

FAREHAM

BOROUGH COUNCIL

Report to the Executive for Decision 09 October 2017

Portfolio:	Planning and Development
Subject:	Draft Local Plan
Report of:	Director of Planning and Regulation
Strategy/Policy:	Local Plan
Corporate Objective:	<p>To protect and enhance the environment</p> <p>To maintain and extend prosperity</p> <p>To ensure that Fareham remains a safe and healthy place to live and work</p> <p>To provide a reasonable range of leisure opportunities for health and fun</p> <p>To work with our key partners to enable and support a balanced housing market</p> <p>To build strong and inclusive communities</p> <p>To be a dynamic, prudent and progressive Council</p>

Purpose:

To seek endorsement and approval of the Draft Local Plan, entitled 'Fareham Draft Local Plan 2036', and the accompanying Draft Policies Map, for public consultation for a 6-week period.

Executive Summary:

The Fareham Draft Local Plan 2036 is a plan which Local Planning Authorities such as Fareham Borough Council are charged with producing. They set out opportunities for development and clear policies on what will or will not be permitted. This report sets out the background to the production of this Draft Local Plan, the first stage in the plan-making process. This report explains that it is recommended that this Draft Local Plan is published and consulted upon, thus providing a 6-week opportunity for comments from the local community and interested parties. This will help inform the next stage of the Local Plan preparation, producing the publication version of the Local Plan.

Recommendations:

It is recommended that the Executive agrees:-

(a) that the Draft Local Plan, as set out in Appendix A to the report, comprises the

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following component parts:

1. Chapters: Foreword, Information and Contacts, Introduction, Vision and Strategic Priorities, Development Strategy, Strategic Policies, Housing, Employment, Retail, Community Facilities and Open Space, Natural Environment, Design and Infrastructure
2. Chapter: Development Allocations:
Including Policy DA1 and the following Development Allocations:

Retained Local Plan Part 2 Housing Allocations

Previously Developed Land (Brownfield) sites in 'Rest of Borough'

Site Reference	Address	Dwellings
HA14	Genesis Centre, Locks Heath	35
HA22	Wynton Way, Fareham	13
HA24	335–337 Gosport Road, Fareham	8
Sub-Total		56

Retained Local Plan Part 2 Housing Allocations

Greenfield sites in 'Rest of Borough'

Site Reference	Address	Dwellings
HA9	Heath Road, Locks Heath	71
HA11	Raley Road, Locks Heath	49
HA19	399–409 Hunts Pond Road, Titchfield Common	22 (10)*
HA23	Stubbington Lane, Hill Head	12
HA25	Sea Lane, Hill Head	8
Sub-Total		152

* Sub-total excludes quantum of dwellings with planning consent – as shown by figure in brackets

Fareham Town Centre

(Previously Developed Land / Brownfield)

Site Reference	Address	Dwellings
FTC1	Civic Area, Fareham Town Centre	100
FTC2	Market Quay, Fareham Town Centre	100
FTC3	Fareham Station East	120
FTC4	Fareham Station West	94
FTC5	Crofton Conservatories, West Street, Fareham Town Centre	49
FTC6	Magistrates Court, Trinity Street, Fareham Town Centre	45
FTC7	Former UTP Site, Western Way, Fareham Town Centre	34
FTC8	Lysses Car Park, Fareham Town Centre	24
FTC9	Wykeham House School, East Street, Fareham Town Centre	15 (15)*
FTC10	Delme Court, West Street, Fareham Town Centre	11
Sub-Total		577

* Sub-total excludes quantum of dwellings with planning consent – as

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shown by figure in brackets

New Previously Developed Land (Brownfield) Housing Allocations in 'Rest of Borough'

Site Reference	Address	Dwellings
HA7	Warsash Maritime Academy, Warsash	100
HA21	Hampshire Rose, Highlands Road, Fareham	18
	Sub-Total	118

New Greenfield Housing Allocations

Site Reference	Address	Dwellings
HA1	North and South of Greenaway Lane, Warsash	700
HA2	Newgate Lane South, Peel Common	475
HA3	Southampton Road, Titchfield Common	400
HA4	Downend Road East, Portchester	350
HA5	Romsey Avenue, Portchester	225
HA6	Cranleigh Road, Portchester	120 (120)*
HA8	Pinks Hill, Wallington	80
HA10	Funtley Road South, Funtley	55
HA12	Moraunt Drive, Portchester	49
HA13	Hunts Pond Road, Titchfield Common	38
HA15	Beacon Bottom West, Park Gate	30
HA16	Military Road, Wallington	26
HA17	69 Botley Road, Park Gate	24
HA18	Funtley Road North, Funtley	23
HA20	North Wallington and Standard Way, Wallington	21
HA26	Beacon Bottom East, Park Gate	5
	Sub-Total	2,501

** Sub-total excludes quantum of dwellings with planning consent – as shown by figure in brackets*

Local Plan Part 2 Retained Employment Allocations

Site Reference	Address	Floorspace
E3	Solent 2, Whiteley	23,500 sq.m (253,000 sq.ft)
E4	Midpoint 27, Segensworth South	4,700 sq.m (50,600 sq.ft)

New Employment Allocations

Site Reference	Address	Floorspace
E1	Faraday Business Park, Daedalus	40,000 sq.m (430,600 sq.ft)
E2	Swordfish Business Park, Daedalus	8,000 sq.m (86,000 sq.ft)
E5	Standard Way, Wallington	2,000 sq.m (21,500 sq.ft)

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3. Glossary and Appendices;

- (b) that the Draft Local Plan, as set out in Appendix A, and the Draft Policies Map, as set out in Appendix B, be published for a 6-week period of public consultation;
- (c) that the supporting documents appended to this report (Appendices C-E) be published for a 6-week period of public consultation, along with other supporting evidence documents;
- (d) that the Draft Local Plan will become a material consideration in the determination of planning applications, but that the weight attributed reflects the stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the National Planning Policy Framework; and
- (e) that the Director of Planning and Regulation be authorised to make any necessary minor amendments to the Draft Local Plan and supporting documents appended to this report, prior to publication, provided these do not change their overall direction, shape or emphasis and following consultation with the Executive Member for Planning and Development.

Reason:

To undertake publication and consultation as required under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Cost of Proposals:

The costs of publication and consultation are all covered by existing operational budgets for the Local Plan Review.

Appendices:

- A:** Fareham's Draft Local Plan 2036
- B:** Draft Policies Map
- C:** Sustainability Appraisal
- D:** Habitat Regulations Assessment (Screening)
- E:** Equality Impact Assessment

Background Papers:

Town and Country Planning (Local Planning) (England) Regulations 2012
Planning and Compulsory Purchase Act (2004)
National Planning Policy Framework (2012)
Fareham Local Plan Part 2 – Inspector's Report (12 May 2015)
Part 1 of the Local Plan: Adopted Core Strategy (August 2011)
Part 2 of the Local Plan: Adopted Development Sites & Policies Plan (June 2015)
Part 3 of the Local Plan: Adopted Welborne Plan' (June 2015)
PUSH South Hampshire Strategic Housing Market Assessment: Final Report (January 2014)
South Hampshire Strategy (2012)
PUSH Spatial Position Statement (June 2016)
PUSH Objectively-Assessed Housing Need Update: Final Report (April 2016)

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South Hampshire Strategic Housing Market Assessment (January 2014)
Housing White Paper 'Fixing our broken housing market' (February 2017)
Strategic Housing Land Availability Assessment (2017)
Fareham Borough Council's Statement of Community Involvement (2017)
Localism Act (2011)
Fareham Borough Council's Local Development Scheme (2017)
Ministerial Statement on Strategic Housing Market Assessments (19th December 2014)

FAREHAM

BOROUGH COUNCIL

Executive Briefing Paper

Date:	09 October 2017
Subject:	Draft Local Plan
Briefing by:	Director of Planning and Regulation
Portfolio:	Planning and Development

INTRODUCTION

1. The Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities, such as Fareham Borough Council, to prepare Local Plans. The Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the procedures to be followed in the preparation a Local Plan.

What is the Purpose of a Local Plan?

2. The National Planning Policy Framework (NPPF) (2012) explains that each local planning authority should produce a Local Plan for its area (paragraph 153). It should *'set out the opportunities for development and clear policies on what will or will not be permitted and where'* (NPPF, paragraph 154).

BACKGROUND

Fareham's Adopted Local Plan

3. In the case of Fareham Borough Council, it currently has an Adopted Local Plan, formed of three component parts. These are as follows:
 - Part 1 of the Local Plan (LP1): The 'Core Strategy' (Adopted in August 2011);
 - Part 2 of the Local Plan (LP2): The 'Development Sites & Policies Plan' (Adopted in June 2015);
 - Part 3 of the Local Plan (LP3): The 'Welborne Plan' (Adopted in June 2015).

The Council's Commitment to the Local Plan Review

4. During the LP2 and LP3 examinations, the Inspector explained that a number of respondents *'considered that the Council should have re-assessed the housing and employment requirements in light of more up-to-date evidence'* (Fareham Local Plan Part 2 – Inspector's Report 12 May 2015, paragraph 9). This largely focused on the emerging evidence on housing need which was prepared through joint-working by the

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local authorities comprising the Partnership for Urban South Hampshire (PUSH), with the South Hampshire Strategic Housing Market Assessment (SHMA) published in January 2014. The Inspector stated that as *'LP1 was adopted in August 2011, about six months before the NPPF was published in 2012. However, significant work on LP2 had already commenced before 2012 and to have abandoned this Plan (LP2) would have meant significant delay before the Council had in place specific land use allocations and policies for the management of development'* (Fareham Local Plan Part 2 Inspector's Report 12 May 2015, paragraph 10). The Inspector also placed significant weight on the fact that the review of the South Hampshire Strategy (2012) by the PUSH Local Authorities was to commence shortly, and that the Council had committed to a review of the Local Plan.

The South Hampshire Spatial Position Statement (June 2016)

5. The Government expects Councils to work collaboratively together on strategic planning issues, and as anticipated by the Inspector, Partnership for Urban South Hampshire (PUSH) has now reviewed the South Hampshire Strategy (2012). For clarity, PUSH is a partnership of Hampshire County Council; the unitary authorities of Portsmouth, Southampton, Isle of Wight; and district authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester. The PUSH Local Authorities also work collaboratively with the Solent Local Enterprise Partnership, Environment Agency and other relevant bodies. The PUSH Local Authorities recognise the benefits of working together to support the sustainable economic growth of the sub-region and to facilitate the strategic planning functions necessary to support that growth. Whilst the PUSH Joint Committee has no statutory powers or functions, it plays a vital role in co-ordinating the preparation of sub-regional evidence and statements across the South Hampshire local authorities.
6. The PUSH Local Authorities published a Spatial Position Statement in June 2016, which sets out the overall need for, and a distribution of development in South Hampshire to 2034. This Statement draws on evidence from the South Hampshire Objectively-Assessed Housing Need (OAHN) Update Report published in April 2016, which updates and complements the SHMA published in 2014. There are a number of evidence documents prepared through joint-working by the PUSH Local Authorities which have helped inform the PUSH Spatial Position Statement, and therefore Fareham's Draft Local Plan 2036. These cover issues such as housing needs, economic development and employment land, environment, green infrastructure and transport.
7. The Spatial Position Statement sets out the employment and housing development needed to promote economic growth, jobs and homes for all. It is focused on achieving a renaissance of Portsmouth, Southampton and the other urban areas, protecting the most important aspects of the environment and co-ordinating transport and other infrastructure. It proposes 'district-based' development targets which have been formulated and agreed through joint-working by the PUSH Local Authorities.
8. The Spatial Position Statement explains that of 104,350 homes distributed within the PUSH area from 2011 until 2034, 10,460 homes are within the Borough of Fareham. Both Fareham Town Centre and Welborne are considered locations for mixed-use developments. In terms of employment floor-space, of the 971,000 sqm is distributed within the PUSH area until 2034, 119,000 sqm is within the Borough of Fareham. Welborne and Daedalus are also considered strategic employment locations that are of a significant scale to have sub-regional importance and offer further development potential. Council's take into account when meeting this need, past completions and permissions from 2011 until the end of the 2016/2017 financial year.

Meeting Objectively Assessed Need

9. This Draft Local Plan seeks to comply with paragraph 14 of the National Planning Policy Framework (NPPF), which explains that plan-making local planning authorities (i.e. Fareham Borough Council) should 'positively seek opportunities to meet the development needs of their area. Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, 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.' Therefore, this Plan extends plans for up until 2036, extending the plan period in line with the Adopted Welborne Plan (2015) beyond the South Hampshire Spatial Position Statement by two years. By extending this period by two years, this means 11,300 homes should be planned from 2011 until 2036, as well as 130,000 sqm of employment floor-space delivered within the same time period.

The Main Focus of the Local Plan Review

10. According to the NPPF, Local Plans can be reviewed in whole or in part to respond flexibly to changing circumstances (paragraph 153). The Council is of the view that given the recent adoption of the LP3, the Welborne Plan (2015), these policies are site specific, are currently being used to judge the current planning applications under consideration on the Welborne Garden Village site, and do not require immediate review. The current applications can be determined in accordance with the Adopted Welborne Plan and other relevant material considerations. The strategic site plays a significant role in contributing to delivering homes within the Borough, and the unforeseen delay at the time of adopting the Plan to the anticipated start on site, means that the Welborne delivery trajectories need to be reviewed to give a complete picture of how the Borough proposes to meet its objectively assessed needs.
11. LP1 (the Core Strategy), LP2 (the Development Sites and Policies Plan), as well as the Delivery Trajectories in LP3 (the Welborne Plan) have been reviewed by this Draft Local Plan. As the existing Adopted Welborne Plan (LP3) runs up 2036, it is proposed that the Draft Local Plan runs up until 2036, thus extending the time period beyond the South Hampshire Spatial Position Statement by two further years in line with the SHMA (and OAHN update) and other evidence.
12. A key challenge for this Draft Local Plan is the need for this plan to positively respond to changes in the Government's National Planning Policy Framework (NPPF) and associated guidance (NPPG), as well as new legislation and policy directions emerging from Government, such as within the Housing White Paper 'Fixing our broken housing market' in February of this year. One of the consequences is that the scale of housing growth compared to that which has been delivered over recent years will significantly increase if the Council is to deliver the expectations of current Government legislation, policy and guidance.
13. It is also important to highlight that the Government on the 14th September 2017 issued a consultation which set out entitled 'Planning for the right homes in the right places: consultation proposals'. Among the proposals for consultation is a standard method for calculating local authorities' housing need. This Government 8-week consultation period will end on the 9th November 2017. However, it is premature to take account of this until the consultation has ended and any relevant changes are made by Government. The Council's response to this consultation will be subject of a report to the next Executive (November).

Preparation of the Draft Local Plan

14. In order to meet these key challenges, the Draft Local Plan is the Council's 'preferred approach' to development in the Borough for the period up to 2036 that emerged from testing a number of different options for development to meet objectively assessed needs.
15. By way of background, it is important to explain that the Council undertook a 'call for sites' exercise. This was to establish what land could be available for development in the future. In terms of new homes, the Council assessed the availability, suitability and viability of these sites for accommodating needs emerging from the PUSH evidence largely through the Strategic Housing Land Availability Assessment (SHLAA). Put very simply, this then informed the formulation of a preferred 'development strategy', through assessing how various options could accommodate this need in the most appropriate manner. This was largely determined through a Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA), as well as other relevant evidence.
16. There has been a number of all-party Local Plan Review Member Working Groups, during the preparation of the Draft Local Plan, where Officers have presented the key challenges to be addressed and the preferred approach was developed. A number of briefings have also been held for all Members to brief them on the emerging Draft Local Plan.

The Format and Content of the Draft Local Plan

17. The Draft Local Plan sets out a planning-focused 'Vision' the Borough of Fareham until 2036. It then sets out the key 'Strategic Priorities' which the Plan seeks to address, including the need to accommodate significant housing and employment needs for the plan period.
18. It then explains how a preferred 'Development Strategy' was formulated following the 'call for sites' exercise which identified sites available for potential allocation (i.e. potential opportunities for development).
19. The Draft Local Plan proposes policies on a number of development issues (i.e. proposed policies on what will or will not be permitted), with justification for these policies. They fall into the following policy areas:
 - Strategic Policies
 - Housing
 - Employment
 - Retail
 - Community Facilities and Open Space
 - Natural Environment
 - Design
 - Infrastructure (including Transport)

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20. The Draft Local Plan also proposes 'Site Allocations', largely centred on accommodating housing needs until 2036. There will also be a chapter which sets out how the Council intends to monitor the Local Plan in the future.
21. A Draft Policies Map (as set out in Appendix B) illustrates proposed policy designations for areas of protection or constraint from development, as well as proposed site allocations for the various land-uses.
22. A Sustainability Assessment (SA), Habitat Regulations Assessment (HRA) and Equality Impact Assessment (EqIA) support the Draft Local Plan and are set out in Appendices C, D and E respectively. Additionally a series of supporting evidence documents will be published at the start of the consultation period on the Draft Local Plan.

Duty to Co-operate

23. As stated in the Ministerial Statement issued by the Minister for Housing and Planning in December 2014, the Strategic Housing Market Assessment (SHMA) needs to consider whether there are opportunities to co-operate with neighbouring planning authorities to meet needs across housing market areas. The South Hampshire Spatial Position Statement (June 2016) forms a significant part of the statutory duty to co-operate under Section 110 of the Localism Act 2011 that Councils have with each other, as its purpose is to inform the preparation of Local Plans by each Council within PUSH.

What is the Status of the Draft Local Plan?

24. The NPPF sets out that decision-takers may give weight to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the National Planning Policy Framework (NPPF). Simply put, as the plan advances, objections are resolved and consistency with national policy is established the plan will gain weight for decision-makers in determining applications.

Consultation on the Draft Local Plan

25. This report recommends that the Council undertakes a 6 week period of consultation from late-October until mid-December 2017.
26. In order to raise awareness of the Draft Local Plan the Council will be holding a number of exhibitions and meetings. The afternoon exhibitions will be held throughout the Borough, typically followed by evening Community Action Team Meeting (CAT), where members of the public will be welcome to drop-in or attend respectively. During the afternoon exhibitions, Officers will be available to talk to about the Draft Local Plan. At the evening CAT meetings, a presentation on the Draft Local Plan will be given, after which there will be an opportunity for questions from the attendees. These exhibitions and meetings are aimed at raising awareness of the Draft Local Plan and explaining how to comment at this stage of the plan-making process
27. The Draft Local Plan will be available on line during the consultation process, as well as available in hard copies available at public libraries in the Borough and at the Civic Offices in Fareham.
28. Any comments that people want to make during the 6-week consultation period on the Draft Local Plan should either be submitted to the Council electronically via a dedicated web-page or on paper forms. These web-page details or paper forms will be available from the Council's web-page or requested from the Planning Reception at the Council

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Offices. The Council is interested in receiving comments on the Draft Local Plan. It is important to highlight that the Council is interested in receiving comments not only on the policies within the Plan, but also on the 'preferred' development strategy for accommodating new development through proposed allocations.

29. Officers will also be contactable and available at the Civic Offices throughout the consultation process for advice about how to comment on the Draft Local Plan.
30. The consultation will be undertaken in line with the Council's Statement of Community Involvement (SCI) which was adopted by the Council in March 2017.
31. The production and consultation of this Draft Local Plan is the first stage of the plan-making process, in line with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

The Local Plan Process

32. In line with current relevant planning legislation, regulations, policy and guidance, a Local Plan has to go through several stages before being formally adopted by the Council. The target dates for these key stages are set out below, and accord with those in the Council's Local Development Scheme (LDS):
 - Autumn 2017: Consultation on the Draft Local Plan
 - Summer 2018: Consultation on the Publication Local Plan
 - Autumn 2018: Submission of the Local Plan to the Secretary of State
 - Winter 2018 into Early 2019: Independent Examination
 - Summer 2019: Adoption
33. The Draft Local Plan is the first stage of this process whereby the Council is setting out its 'preferred' development strategy after having considered the different options for development to accommodate the needs of the Borough. The Council is recommending through this report that the Council consults on the Draft Local Plan.

Next Steps of the Local Plan Review (Following Consultation on the Draft Local Plan)

34. In response to this consultation, the Council will produce a publication version of the Local Plan. Again, the Council will consult on this further (publication) version of the Local Plan, which will be the document that the Council considers is ready for a public examination. The Council will produce any further changes to this further round of consultation (on the publication plan) and submit the Local Plan for an independent examination by a Government Planning Inspector. From this point on the Planning Inspectorate is responsible for the timing of the subsequent examination and issuing of the Inspector's Report.
35. At the examination in public, the next stage of the process, there will be again an opportunity for people who have outstanding issues with the publication version of the Local Plan and subsequent changes submitted by the Council to represent their views to the Inspector.

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36. Following the examination, the Council will then receive a report from the Inspector on the Local Plan, and if found sound, it is likely to have a series of recommendations. In this eventuality, as soon as reasonably practical the Council should adopt the Plan.

Further Changes and Evidence

37. Therefore, it is important to highlight as the Draft Local Plan progresses through its next stage it will have to respond to any new evidence or any relevant changes to national planning legislation, policy and guidance.

Enquiries:

For further information on this report please contact Claire Burnett (extn. 4330).