habitat piles.

Any necessary tree works will be carried out in accordance with BS 5837:2012 by experienced contractors. Any tree works required, such as for health and safety reasons, would only be carried out following an assessment of the potential impacts of the proposed works on roosting bats by a suitably qualified ecologist. Should tree works have the potential to result on impacts on roosting bats then amendments in the proposed tree works or further survey work may be necessary.

All deadwood, including standing deadwood, will be retained during management, as this provides an important habitat resource for a range of species. Where tree management is required to remove deadwood this will be retained within the site within habitat piles to provide habitat and shelter to a variety of species.

The existing area of tall ruderal vegetation will be subject to management on an ad-hoc basis in order to allow succession of the habitat to scrub complemented by new tree planting being undertaken at the establishment of the landscaping scheme. The scrub and ruderal vegetation will require regular cutting around the areas of new planted trees and saplings in order allow the planting to successfully establish.

### **6.3 Wildflower Grassland**

New wildflower grassland is to be created within new areas of open space within the residential development.

#### **6.3.1 Objectives for Wildflower Grassland**

The specific objectives for wildflower grassland habitat are:

- Creation and maintenance of species-rich grassland around the margins of the residential development

#### **6.3.2 Mitigation and Enhancement**

Prior to finalising the seed mix for the site it may be necessary to undertake soil testing to establish the current pH, phosphorus and nitrogen levels of the soil. Pending the

outcomes of this testing it may be necessary to amend the seed mix, management and preparation methods as appropriate.

Prior to the sowing of the grassland it will be necessary to prepare the ground to maximise the chance of developing a diverse sward. In the first instance any existing vegetation should be cleared from the site through either the cutting or the application of a suitable herbicide. The area to be sown will be left for at least one season. Vegetation will be cut in June and September with all arisings removed to reduce the nutrient load in the soil.

Should the site be subject to pernicious weed growth it may be necessary to cut/treat any annual weed growth on more than one occasion. However, the current use of the site as arable land is likely to result in a lower annual weed load.

The soil will then be disc-harrowed to establish the soil for sowing. The seed mix to be sown will be a grassland seed mix such as Emorsgate EM2 and Emorsgate EM10 (or similar). The seed mix will be sown in either August to September or March to April at a rate of 4 grams per square metre.

### **6.3.3 Management Prescriptions**

Following the seeding of the grassland the initial year of management would entail regular mowing to 40-60 millimetres to control annual weed growth. Following each cut arisings will be removed from the site in order to avoid additional nutrient enrichment of the soil. No fertilisers will be applied to the soil at any stage. It is important to manage the grass level in the first year in order to ensure that coarse grasses and annual weeds do not become dominant.

It will be necessary to monitor the establishment of the grassland over the first year as it may be necessary to undertake additional mowing and management in order to encourage the establishment of a diverse sward.

Notwithstanding this, from the second year onwards the management regime would be amended. The grassland will be subject to a September cut to around 40-60 millimetres with the arisings left on site for a period of seven days to allow seeds to drop from the dry hay. **The arisings would subsequently be removed following the seven day period.**

The grassland would then be subject to a cut to around 75 millimetres in March with all arisings removed from site in order to avoid soil enrichment.

A mown pathway is proposed through the grassland which will be maintained by regular mowing to a height of 50 millimetres.

## **6.4 Hedgerows and Tree Lines**

The existing hedgerows and tree lines are to be retained within the proposals with a suite of new hedgerow planting to be undertaken.

### **6.4.1 Objectives for Hedgerow and Tree Lines**

The specific objectives for hedgerow and tree line<sup>4</sup> habitat are to:

- Maintain existing hedgerows and tree lines in good condition;
- Establish new native hedgerow planting across the site in order to reinforce existing hedgerows:
- Maintain a minimum height of 1.5 metres along all native hedgerows;
- Maintain a minimum width of 1.5 metres of the centre of the hedgerow; and
- Maintain a gap between ground and base of canopy of less than 0.5 metre for 90% of hedgerow lengths (excluding tree lines);

### **6.4.2 Mitigation and Enhancement**

A total of 1,749 metres of new hedgerow planting is to be undertaken which will entail field maple, dogwood, hazel, hawthorn, spindle and blackthorn. This will be planted in accordance with the landscaping specifications and undertaken by experienced landscape contractors.

### **6.4.3 Management Prescriptions**

Newly planted hedgerows will be subject to monitoring and allowed to establish a dense bushy structure. Where failures occur to individual plants these will be restocked as necessary in order to establish a continuous dense hedgerow along the full length. Any grass and ruderal vegetation growth around the newly planted hedgerow will require regular management through cutting or treatment in order to ensure that whips can establish.

The on-going management will include an annual cut, as necessary, to be undertaken overwinter (October to February) in order to avoid the nesting bird period. Management will be undertaken in order to maintain a dense busy structure along the hedgerow length. Cutting of hedgerow will not take the height below 1.5 metres nor a width of 1.5 metres from the centre.

Management of existing trees within the hedgerows is anticipated to be largely non-intervention. Where necessary, tree works will be managed and monitored by an

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<sup>4</sup> The objectives have been taken from the DEFRA Metric 2.0 Technical Supplement (Natural England, 2019) for this habitat type

experienced arboriculturalist. Tree surgery works will be kept to a minimum where possible with retention of standing deadwood. Should any tree works be required for health and safety reasons then it is proposed that the wood should be retained in habitat piles.

Any necessary tree works will be carried out in accordance with BS 5837:2012 by experienced contractors. Any tree works required, such as for health and safety reasons, would only be carried out following an assessment of the potential impacts of the proposed works on roosting bats by a suitably qualified ecologist. Should tree works have the potential to result on impacts on roosting bats then amendments in the proposed tree works or further survey work may be necessary.

All deadwood including standing deadwood will be retained during management, as this provides an important habitat resource for a range of species. Where tree management is required to remove deadwood this will be retained within the site within habitat piles to provide habitat and shelter to a variety of species.

## **6.5 Native Shrub Planting**

A range of new native shrub planting is proposed within the landscaping scheme.

### **6.5.1 Objectives for Native Shrub Planting**

The specific objectives for native shrub<sup>5</sup> planting habitat are:

- Establishment of shrub planting comprising at least three native species with no one species comprises more than 75% cover; and
- Maintain a diversity of age ranges within the native buffer planting.

### **6.5.2 Mitigation and Enhancement**

A total of 1,766 square metres of new native shrub planting is to be undertaken which will include crab apple *Malus sylvestris*, blackthorn, wayfaring tree *Viburnum lantana*, elder *Sambucus nigra*, wild privet *Ligustrum vulgare*, hawthorn, guelder rose *Viburnum opulus*, dogwood, hazel and holly *Ilex aquifolium*. This will be planted by experienced contractors in accordance with the landscape specifications.

### **6.5.3 Management Prescriptions**

The new native shrub planting will be largely non-intervention with the planting allowed to develop a dense and bushy structure.

Once established the on-going management will include an annual cut to be undertaken overwinter (October to February) in order to avoid the nesting bird period.

---

<sup>5</sup> The objectives have been taken from the DEFRA Metric 2.0 Technical Supplement (Natural England, 2019) for scrub habitat type

This will be undertaken to encourage a diversity of age ranges with selective removal of mature shrubs (no more than 10%) in order to allow new saplings to develop.

## **6.6 Pond**

A new attenuation basin is to be constructed in the south of the site which will include a permanently wet area in the centre which will create a new pond habitat.

### **6.6.1 Objectives for Pond**

The specific objectives for pond habitat are to:

- Creation and maintenance of new riparian edge habitat; and
- Creation and long-term management of the pond to provide new habitat for a wide range of species.

### **6.6.2 Mitigation and Enhancement**

New marginal planting is to be undertaken within the pond once created including common water plantain *Alisma plantago-aquatica*, marsh marigold *Caltha palustris*, meadowsweet *Filipendula ulmaria*, yellow flag iris *Iris pseudacorus*, purple loosestrife *Lythrum salicaria*, marsh cinquefoil *Potentilla palustris*, brooklime *Veronica beccabunga*, cuckooflower *Cardamine pratensis* and ragged robin *Lychnis flos-cuculi*. The seasonally wet areas will also be sown with a wet meadow seed mixture such as Emorsgate EM8 or similar.

### **6.6.3 Management Prescriptions**

For grassland management prescriptions in relation to the newly sown grassland around the margins of the pond see Paragraph 6.3.3.

It is considered that the management of the waterbody will be largely non-intervention with removal of litter where necessary. Once vegetation cover has established vegetation will be managed to provide vegetation cover of no more than 40%.

## 7.0 MONITORING AND REVIEW

A review of the mitigation and enhancement measures implemented will be undertaken by a suitably qualified ecologist following the completion of the habitat creation measures. Following the implementation of the proposed mitigation and enhancement measures, any necessary revisions to the Ecological Management Plan will be made accordingly. Should any significant deviations, which would effect the ability of the scheme to deliver the objectives set out in Paragraph 2.2, be noted then this document may require significant revisions and the timeline for delivery adjusted accordingly.

It is proposed that the parties responsible for implementation of this management plan carry out regular *ad hoc* monitoring at the site to establish any obvious deviations or faults. Where any issues are highlighted, a suitably qualified ecologist will be consulted for advice where necessary.

An integral part of the management plan process will be a system of monitoring and a formal progress review. There will be a review meeting at the end of five years, post-completion, attended by the parties responsible for implementing the management plan and management contractor, to discuss the progress of the activities undertaken. This will enable issues to be identified and resolved where required. The meeting will take place to judge the effectiveness of the plan's aims, objectives and prescriptions.

The monitoring and review process will comprise a review report to include the following elements:

- Details of extent, timing and outcome of all works undertaken in the previous five years;
- Managing agent's assessment of effectiveness of works undertaken and the Ecological Management Plan as a whole; and
- Recommendations for next five year's management requirements.

In addition to the above the Ecological Enhancement Area will be subject to wintering bird monitoring for three years following the implementation of the habitat creation measures. Each years' monitoring will entail a monthly visit at high tide between October and March by an experienced ornithologist to record usage of the site by wintering birds with specific focus on recording waders associated with the Solent SPAs. This information will be report annually to the party responsible for the land and the Solent Wader and Brent Goose Strategy Partnership (or their successors). Where this monitoring establishes any negative trends in wader usage of the site this will be fed into the monitoring and review process of the management plan with revisions made where necessary.

## 8.0 TIMETABLE OF MANAGEMENT AND MONITORING WORKS

**Table 1:** Ecological Enhancement Area

Management Prescription		Section Reference	Year <sup>6</sup>													
			0	1	2	3	4	5	6	7	8	9	10			
<b>Construction Phase Mitigation and Enhancement</b>	Grassland creation (March/April or August/September)	5.2.2														
	Wader scrape creation	5.3.2														
	New hedgerow plating (March/April or September/October)	5.4.2														
<b>Habitat Management</b>	Regular grassland mowing through initial year of establishment	5.2.3, 5.3.3														
	Grassland cut to around 40-60 millimetres (September)	5.2.3, 5.3.3														
	Grassland cut to 75 millimetres (March)	5.2.3, 5.3.3														
	Hedgerow management (October to February, as necessary)	5.4.3														
	Ditch management (October to February, as necessary)	5.5.3														
	Tree management (October to February, as necessary)	5.6.3														

<sup>6</sup> The exact timescales for the construction of the development are unknown. For the purposes of this mitigation and management plan, construction works are referred to as “Year 0” with the mitigation and management plan covering subsequent years “Year 1 – 10”.

Management Prescription		Section Reference	Year <sup>6</sup>												
			0	1	2	3	4	5	6	7	8	9	10		
<b>Monitoring and Progress Review</b>	Review of initial habitat creation measures	7.0													
	Transfer to Fareham Borough Council (or alternative third party) and Appointment of Managing Contractor	7.0													
	Wintering Bird Monitoring	7.0													
	<i>Ad hoc</i> monitoring by management contractors	7.0													
	Five-year management review	7.0													

**Table 2:** Residential Development - South of Oakcroft Lane

Management Prescription		Section Reference	Year <sup>7</sup>												
			0	1	2	3	4	5	6	7	8	9	10		
<b>Construction Phase Mitigation and Enhancement</b>	New tree planting, hedgerow and native shrub planting	6.2.2, 6.4.2, 6.5.2													
	Grassland creation (March/April or August/September)	6.3.2													
	Pond creation and planting	6.6.2													
<b>Habitat Management</b>	Woodland management (October to February)	6.2.3													

<sup>7</sup> The exact timescales for the construction of the development are unknown. For the purposes of this mitigation and management plan, construction works are referred to as “Year 0” with the mitigation and management plan covering subsequent years “Year 1 – 10”.

Management Prescription		Section Reference	Year <sup>7</sup>												
			0	1	2	3	4	5	6	7	8	9	10		
	Regular wildflower meadow mowing through initial year of establishment	6.3.3													
	Grassland cut to around 40-60 millimetres (September)	6.3.3													
	Grassland cut to 75 millimetres (March)	6.3.3													
	Hedgerow, tree and native shrub management (October to February, as necessary)	6.4.3, 6.5.3													
	Pond management (October to February, as necessary)	6.6.3													
<b>Monitoring and Progress Review</b>	Review of initial habitat creation measures	7.0													
	<i>Ad hoc</i> monitoring by management contractors	7.0													
	Five-year management review	7.0													

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## **Map 1** Site Location Plan

# OAKCROFT LANE, STUBBINGTON, HAMPSHIRE

## ECOLOGICAL MANAGEMENT PLAN

Map 1 - Site Location Plan

Client:	Persimmon Homes South Coast
Date:	April 2020
Status:	Final

### KEY

 Site Boundary



Scale at A4: 1:10,000

0 100 200 400 Metres



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**Map 2** Location of Ecological Enhancement Area



**OAKCROFT LANE, STUBBINGTON,  
HAMPSHIRE**

**ECOLOGICAL MANAGEMENT PLAN**

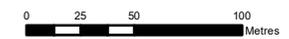
**Map 2 - Location of Ecological Enhancement Area**

Client:	Persimmon Homes South Coast
Date:	April 2020
Status:	Final

**KEY**

-  Site Boundary
-  Ecological Enhancement Area
-  Residential Development

Scale at A4: 1:3,500



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## **Appendix 1**    Site Proposals Plan



F	16.09.20	Planning Officer comments incorporated	br	db
E	22.04.20	Byways and/or amended	br	db
D	25.02.20	see planning cover note	br	db
C	05.11.19	see planning cover note	br	db
B	20.09.19	see planning cover note	br	db
A	22.07.19	see planning cover note dated 23 July	br	db

Rev	Date	Revision Details	Dr	Ch
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Job Title  
Oakcroft Lane, Stubbington

Drawing Title  
Site Layout

Job No	Drawing No	Rev
220	A-02-015-SL	F
Drawn	Checked	Date
BR	DB	March '19

Scale  
1:1000 @ A1 / 1:2000 @ A3



Status  
**PLANNING**

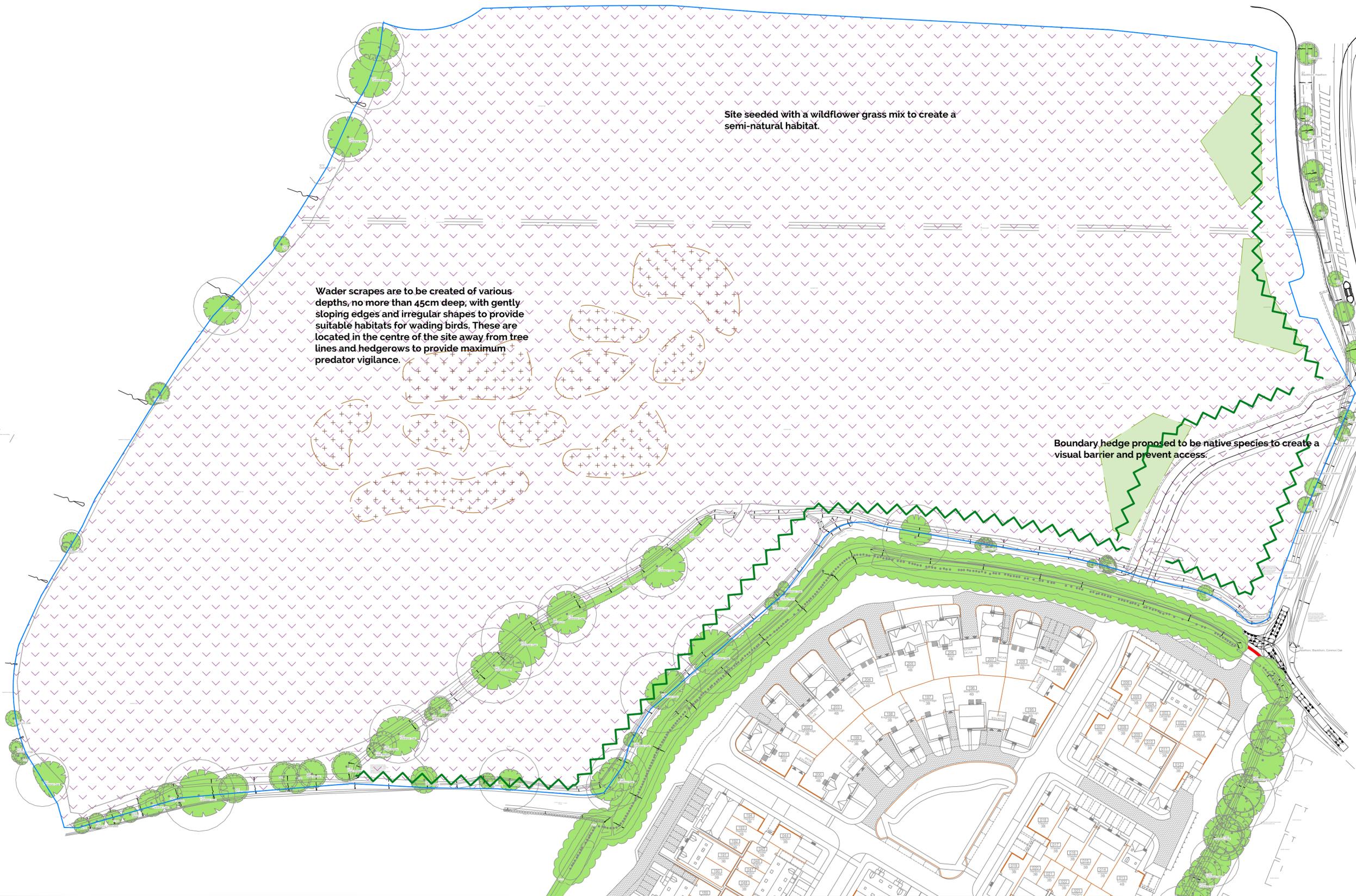
Persimmon Homes. No dimensions to be stated from drawing except for the purpose of Planning Applications. The contractor should check all dimensions on site. It is the contractor's responsibility to ensure compliance with Building Regulations. No charge should be copied or modified without permission from Persimmon Homes.

## **Appendix 2** Ecological Enhancement Area

**SPECIFICATION**  
 All works generally, to comply with the written Soft Landscape Specification.

**NOTES:**  
 DO NOT SCALE FROM DRAWING  
 NOT FOR CONSTRUCTION, FOR PLANNING PURPOSES ONLY

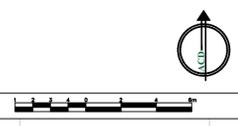
- Legend**
-  Existing trees to be retained and protected during construction
  -  Proposed wader scrapes
  -  Proposed grassland areas, to be seeded with EM2 wildflower meadow grass seed mix as supplied by Emorsgate and sown at 4 grams per msq, or similar and approved
  -  Proposed native boundary hedge
  -  Proposed area for new scrub planting



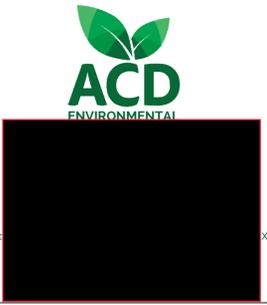
Site seeded with a wildflower grass mix to create a semi-natural habitat.

Wader scrapes are to be created of various depths, no more than 45cm deep, with gently sloping edges and irregular shapes to provide suitable habitats for wading birds. These are located in the centre of the site away from tree lines and hedgerows to provide maximum predator vigilance.

Boundary hedge proposed to be native species to create a visual barrier and prevent access.



A	28.09.20	Ecology comments	JM
Rev	Date	Details	Drawn



Persimmon Homes

scheme: Oakcroft Lane  
 Stubbington  
 client: Persimmon Homes  
 drawing: North Oakcroft Lane Strategy  
 date: April 2020  
 scale: nts@A1  
 drawing no: PERSC22805 20  
 drawn: JM checked: DKM

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**OAKCROFT LANE, STUBBINGTON**

**SHADOW HABITATS REGULATIONS  
ASSESSMENT**

**Final Document (Rev.1)**

September 2020

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Preliminary Ecological Appraisals • Protected Species Surveys and Licensing • NVC • EclA • HRA • Management Plans  
Habitats • Badger • Bats • Hazel Dormouse • Birds • Reptiles • Amphibians • Invertebrates • Riparian and Aquatic Species

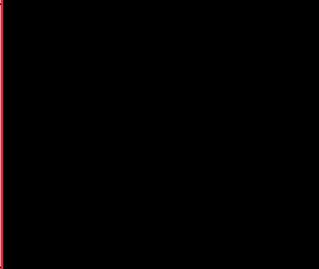
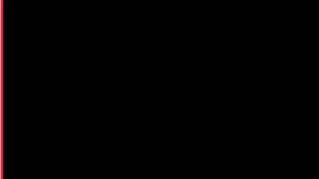
E

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### ECOSA Quality Assurance Record

This report has been produced in accordance with the Chartered Institute of Ecology and Environmental Management (CIEEM) Guidelines for Ecological Report Writing 2017 (CIEEM, 2017).

<b>Description:</b>	Shadow Habitats Regulation Assessment
<b>Produced For:</b>	Persimmon Homes Limited
<b>Issue:</b>	Final Rev.1
<b>Report Reference:</b>	20.0199.004.002.F1
<b>Date of Issue:</b>	29 <sup>th</sup> September 2020
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## OAKCROFT LANE, STUBBINGTON

### SHADOW HABITATS REGULATION ASSESSMENT

#### Table of Contents

<b>1.0</b>	<b>INTRODUCTION .....</b>	<b>1</b>
1.1	Background.....	1
1.2	The Site .....	1
1.3	Aims and Scope of Report.....	2
1.4	Site Proposals.....	2
<b>2.0</b>	<b>HABITATS REGULATIONS ASSESSMENT PROCESS.....</b>	<b>4</b>
2.1	Introduction.....	4
2.2	The Habitats Regulations .....	4
2.3	European Sites .....	4
2.3.1	<i>Conservation Objectives</i> .....	5
2.3.2	<i>Conservation Status</i> .....	6
2.4	Habitat Regulations Assessment Process .....	7
2.4.1	<i>Screening</i> .....	8
2.4.2	<i>Appropriate Assessment</i> .....	9
<b>3.0</b>	<b>PLANNING POLICY CONTEXT .....</b>	<b>10</b>
3.1	Introduction.....	10
3.2	National Policy.....	10
3.3	Local Policy.....	11
<b>4.0</b>	<b>ASSESSMENT METHODS.....</b>	<b>13</b>
4.1	Introduction.....	13
4.2	Habitats Regulations Assessment Methodology .....	13
4.3	Consultation Resources .....	13
4.3.1	<i>Zone of Influence</i> .....	14
4.3.2	<i>In Combination Scope</i> .....	14
<b>5.0</b>	<b>SCREENING .....</b>	<b>15</b>
5.1	Introduction.....	15
5.2	Relevant European Sites.....	15
5.3	Effects.....	16
5.4	Characteristics of the European Sites .....	16
5.4.1	<i>Solent and Southampton Water SPA/Ramsar site</i> .....	17
5.4.2	<i>Portsmouth Harbour SPA/Ramsar site</i> .....	18
5.4.3	<i>Solent and Dorset Coast SPA</i> .....	19
5.4.4	<i>Solent Maritime SAC</i> .....	20
5.5	Potential Effects on European Sites.....	20
5.5.1	<i>Pollution to Ground Water</i> .....	21
5.5.2	<i>Change in Abiotic Conditions</i> .....	22
5.5.3	<i>Recreational Activities</i> .....	23
5.5.4	<i>Functionally Linked Land</i> .....	23
5.6	Conclusion.....	26
<b>6.0</b>	<b>APPROPRIATE ASSESSMENT.....</b>	<b>27</b>
6.1	Introduction.....	27
6.2	Summary of Likely Significant Effects .....	27
6.3	Proposed Mitigation.....	27
6.3.1	<i>Loss of Functional Land</i> .....	27

---

6.3.2	<i>Pollution to Ground Water – Construction Phase</i> .....	29
6.3.3	<i>Pollution to Ground Water – Operational Phase</i> .....	29
6.3.4	<i>Recreational Activities</i> .....	29
6.4	In-Combination Effects .....	30
6.4.1	<i>Loss of Functional Habitat</i> .....	30
6.4.2	<i>Pollution to Ground Water</i> .....	30
6.4.3	<i>Recreational Activities</i> .....	30
6.5	Conclusion.....	30
<b>7.0</b>	<b>CONCLUSION</b> .....	<b>31</b>
<b>8.0</b>	<b>REFERENCES</b> .....	<b>32</b>
<b>Map 1</b>	Site Location	
<b>Map 2</b>	Site Location in Relation to European Sites	
<b>Map 3</b>	Solent Wader and Brent Goose Strategy Sites	
<b>Appendix 1</b>	Site Proposals	
<b>Appendix 2</b>	Solent and Southampton Water SPA/Ramsar site Citations	
<b>Appendix 3</b>	Portsmouth Harbour SPA/Ramsar site Citations	
<b>Appendix 4</b>	Solent Maritime SAC Citation	
<b>Appendix 5</b>	Nitrogen Neutrality Calculation	

## **1.0 INTRODUCTION**

### **1.1 Background**

Ecological Survey and Assessment Limited (ECOSA) have been appointed by Persimmon Homes Limited to prepare a shadow Habitats Regulations Assessment in relation to the proposed residential development of land at Oakcroft Lane, Stubbington, Hampshire PO14 2EB (hereafter referred to as the application site).

ECOSA has previously undertaken a range of ecological survey work at the application site with an extended Phase 1 ecological assessment originally undertaken in February 2014 (ECOSA, 2015) and subsequent protected species surveys including bat activity, reptile surveys and great crested newt surveys undertaken in 2015 (ECOSA, 2015) and a suite of wintering bird surveys undertaken between 2014 and 2016 (ECOSA, 2015) (ECOSA, 2015) (ECOSA, 2016). A subsequent update of various elements of the survey work was undertaken in 2018 in order to inform the Ecological Impact Assessment to support the planning application (ECOSA, 2020).

A planning application for the development of the site for 261 residential dwellings was submitted to Fareham Borough Council on 14<sup>th</sup> March 2019. The planning application was subsequently refused on 22<sup>nd</sup> August 2019 including a number of reasons in relation to the ecology.

The proposals for the site have subsequently been revised and a new planning application for 209 residential units was submitted in June 2020. Following comments received from Hampshire County Council Ecology Team and Natural England and subsequent discussions with the consultees this document has been updated accordingly.

This Shadow Habitats Regulations Assessment will be submitted in combination with a Biodiversity Impact Calculator (ECOSA, 2020), Ecological Impact Assessment (ECOSA, 2020) and Ecological Management Plan (ECOSA, 2020). Reference is made to these three documents throughout this report, where relevant.

### **1.2 The Site**

The application site is located in Stubbington, Hampshire, centred on National Grid Reference (NGR) SU 5536 0454 (**Map 1**).

The site covers approximately 18.5 hectares and comprises two agricultural fields with boundary vegetation and a small copse to the south-west of the site. The site is bounded to the south and east by existing residential development, to the north-east by Peak Lane, and to the north by agricultural fields, including the area of land proposed for the construction of the consented Stubbington Bypass. Crofton Ditch with

associated vegetation and Crofton Cemetery bounds the west of the site whilst a ditch is also present in the south of the site. The northern and southern parcels of land are bisected by Oakcroft Lane.

The wider landscape comprises Stubbington to the south and Fareham to the north and east. To the west lies a cemetery with open countryside comprising agricultural fields with associated boundary vegetation, occasional areas of woodland and the River Meon. The Solent lies towards the south and west separated from the site by open countryside and existing residential development.

### **1.3 Aims and Scope of Report**

This shadow Habitats Regulations Assessment Report is aimed at assessing the Likely Significant Effects of the proposals upon internationally designated sites (hereafter referred to as European Sites) and their qualifying features. The objectives of this assessment are:

- Identify any aspects of the proposed development that would have a Likely Significant Effect on Natura 2000 sites, otherwise known as European sites or internationally designated sites (Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and, as a matter of National Planning Policy, Ramsar sites<sup>1</sup>), either in isolation or in-combination with other plans and projects. In addition, it is a matter of law that candidate SAC (cSAC) are considered in this process. It is also a matter of UK Government policy that potential SACs (pSACs) and potential SPAs (pSPA) are considered; and
- To advise on appropriate mechanisms for delivering mitigation where such effects are identified.

### **1.4 Site Proposals**

The proposals entail erection of 209 dwellings with new access from Peak Lane and stopping up of Oakcroft Lane together with car parking, landscaping, Public Open Space and associated works. The land to the north of Oakcroft Lane is to be removed from agricultural use as a result of the development and delivered as an Ecological Enhancement Area. At the time of writing it is proposed to transfer this to Fareham Borough Council.

The Ecological Impact Assessment is based on the Site Layout produced by Persimmon Homes Limited, dated March 2019 (Drawing No. A-02-015-SL Revision F) (**Appendix 1**).

---

<sup>1</sup> Wetlands of International Importance designated under the Ramsar Convention 1979

Planning permission is being sought during 2020 with construction proposed to commence in late/early 2020/2021.

---

## **2.0 HABITATS REGULATIONS ASSESSMENT PROCESS**

### **2.1 Introduction**

This section provides an outline of the Habitats Regulations and the Habitats Regulations Assessment process.

### **2.2 The Habitats Regulations**

The Habitats Regulations or the Conservation of Habitats and Species Regulations 2017 (as amended) as it is formally known, is a piece of national legislation derived from Directive 2009/147/EC on the conservation of wild birds (the Birds Directive) and Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the Habitats Directive).

The aim of the Habitats Directive is to conserve habitats and species in Europe by establishing a network of important sites referred to as Natura 2000 sites. Under Article 6(3) of the Habitats Directive, an Appropriate Assessment of its implications for the European Site in view of the site's conservation objectives is required where a plan or project is likely to have a significant effect upon a European site, either alone or in combination with other projects (Infrastructure Planning Commission, 2011).

Under Article 6(4), where an Appropriate Assessment has been carried out and any proposed avoidance or mitigation measures anticipated are unable to reduce the potential effect, so it is no longer significant, or if uncertainty remains over the significant effect, consent will only be granted if:

- There are no alternative solutions;
- There are imperative reasons of over-riding public interest for the development; and
- Compensatory measures have been secured.

### **2.3 European Sites**

Types of European sites considered in the HRA screening process are detailed in **Table 1**. This report considers Natura 2000 and Ramsar sites<sup>2</sup>, collectively referred to as European sites.

---

<sup>2</sup> Whilst Ramsar sites are not European designated sites National Planning Policy is to subject them to the same HRA process as if Natura 2000 sites

**Table 1:** European Sites considered in HRA

Designation Type	Origin	Description
Special Protection Area (SPA)	EU Birds Directive	Strictly protected sites classified for rare and vulnerable birds (as listed on Annex I of the Directive), and for regularly occurring migratory species. SPAs form part of the Natura 2000 network.
Potential SPA (pSPA)	EU Birds Directive	Sites that are proposed as SPAs but have yet to be formally classified. pSPA sites form part of the Natura 2000 network. These sites are assessed within HRA in accordance with National Planning Policy.
Special Area of Conservation (SAC)	EU Habitats Directive	Strictly protected sites forming part of a European network of important high-quality conservation sites that will make a significant contribution to conserving the habitat types and species identified in Annexes I and II of the Directive (as amended). The listed habitat types and species are those considered to be most in need of conservation at a European level (excluding birds). SACs form part of the Natura 2000 network.
Candidate SAC (cSAC)	EU Habitats Directive	Sites that are proposed as SACs and have been submitted to the European Union but have yet to be formally designated. cSACs form part of the Natura 2000 network. These sites are assessed within HRA in accordance with National Planning Policy.
Ramsar	Ramsar Convention	Internationally important wetland habitats are recognised under the Ramsar Convention, with Ramsar sites overlying SPA classifications and SAC designations. While the criteria differ from those of SPAs and SACs, the criteria for Ramsar sites are equally significant in terms of maintaining the ecological integrity of the site. Ramsar designated sites are not part of the Natura 2000 network (although by proxy they relate to the same sites). However, they are assessed within HRA in accordance with National Planning Policy

### 2.3.1 Conservation Objectives

#### SPAs and SACs

Each SPA and SAC has set conservation objectives defining what constitutes a favourable conservation status of each primary qualifying feature. These are set out by Natural England and describe the targets to be met in order for the feature to qualify as 'favourable'. Conservation objectives vary from site to site but follow the same general principles:

- To avoid deterioration of the qualifying habitats and the habitats of qualifying species;
- To avoid significant disturbance of qualifying species;
- To ensure the integrity of the site is maintained; and

- To ensure that the site makes a full contribution to achieving the favourable conservation status of each of the qualifying features.

The aims are broadly to maintain or restore the structure, function, extent, distribution and supporting processes of qualifying natural habitats and habitats of qualifying species, and to maintain or restore the populations and distribution of qualifying species.

#### Ramsar Sites

While Ramsar sites lack set conservation objectives, the correlation between Ramsar qualifying criteria and SAC/SPA qualifying features is such that the objectives of SPAs and SACs negate the need for separate objectives. For sites that are designated both as a Natura 2000 site and a Ramsar site, the conservation objectives of SPAs and SACs incorporate the designated features of the Ramsar site.

### **2.3.2 Conservation Status**

Conservation status of a habitat is taken to be (European Economic Community (EEC), 1992):

*‘The sum of the influences acting on a natural habitat and its typical species that may affect its long-term natural distribution, structure and functions as well as the long-term survival of its typical species’.*

Species conservation status is defined as:

*‘The sum of the influences acting on the species concerned that may affect the long-term distribution and abundance of its populations’.*

Favourable conservation status of a site is defined as when (McLeod, 2005):

*‘Its natural range and areas it covers within that range are stable or increasing; the specific structure and functions which are necessary for its long-term maintenance exist and are likely to continue to exist for the foreseeable future; and the conservation status of its typical species is favourable’.*

European sites often have associations with, or are overlaid by, Sites of Special Scientific Interest (SSSIs). SSSIs are assessed on the basis of their condition at the time of the most recent assessment survey in order to determine whether the site meets its objectives. The assessment of SSSIs draws upon recent and historic condition assessments, capable of establishing whether a site or component unit is *declining* or *recovering*.

European sites are assessed in more depth, on the basis of their conservation status, including an assessment of the presence of specific structure and functions required for its long-term maintenance. It also takes account of whether these necessary structures and functions are likely to persist into the future.

## 2.4 Habitat Regulations Assessment Process

The four stages of HRA (Infrastructure Planning Commission, 2011) are detailed in **Table 2**. If the proposed development cannot be screened out as being unlikely to lead to significant effects, then Appropriate Assessment (AA) is required which will include detailed analysis of identified likely significant effects in order to develop appropriate mitigation that will enable the Local Planning Authority (LPA) in their role as ‘competent authority’ to conclude that no adverse effect on the integrity of Natura 2000 sites will result.

**Table 2:** HRA screening process

Stage	Description
<b>Stage 1</b> Screening	The process to identify the likely impacts of a project upon a European site, either alone or in combination with other plans and projects, and consider whether there is a Likely Significant Effect.
<b>Stage 2</b> Appropriate Assessment	The consideration of the impacts on the integrity of the European site, either alone or in combination with other plans and projects, with regard to the site's structure and function and its conservation objectives. Where there are adverse impacts, an assessment of mitigation options is carried out to determine adverse effect on the integrity of the site. If these mitigation options cannot avoid adverse effects, and that there will an adverse effect on site integrity, then development consent can only be given if stages 3 and 4 are followed.
<b>Stage 3</b> Assessment of Alternative Solutions	Examining alternative ways of achieving the objectives of the project to establish whether there are solutions that would avoid or have a lesser effect on European sites.
<b>Stage 4</b> Imperative Reasons of Overriding Public Interest (IROPI)	This is the assessment where no alternative solution exists and where adverse impacts remain. The process to assess whether the development is necessary for IROPI and, if so, the potential compensatory measures needed to maintain the overall coherence of the site or integrity of the European site network.

The Habitats Regulations apply the precautionary principle to SACs, SPAs and Ramsar sites. This means that it is presumed that a likely significant effect may occur unless it can be demonstrated with a sufficient level of confidence that it will not.

Throughout this document the phrase Habitats Regulations Assessment (HRA) has been used to refer to the overall process required, while Appropriate Assessment (AA) is used for the specific stage of the process in which it is necessary to determine in more detail adverse effects on the integrity of Natura 2000 sites and mitigation required.

The need for HRA and AA is set out within Article 6.3 of the EC Habitats Regulations 1992, and transposed into British law by the Conservation of Habitats and Species Regulations 2017. The ultimate aim of the Regulations is to “maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest” (Habitats Regulations, Article 2(2)). This aim relates to habitats and species, not the Natura 2000 sites themselves, although the sites have a significant role in delivering favourable conservation status.

Habitats Directive 1992

*“Any plan or project not directly connected with or necessary to the management of the site but likely to have a significant effect thereon, either individually or in combination with other plans or projects, shall be subject to appropriate assessment of its implications for the site in view of the site’s conservation objectives.”*

Conservation of Habitats and Species Regulations 2017 (as amended)

*“A competent authority, before deciding to ... give any consent, permission or other authorisation for a plan or project which is likely to have a significant effect on a European site ... must make an appropriate assessment of the implications for the site in view of that sites conservation objectives ... The authority may agree to the plan or project only after having ascertained that it will not adversely affect the integrity of the European site”.*

#### **2.4.1 Screening**

The first stage of any Habitats Regulations Assessment is a Likely Significant Effect test which is a high level risk assessment to decide whether the full subsequent stage known as Appropriate Assessment is required. The essential question is:

*“Is the project, either alone or in combination with other relevant projects and plans, likely to result in a significant effect upon European sites?”*

##### Likely Significant Effect

The process will firstly involve identifying any effects on the ecological functionality of European sites likely to arise from the proposed development, either alone or in combination with other development projects in the area.

These effects would be considered significant if they undermine any of the European site’s conservation objectives.

The likelihood of each significant effect is then determined. A likely effect is defined as one which cannot be ruled out based on the objective information available.

A recent European Court of Justice ruling (People Over Wind and Peter Sweetman v Coillte Teoranta - Case C323/17, 2018) has determined that it is not sufficient to screen out projects that include mitigation if that mitigation would not form part of the plan or project were it not for the consideration of the conservation objectives of Natura 2000 sites. In other words, the project must be screened on its own merits and if mitigation would be required to prevent Likely Significant Effects on European sites then this must be subject to full Appropriate Assessment.

With regard to those European sites where it is considered not possible to ‘screen out’ the project without detailed appraisal, it is necessary to progress to the later Appropriate Assessment stage to explore the adverse effects and devise mitigation.

#### In Combination

HRA takes into account the impacts of proposals both in their own right and in combination with other developments in the vicinity. It is possible for a proposed development to have no significant impact when taken in isolation, but in conjunction with other proposed development projects it may contribute to a likely significant effect. This is known as an ‘in combination’ effect, whether or not the proposals have a likely significant effect alone.

### **2.4.2 Appropriate Assessment**

An Appropriate Assessment is required when HRA screening of the proposals and the in-combination assessment cannot rule out the possibility that a European site’s conservation objectives (see Paragraph 2.3.1) will be undermined, because of one or more likely significant effects.

#### Integrity

An effect that directly or indirectly affects a European site’s qualifying features resulting in harm to the ecological structure and functioning of the site, its supporting processes and/or adversely affects the site’s ability to meet conservation objectives would be considered an adverse effect on the integrity of the site. Site integrity is defined as (Jones, 2002):

*‘The coherence of its ecological structure and function, across its whole area, which enables it to sustain the habitat, complex of habitats and/or the levels of populations of the species for which it was classified’.*

### **3.0 PLANNING POLICY CONTEXT**

#### **3.1 Introduction**

This section summarises the planning policy in relation to ecology and biodiversity within the Fareham Borough Council administrative area with specific reference to those elements in relation to European sites.

#### **3.2 National Policy**

The National Planning Policy Framework (NPPF) sets out the government's requirements for the planning system in England. The original document was published in 2012 with the most recent revision published in February 2019. A number of sections of the NPPF are relevant when taking into account development proposals and the environment. As set out within Paragraph 11 of the NPPF *"Plans and decisions should apply a presumption in favour of sustainable development"*. However, Paragraph 177 goes on to state that *"The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site<sup>3</sup> (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site."*

The general impetus of the NPPF in relation to ecology and biodiversity is for development proposals to not only minimise the impacts on biodiversity but also to provide enhancement. Paragraph 170 states that the planning system should contribute to and enhance the natural environment by *"...minimising impacts on biodiversity and providing net gains in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures..."*.

A number of principles are set out in Paragraph 175, including that where harm cannot be adequately avoided then it should be mitigated for, or as a last resort, compensated for. Where impacts occur on nationally designated sites, the benefits must clearly outweigh any adverse impact and incorporating biodiversity in and around developments should be encouraged. Specific reference is also made to the protection of irreplaceable habitats<sup>4</sup>. Where loss to irreplaceable habitats occurs planning permission would normally be refused unless there are wholly exceptional reasons and an adequate compensation strategy is in place. Paragraph 175 also states *"development whose primary objective is to conserve or enhance biodiversity should*

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<sup>3</sup> The NPPF defines a habitats site as *"Any site which would be included within the definition at regulation 8 of the Conservation of Habitats and Species Regulations 2017 for the purpose of those regulations, including candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation, Special Protection Areas and any relevant Marine Sites."*

<sup>4</sup> The NPPF defines irreplaceable habitats as *"Habitats which would be technically very difficult (or take a very significant time) to restore, recreate or replace once destroyed, taking into account their age, uniqueness, species diversity or rarity. They include ancient woodland, ancient and veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen."*

*be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity’.* Protection of sites proposed as Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites or acting as compensation for SPAs, SACs and Ramsar sites, should receive the same protection as habitat sites.

Government Circular ODPM06/2005 (ODPM, 2005) accompanies the NPPF, adding the following in relation to European sites<sup>5</sup>:

*‘Regulation 48 of the Habitats Regulations restricts the granting of planning permission for development which is likely to significantly affect a European site...by requiring that an appropriate assessment is first carried out of the implications of the development for the site’s conservation objectives...*

*The decision on whether an appropriate assessment is necessary should be made on a precautionary basis. An appropriate assessment is required where there is a probability or a risk that the plan or project will have significant effects.... either individually or in combination with other projects.... this means that the planning authority should identify the potential risks so far as they may be reasonably foreseeable in light of such information as can reasonably be obtained, and put in place a legally enforceable framework with the aim of preventing the risks from materialising....*

*Regulation 54(4) of the Habitats Regulations prohibits the grant of outline planning permission unless the planning authority is satisfied, whether by reason of the conditions or limitations imposed on the permission, or otherwise, that no development likely to adversely affect the integrity of a European site could be carried out under the permission...*

*If the decision-taker is unable to conclude that the proposed development will not adversely affect the integrity of the site, and this effect, or possible effect, will not be removed by conditions or other restrictions, they must not grant planning permission.’*

### **3.3 Local Policy**

Local planning policy within Fareham Borough is provided by the adopted Core Strategy August 2011 and policies within the Fareham Borough Council Local Plan, adopted June 2015. A total of two policies within the Local Plan specifically refer to ecology and biodiversity:

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<sup>5</sup> ODPM06/2005 was published prior to the 2017 update to the Habitats Regulations and therefore, specific Regulation numbers have since been amended

- **Policy DSP13:** Nature Conservation. This policy refers to the protection and enhancement of designated sites and sites of nature conservation and protected species and their habitats. Where development may cause a detrimental impact, it may be considered if the impacts are outweighed by the benefits of the development and adverse impacts can be minimised and provision is made for mitigation and, where necessary, compensation for those impacts is provided.
- **Policy DSP14:** Supporting Sites for Brent Geese and Waders. Development on “uncertain” sites for Brent geese and/or waders may be permitted where studies have been completed that clearly demonstrate that the site is not of ‘importance’. Development on ‘important’ sites for Brent Geese and/or Waders, may be granted planning permission where it can be demonstrated that there is no adverse impact on those sites, or appropriate avoidance and/or mitigation measures to address the identified impacts, and a programme for the implementation of these measures, can be secured.

In addition to these policies, a single policy within the adopted Core Strategy refers to ecology and biodiversity:

- **Policy CS4:** Green Infrastructure, Biodiversity and Geological Conservation. This policy is a largely an all-encompassing policy which refers to the protection of designated sites and important habitats. The policy also refers to the need to have regard for Biodiversity Opportunity Areas and targets within the local, regional and national Biodiversity Action Plans (BAP). The policy also refers to the importance to incorporate networks of green infrastructure and to the implementation of a strategy in order to minimise recreational impacts on European sites.

## **4.0 ASSESSMENT METHODS**

### **4.1 Introduction**

This section presents the methodology employed during the shadow Habitats Regulation Assessment.

### **4.2 Habitats Regulations Assessment Methodology**

Currently there is only limited guidance on HRA screening methodology, namely Planning for the Protection of European Sites: Appropriate Assessment guidance (DCLG, 2006) and Habitats Regulations Appraisal of Plans: Guidance for Plan-making Bodies in Scotland (David Tyldesley and Associates, 2012). These documents have been used for the purpose of this exercise, along with supporting guidance (Infrastructure Planning Commission, 2011). This HRA exercise has been completed in the following stages:

- European Sites have been identified within the Zone of Influence;
- The vulnerabilities and potential development effects, both alone and in combination have been established;
- The development proposals have been screened for likelihood of significant effect on those European Sites; and
- Measures are introduced to avoid any identified likely significant effect which have been considered as part of the Appropriate Assessment.

The results of the Screening exercise are presented in Section 5.0, including details of the geographical scope of the assessment, the particular characteristics of the European sites within that area and consideration of how the proposed works may affect those European Sites. Following the completion of the screening exercise the Appropriate Assessment is detailed in Section 6.0.

### **4.3 Consultation Resources**

This report has involved consultation of the following resources to identify designated sites and their features that may be affected by the proposed works:

- Multi-Agency Geographic Information for the Countryside (MAGIC) (DEFRA, 2020);
- Hampshire Biodiversity Information Centre Desktop Study;
- Solent Wader and Brent Goose Strategy (Whitfield, 2019);
- Solent Recreation Mitigation Strategy (Bird Aware Solent, 2017); and

- Consultation respond received by Natural England dated 12<sup>th</sup> August 2020.

#### **4.3.1 Zone of Influence**

Plans and projects have the potential to impact on European sites beyond the confines of the individual sites themselves. Guidance on Ecological Impact Assessment (CIEEM, 2018) states that potential impacts should be investigated which occur within the zone of influence that arises during the whole lifespan of the proposed plan or project. The potential zone of influence is defined as:

- Areas outside a European site which could be used by individuals of a species qualifying as a primary ecological feature of that site and potentially associated with that site;
- Areas directly within the land take for the proposed development or plans;
- Areas which will be temporarily affected;
- Areas likely to be impacted by hydrological disruption; and
- Areas where there is a risk of pollution and disturbance (e.g. noise).

Given the current guidance available in relation to potential recreational impacts on the European designated sites in the Solent (Bird Aware Solent, 2017) a Zone of Influence of 5.6 kilometres was deemed appropriate for this assessment.

#### **4.3.2 In Combination Scope**

The impacts and effects of any plan being assessed are not considered in isolation but in combination with other plans and projects that may also be affecting the European sites in question. In practice, 'in combination assessment' is of greatest importance when a plan or project would otherwise be screened out because the individual contribution is inconsequential.

For the purposes of this assessment, we have determined that, due to the nature of the identified impacts, the key plans and projects that are likely to result in 'in-combination' effects with the proposed development relate to additional housing allocations within 5.6 kilometres of the Southampton and Solent Water SPA/Ramsar site, Portsmouth Harbour SPA/Ramsar site and Solent Maritime SAC that could lead to likely significant effects on the Natura 2000 sites considered in Paragraph 2.4 in combination with the proposed development.

## 5.0 SCREENING

### 5.1 Introduction

This section details the screening for likely significant effects process and a discussion of the findings to establish how the likely significant effect outcome was determined.

### 5.2 Relevant European Sites

The Multi-Agency Geographic Information for the Countryside (MAGIC) database was consulted on 30<sup>th</sup> March 2020 for locations of statutory nature conservation sites of national and international importance within the Zones of Influence of the application site to allow an assessment of the likely impacts of the proposals on European sites.

The European sites identified within the zone of influence are as follows:

- Solent and Southampton Water SPA - located approximately 320 metres to west of the application site;
- Solent and Southampton Water Ramsar site – located approximately 320 metres to west of the application site;
- Portsmouth Harbour SPA - located approximately 2.2 kilometres to east of the application site;
- Portsmouth Harbour Ramsar site – located approximately 2.2 kilometres to the east of the application site; and
- Solent and Dorset Coast SPA – located approximately 2.5 kilometres south of the application site; and
- Solent Maritime SAC – located approximately five kilometres to west of the application site;

The boundaries of the European sites in relation to the application site are provided on **Map 2**.

In addition, a review was also undertaken of the Solent Wader and Brent Goose Strategy sites which are present within one kilometre of the application site boundary in order to consider direct impacts (such as habitat loss) and indirect impacts (such as disturbance). Those identified within a one kilometre radius of the site are:

- F17C Secondary Support Area – within the site boundary;
- F17D Low Use – within the site boundary;
- F17M Low Use – immediately adjacent to eastern site boundary (separated by Peak Lane);
- F32 Low Use – approximately 80 metres west of the site;

- F28A Low Use – approximately 130 metres west of the site
- F17B Low Use – approximately 150 metres north of the site;
- F76 Secondary Support Area – approximately 240 metres east of the site;
- F31 Low Use – approximately 280 metres west of the site;
- F17N Low Use – approximately 330 metres east of the site;
- F17O Low Use – approximately 360 metres east of the site.
- F17J Low Use – approximately 400 metres north-east of the site;
- F29 Low Use – approximately 740 metres west of the site; and
- F29 Low Use – approximately 950 metres north-west of the site.

The location of these sites is shown on **Map 3**.

### 5.3 Effects

The European sites within the zone of influence are vulnerable to a range of direct and indirect effects. Those activities associated with development projects causing specific harm to habitats or species within, or originating from the European site that are primary reasons for designation, would cause direct effects.

Article 6(2) of the Habitats Directive defines the two main effects upon European sites as habitat deterioration and species disturbance.

Habitat deterioration can occur when: the extent of a qualifying habitat decreases; or the structure and functions of that habitat that are necessary for its long-term maintenance no longer exist or are threatened; or the conservation status of its typical species is no longer favourable, as a result of a process or event. Consideration of the sources of deterioration, the likelihood of these occurring and whether those effects would be significant are considered.

A process or event contributing to the long-term decline of a species population on a site can be considered a significant disturbance, defined as species disturbance.

### 5.4 Characteristics of the European Sites

A summary of qualifying features of each of the European sites within the zone of influence can be found in the sections below. **Appendix 2** to **Appendix 4** provides citations for each of the European sites considered.

#### 5.4.1 Solent and Southampton Water SPA/Ramsar site

The site comprises of estuaries and adjacent coastal habitats including intertidal flats, saline lagoons, shingle beaches, saltmarsh, reedbeds, damp woodland, and grazing marsh. The diversity of habitats support internationally important numbers of wintering waterfowl, important breeding gull and tern populations and an important assemblage of rare invertebrates and plants. The qualifying features of the Solent and Southampton Water SPA/Ramsar site are detailed in **Table 4** and **Table 5**, respectively.

**Table 3:** Solent and Southampton Water SPA qualifying features

Qualifying Feature		Proportion of National Population (%)
During the Breeding Season	Common Tern <i>Sterna hirundo</i>	267 pairs representing at least 2.2% of the breeding population in Great Britain (5 year peak mean, 1993-1997)
	Little Tern <i>Sterna albifrons</i>	49 pairs representing at least 2.0% of the breeding population in Great Britain (5 year peak mean, 1993-1997)
	Mediterranean Gull <i>Larus melanocephalus</i>	2 pairs representing at least 20.0% of the breeding population in Great Britain (5 year peak mean, 1994-1998)
	Roseate Tern <i>Sterna dougallii</i>	2 pairs representing at least 3.3% of the breeding population in Great Britain (5 year peak mean, 1993-1997)
	Sandwich Tern <i>Sterna sandvicensis</i>	231 pairs representing at least 1.7% of the breeding population in Great Britain (5 year peak mean, 1993-1997)
Over Winter	Dark-bellied Brent Goose <i>Branta bernicla bernicla</i>	7,506 individuals representing at least 2.5% of the wintering Western Siberia/Western Europe population (5 year peak mean, 1992/3-1996/7)
	Black-tailed Godwit <i>Limosa limosa islandica</i>	1,125 individuals representing at least 1.6% of the wintering Iceland - breeding population (5 year peak mean, 1992/3-1996/7)
	Ringed Plover <i>Charadrius hiaticula</i>	552 individuals representing at least 1.1% of the wintering Europe/Northern Africa - wintering population (5 year peak mean, 1992/3-1996/7)
	Teal <i>Anas crecca</i>	4,400 individuals representing at least 1.1% of the wintering Northwestern Europe population (5 year peak mean, 1992/3-1996/7)
Assemblage Qualification	Solent and Southampton Water SPA is also designated under Article 4.2 for regularly supporting at least 20,000 waterfowl.	

**Table 4:** Solent and Southampton Water Ramsar qualifying features

Ramsar Criteria	Importance
<p><b>Ramsar Criterion 1</b> Site contains representative, rare or unique wetland types</p>	<p>The site is one of the few major sheltered channels between a substantial island and mainland in European waters, exhibiting an unusual strong double tidal flow and has long periods of slack water at high and low tide. It includes many wetland habitats characteristic of the biogeographic region: saline lagoons, saltmarshes, estuaries, intertidal flats, shallow coastal waters, grazing marshes, reedbeds, coastal woodland and rocky boulder reefs.</p>
<p><b>Ramsar Criterion 2</b> Site supports vulnerable, endangered, or critically endangered species or threatened ecological communities</p>	<p>The site supports an important assemblage of rare plants and invertebrates. At least 33 British Red Data Book invertebrates and at least eight British Red Data Book plants are represented on site.</p>
<p><b>Ramsar Criterion 5</b> Site regularly supports 20,000 or more waterbirds</p>	<p>The site supports internationally important bird assemblages. Species with peak counts in winter: 51,343 waterfowl (5 year peak mean 1998/99-2002/2003)</p>
<p><b>Ramsar Criterion 6</b> Site regularly supports 1% of the individuals in a population of one species/subspecies of waterbirds</p>	<p>Qualifying Species/populations occurring at levels of international importance:</p> <p>Species with peak counts in spring/autumn:</p> <ul style="list-style-type: none"> <li>▪ Ringed plover, Europe/Northwest Africa: 397 individuals, representing an average of 1.2% of the GB population (5 year peak mean 1998/9-2002/3)</li> </ul> <p>Species with peak counts in winter:</p> <ul style="list-style-type: none"> <li>▪ Dark-bellied brent goose, 6,456 individuals, representing an average of 3% of the population (5 year peak mean 1998/9-2002/3)</li> <li>▪ Eurasian teal <i>Anas crecca</i>, NW Europe: 5,514 individuals, representing an average of 1.3% of the population (5 year peak mean 1998/9-2002/3)</li> <li>▪ Black-tailed godwit, Iceland/W Europe: 1,240 individuals, representing an average of 3.5% of the population (5 year peak mean 1998/9-2002/3)</li> </ul>

#### 5.4.2 Portsmouth Harbour SPA/Ramsar site

The estuary includes one of the four largest expanses of mud-flats and tidal creeks on the south coast of Britain. The harbour has only a narrow connection to the sea via the Solent, and receives comparatively little fresh water, thus giving it an unusual hydrology. The site supports significant number of dark-bellied Brent goose and a diverse of mudflat habitat. The qualifying features for Portsmouth Harbour SPA and Ramsar site are provided in **Table 6** and **Table 7**, respectively.

**Table 5:** Portsmouth Harbour SPA qualifying features

	Species	Proportion of National Population (%)
Over Winter	Dark-bellied brent goose <i>Branta bernicla bernicla</i>	2,847 individuals representing at least 0.9% of the wintering Western Siberia/Western Europe population (5 year peak mean 1991/2 - 1995/6)

**Table 6:** Portsmouth Harbour Ramsar site qualifying features

Ramsar Criteria	Importance
<p><b>Ramsar Criterion 3</b></p> <p>Site supports populations of plant and/or animal species important for maintaining the biological diversity of a particular biogeographic region.</p>	<p>The intertidal mudflat areas possess extensive beds of eelgrass <i>Zostera angustifolia</i> and <i>Zostera noltei</i> which support the grazing dark-bellied brent geese populations. The mud-snail <i>Hydrobia ulvae</i> is found at extremely high densities, which helps to support the wading bird interest of the site.</p> <p>Common cord-grass <i>Spartina anglica</i> dominates large areas of the saltmarsh and there are also extensive areas of green algae <i>Enteromorpha</i> species and sea lettuce <i>Ulva lactuca</i>. More locally the saltmarsh is dominated by sea purslane <i>Halimione portulacoides</i> which gradates to more varied communities at the higher shore levels. The site also includes a number of saline lagoons hosting nationally important species.</p>
<p><b>Ramsar Criterion 6</b></p> <p>Site regularly supports 1% of the individuals in a population of one species/subspecies of waterbirds</p>	<p>Qualifying Species/populations occurring at levels of international importance:</p> <p>Species with peak counts in winter:</p> <ul style="list-style-type: none"> <li>▪ Dark-bellied brent goose, 2,105 individuals, representing an average of 2.1% of the Great Britain population (5 year peak mean 1998/9-2002/3)</li> </ul>

#### 5.4.3 Solent and Dorset Coast SPA

The site is located along the coasts of Dorset, Hampshire, the Isle of Wight and West Sussex and overlaps a number of existing SPA, SACs and Ramsar sites. The qualifying features of the Solent and Dorset Coast SPA are detailed in **Table 8**.

**Table 7:** Solent and Dorset Coast SPA qualifying features

Qualifying Feature	Proportion of National Population (%)
During the Breeding Season	Sandwich Tern <i>Sterna sandvicensis</i> 441 pairs representing at least 4.01% of the breeding population in Great Britain (2013)
	Common Tern <i>Sterna hirundo</i> 492 pairs representing at least 4.47% of the breeding population in Great Britain (2013)
	Little Tern <i>Sterna albigrons</i> 63 pairs representing at least 3.31% of the breeding population in Great Britain (2013)

#### 5.4.4 Solent Maritime SAC

The Solent Maritime SAC covers a major estuarine system on the south coast of England which includes the largest number of small estuaries in the tightest cluster anywhere in Great Britain and situated within one of the only major sheltered channels in European. The qualifying features of the Solent Maritime SAC are set out in **Table 9**.

**Table 8:** Solent Maritime SAC qualifying features

Category	Qualifying Features
Annex 1 habitats that are primary reason for the selection of the site	Estuaries
	<i>Spartina Spartinion maritimae</i> swards
	Atlantic salt meadows <i>Glauco-Puccinellietalia maritimae</i>
Annex I habitats present as a qualifying feature, but not a primary reason for selection of this site	Sandbanks which are slightly covered by sea water all the time
	Mudflats and sandflats not covered by seawater at low tide
	Coastal lagoons
	Annual vegetation of drift lines
	Perennial vegetation of stony banks
	Salicornia and other annuals colonizing mud and sand
	"Shifting dunes along the shoreline with <i>Ammophila arenaria</i> ("white dunes")"
Annex II species present as a qualifying feature, but not a primary reason for site selection	Desmoulin`s whorl snail <i>Vertigo moulinsiana</i>

#### 5.5 Potential Effects on European Sites

Details of the effects on each of the European sites, as defined by JNCC in the relevant citations (refer to **Appendix 2** to **Appendix 4**) are summarised in **Table 10**<sup>6</sup>. Those which are relevant to the proposed development are highlighted and discussed in further detail.

<sup>6</sup> The Solent and Dorset Coast SPA was designated in January 2020. However, this information is not currently available for this SPA.

**Table 9:** Effects on European sites and relevance to development at the application site

European Site	Potential Effect	Relevant
Solent and Southampton Water SPA/Ramsar site	Pollution to groundwater (point sources and diffuse sources)	Y
	Fishing and harvesting aquatic resources	N
	Changes in abiotic conditions	Y
	Changes in biotic conditions	N
	Outdoor sports and leisure activities, recreational activities	Y
Solent Maritime SAC	Pollution to groundwater (point sources and diffuse sources)	N
	Changes in abiotic conditions	Y
	Fishing and harvesting aquatic resources	N
	Changes in biotic conditions	N
	Outdoor sports and leisure activities, recreational activities	Y
Portsmouth Harbour SPA/Ramsar site	Pollution to groundwater (point sources and diffuse sources)	N
	Changes in biotic conditions	N
	Changes in abiotic conditions	Y
	Outdoor sports and leisure activities, recreational activities	Y
	Fishing and harvesting aquatic resources	N

### 5.5.1 *Pollution to Ground Water*

#### Construction Activities

The application site is hydrologically linked to the Crofton Ditch, which flows into Titchfield Haven<sup>7</sup> which is the closest point of Solent and Southampton Water SPA and Ramsar site. Therefore, pollution events as a result of construction activities (for example run-off, chemical spills, sediment entering the water course) have the potential to result in pollution event on Solent and Southampton Water SPA and Ramsar site at Titchfield Haven.

In the absence of mitigation there is a **likely significant effect** either alone or in combination with other plans or projects on Solent and Southampton Water SPA/Ramsar site in combination with other plans or projects.

Given the removed nature of the application site from Solent Maritime SAC, Portsmouth Harbour SPA/Ramsar site and Solent and Dorset Coast SPA and lack of direct hydrological connectivity it is concluded there is **no likely significant effect** either

<sup>7</sup> Titchfield Haven SSSI is a competent part of the Solent and Southampton Water SPA