Report to the Executive for Decision  
7 January 2013

Portfolio: Strategic Planning and Environment  
Subject: Draft Development Sites and Policies Plan: Further Consultation on Policy for Solent Breezes  
Report of: Director of Planning and Environment  
Strategy/Policy: Fareham Borough Local Plan  
Corporate: Protecting and Enhancing our Environment  
Objective: A safe and healthy place to live and work  
Leisure for health and for fun  
Strong and inclusive communities

Purpose:  
To seek initial endorsement of the proposed policy for Solent Breezes and to agree to a specific 4-week public consultation on the draft policy.

Executive summary:  
Solent Breezes has been developed as a holiday home park in piece-meal fashion through various planning applications and has a long and complex planning history. Some of the planning applications for extension and/or removal of planning conditions relating to the allowed period of use have been determined by planning appeals. The appeal decisions to date have been inconsistent in approach but in the most recent case the Inspector concluded that the site cannot be regarded as being in a sustainable location suitable for permanent residential dwellings. The preparation of the Development Sites and Policies Plan is the appropriate opportunity to bring development activities within Solent Breezes under the development plan process to provide clarity and ensure consistency with other development plan policies.

Recommendation:  
That the draft policy for Solent Breezes, as set out at Appendix A to this report, be published for a 4-week period of targeted public consultation.

Reason:  
To undertake consultation on the proposed policy in order to give a clearer direction for development activities in the Solent Breezes holiday home park and to ensure further protection to life and property within the area.
<table>
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<th>Cost of proposals:</th>
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<td>The cost of undertaking publication and consultation is covered within existing budgets.</td>
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**Appendices A:** Draft Fareham Borough Local Plan Part 2: Development Sites & Policies - New Supporting Text & Policy re Development within Solent Breezes

**B:** Amendment to Proposals Map: Boundary for Policy C2

**Background papers:** Fareham Borough Council Appeal Statement Ref: P/11/0855/VC

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Executive Briefing Paper

Date: 7 January 2013

Subject: Draft Development Sites and Policies Plan: Further Consultation on Policy for Solent Breezes

Briefing by: Director of Planning and Environment

Portfolio: Strategic Planning and Environment

INTRODUCTION

1. The Council is required to prepare a Local Plan to guide the location of developments and decision making on planning applications within the Borough. The draft Development Sites and Policies document is one of three documents (Core Strategy; Development Sites and Policies and New Community North of Fareham) documents which will form the new Local Plan for the Borough. The preparation of the Development Sites and Policies Plan is an opportunity to ensure that all forms of development within the borough during the plan period until 2026 is guided by policies within the Fareham Borough Local Plan.

2. Solent Breezes is a holiday home park comprising holiday chalets and mobile homes with associated facilities. The site is located to the south of Hook, overlooking the Solent and covers an area of about 11.5 hectares. The mobile homes are predominantly owned and managed by a holiday company while the chalets are in private freehold ownership. The site is accessed via an unadopted, narrow and roughly surfaced lane from the small hamlet of Hook, approximately 1 mile to the north.

BACKGROUND

3. Solent Breezes has been in existence since the late 1950s and has a long and complex planning history. The holiday home park has been developed in piece-meal fashion through individual planning applications. Some of the planning applications for extension and/or removal of planning conditions relating to the allowed period of use have been determined by planning appeals. The appeal decisions to date have been inconsistent in approach but in the most recent case the Inspector concluded that the site cannot be regarded as being in a sustainable location suitable for permanent residential dwellings.
4. The preparation of the Development Sites and Policies Plan is the appropriate opportunity to bring development activities within Solent Breezes under the development plan process to provide clarity and ensure consistency with other development plan policies and to reduce the possibility of planning decisions being made inconsistently through the planning appeal process.

5. The Solent Breezes site is located in the countryside where residential development is not normally permitted. The site as a whole was not intended to represent an estate of housing in the countryside but rather, given its coastal and somewhat isolated situation, a recreation and holiday development not intended for year round occupation.

6. The area of coastline from Hook Park to Meon Shore, including Solent Breezes and Chilling Cliffs is identified in the North Solent Shoreline Management Plan as a Coastal Erosion Risk Zone where there is a policy of "no active intervention". This area is the site of greatest potential for coastal change within the borough due to the rollback of the cliffs. Predictions suggest that the locality around Solent Breezes has a potential erosion rate of 8 metres in 20 years, 20 metres in 50 years and 40 metres in 100 years.

PLANNING POLICY CONTEXT

7. Solent Breezes is located in the open countryside far away from required facilities for normal day-to-day living. The National Planning Policy Framework (NPPF) states in paragraph 6 that "The purpose of the planning system is to contribute to the achievement of sustainable development".\(^1\) The Framework goes on to say in paragraph 14 that "At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking".\(^2\) The location of Solent Breezes does not meet with "the golden thread" stated in the NPPF.

8. Furthermore, the NPPF (paragraph 106) states that "Local planning authorities should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast. They should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast, and:

- be clear as to what development will be appropriate in such areas and in what circumstances; and
- make provision for development and infrastructure that needs to be relocated away from Coastal Change Management Areas."

9. The Core Strategy Policy CS6 seeks to focus development within defined settlements whilst Policy CS14 looks to strictly control development outside defined settlements. Sustainable development is promoted by Policy CS15 which directs development to locations with sustainable transport options.

\(^1\) The National Planning Policy Framework published March 2012  
\(^2\) The National Planning Policy Framework published March 2012
10. The area of coastline from Hook Park to Meon Shore, including Solent Breezes and Chilling Cliffs, is identified in the draft Development Sites & Policies Plan as a Coastal Change Management Area and as such is subject to draft policy CM1 which seeks to restrict and control new development and new or replacement coastal defence schemes in this location. No comments were received on this draft policy during the recent consultation on the draft Development Sites & Policies Plan.

PROPOSED POLICY

11. Proposals to change holiday chalets to all year round occupation within Solent Breezes have been forthcoming for a number of years and have progressively become an issue with recent decisions being made on appeal. With the increasing issue of coastal erosion in the area, and the issue of sustainable development which runs through government policy, it is proper that development in the area should be managed through an appropriate planning policy. In responding to the requirements of the NPPF, and for the protection of life and property, this policy is now being proposed to bring development activities within the Fareham Borough Local Plan and to guide existing development and new development activities within Solent Breezes.

12. The policy and supporting text at Appendix A is proposed as an addition to existing policies on Countryside in the draft Development Sites and Policies Plan. The area to which the policy applies is shown at Appendix B.

CONSULTATION

13. This Executive report and the proposed draft policy for Solent Breezes has been provided to elected Members on the informal Member Working Group for the Development Sites and Policies Plan, and the relevant ward Members, for any comments or views, and these will be reported to the Executive at the meeting to assist in their consideration of the matter.

14. It is proposed that the draft policy for Solent Breezes is published for consultation with a targeted population. The consultation, for a period of 4 weeks (following the close of the call-in period) should be targeted to seek the views of residents, chalet and caravan park owners within Solent Breezes and neighbours along Chilling Lane and at Hook. The consultation would need to be via direct mailing to all owners, given the current winter season. The consultation responses received will be reported to Members (including the informal Member Working Group referred to above) when progressing to the next stage of the Development Sites and Policies Plan, the timetable for which includes Executive and Council consideration of the Pre-Submission Draft of the Plan in April 2013.

RISK ASSESSMENT

15. There are various risks that can be identified with the present process of proposing a policy for Solent Breezes and bringing its development activities with the Development Plan process.

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3 Other policies in the Countryside section to be re-numbered accordingly
The outcome of the consultation may not necessarily support this Council's intention to bring Solent Breezes under a specific development plan policy;

If there was no planning policy covering development activities within Solent Breezes, there might continue to be planning applications determined by inconsistent planning appeals;

Without a clear planning policy to guide development within Solent Breezes, development within the site will be difficult to control and enforcement activities might incur unnecessary cost to the Council;

Solent Breezes is not sustainable because of the lack of facilities required for day-to-day living. Inhabitants of Solent Breezes run the risk of inaccessibility to quick emergency services due to the narrow and roughly surfaced access to the location;

The Council has a duty of care for residents within its boundaries to good sustainable living; and

Without an adequate planning policy, development activities within Solent Breezes could place life and property in further risk within an area of coastal erosion and potential inundation by the sea.

FINANCIAL IMPLICATIONS

16. The costs of undertaking this consultation are included within the existing budget for the preparation of the Development Sites and Policies Plan.

CONCLUSION

17. This consultation exercise will help the Council to know the views of both the residents and owners of Solent Breezes and those of its neighbours. The draft Development Sites and Policies Plan is the appropriate opportunity to bring development activities within Solent Breezes under a Development Plan regime. This policy and other policies in the draft Development Sites and Policies document will help guide development within Solent Breezes. This policy has been drafted and is now being recommended for the approval of the Executive for a 4-week period of targeted public consultation.

Reference Papers: Appeal Decision Ref: APP/A1720/A/12/2172444
Development within Solent Breezes

The chalets and mobile homes are provided at the site principally for holiday purposes however over the years a number of the chalets have been used as permanent residential accommodation. The mobile home and chalets are not suitable for permanent occupation as the site is not sustainable owing to its location away from local services. Furthermore the continuing erosion of the holiday accommodation will lead to a change in its character from one of a holiday park to a new residential housing estate. The Council therefore recognises and wants to maintain a distinction between development within Solent Breezes and residential dwellings which should be located within defined urban settlement boundaries.

Proposals for developing caravans for holiday accommodation purposes, or conversion of existing property, or development or intensification of any existing development within Solent Breezes, will be expected to have a condition of limitation of the occupancy period for such development to a maximum of ten months of the year. Limited occupancy conditions will also be attached to new holiday accommodation or other forms of development within Solent Breezes to ensure consistency with other policy aims of controlling development outside the defined urban settlements. Where a limited occupancy condition is attached to the permission, it is expected that the vacant months will be during the winter months (between November and February). Potential impacts on the landscape and other nature conservation designations and the flood risk areas around the coastal zone will be particularly important in determining proposals relating to this policy.

Policy C2 Development Proposals in within Solent Breezes

Within the Solent Breezes site (as defined on the Proposals Map) planning permission will not be granted to vary planning conditions to allow the occupation of any existing chalets and mobile homes on a permanent or year round basis. Planning permission for any new chalets of mobile homes will only be granted subject to appropriate conditions limiting their use to holiday accommodation on a seasonal basis for not more than 10 months a year.
Amendment to Proposals Map: Boundary for Policy C2

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