

PLANNING STATEMENT

Land at Newgate Lane
(South)

**OUTLINE PLANNING APPLICATION FOR
DEMOLITION OF EXISTING BUILDINGS AND
DEVELOPMENT OF UP TO 115 DWELLINGS, OPEN
SPACE, VEHICULAR ACCESS POINT FROM
NEWGATE LANE AND ASSOCIATED AND
ANCILLARY INFRASTRUCTURE, WITH ALL
MATTERS EXCEPT ACCESS TO BE RESERVED**

PLANNING STATEMENT

LAND AT NEWGATE LANE (SOUTH), FAREHAM

ON BEHALF OF BARGATE HOMES LTD.

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)
PLANNING AND COMPULSORY PURCHASE ACT 2004**

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PLANNING | **DESIGN** | **ENVIRONMENT** | **ECONOMICS**

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1. INTRODUCTION

- 1.1 This Planning Statement accompanies an application for outline planning permission (all matters except access reserved) for the development of the land at Newgate Lane (South), Fareham for the erection of up to 115 dwellings (the proposed development).
- 1.2 It should be read in conjunction with the plans and reports submitted with the application including the Affordable Housing Statement, Open Space Assessment, Statement of Community Involvement and Draft Heads of Terms.
- 1.3 The proposed development is for:
- "Outline Planning Permission for the demolition of existing buildings and development of up to 115 dwellings, open space, vehicular access point from Newgate Lane and associated and ancillary infrastructure, with all matters except access to be reserved."*
- 1.4 This Planning Statement is a revised version of the document dated April 2019. The changes reflect the decision to replace a proposed parcel of development to the west of the watercourse through the site with public open space in response to concerns raised by the Environment Agency around flood risk. Accordingly, the number of dwellings now proposed is up to 115, reduced from up to 125.
- 1.5 The site forms part of a larger area together with land at Newgate Lane (North), which combined were the subject of a pre-application enquiry and public consultation to deliver up to 200 dwellings. A request for a Screening Opinion was submitted under The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) and the proposed development, and a formal decision issued on 1st June 2018 (ref. P/18/0488/EA) confirmed that the proposed development is not EIA development. A further request for a screening opinion was submitted on 5th June 2018, due to an amendment to the red line area of the proposal, and a formal decision issued on 11th June 2018 (ref. P/18/0619/EA) re-affirmed the Council's position.
- 1.6 The application for outline planning permission for the Land at Newgate Lane (South) follows the application for outline planning permission on Land at Newgate Lane (North) submitted in September 2018 (ref. P/18/1118/OA).

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- 1.7 The two application proposals have been conceived to achieve a cohesive new development across the wider site with strong linkages between the two parcels and a joined-up masterplanning approach, whilst ensuring that each is technically deliverable individually, and both developers remain committed to early delivery once permission is secured.
- 1.8 The purpose of the Planning Statement is to present an assessment of the proposed development against relevant planning policy and material considerations. Sections 2 and 3 provide a description of the site and its surroundings and relevant local planning history. Section 4 sets out the nature of the proposed development and pre-application consultations. The role of the NPPF in the context of delivering sustainable development and meeting housing needs is discussed at Section 5. Section 6 sets out the further planning policy and material considerations against which the application is to be assessed. Sections 7 and 8 provide an assessment of the proposed development, organised thematically, dealing first with the principle of residential development of the site, and then considering the impacts in respect of the strategic gap, local community, housing and affordable housing, design, transport, landscape, ecology and arboriculture, heritage, flood risk and drainage, noise, odour, air quality and contamination. Section 9 deals with planning obligations and Section 10 provides final conclusions.
- 1.9 The Planning Statement explains that in the absence of a five-year housing land supply, the 'presumption in favour of sustainable development' enshrined in the National Planning Policy Framework is engaged. It goes on to demonstrate that the construction of up to 115 dwellings and associated development on the site would represent sustainable development, that the other relevant policies are complied with, and therefore that the application should be approved without delay.

2. THE SITE AND SURROUNDINGS

The Site and Immediate Environment

2.1 The site comprises of 6.08 hectares of agricultural land, bounded by Newgate Lane to the west and the new Newgate Lane relief road to the east, to the other side of which lies a site proposed for residential allocation in the original Draft Local Plan, referred to as HA2.

APPENDIX 1: CONTEXTUAL SITE LOCATION PLAN WITH NEWGATE LANE (NORTH) AND HA2

2.2 The site comprises an area of land used for agriculture and equestrian use, which is dissected by the River Alver running north/south. The site boundaries and internal field boundaries are made up of hedgerows and mature trees.

2.3 Newgate Lane forms the western boundary of the site. The new relief road forms the eastern boundary of the site, with land at Newgate Lane (North) forming the northern boundary and Woodcote Lane forming the southern boundary.

2.4 The application site contains three existing disused agricultural buildings to the east of Hambrook Lodge. Hambrook Lodge and its demise is not included in the red line boundary for the site and will be retained.

2.5 The site is located outside the defined settlement boundary identified in the Local Plan policies map, in a 'Strategic Gap' known as the Stubbington/Lee on Solent to Fareham/Gosport Gap. The site and study area are not subject to specific statutory or non-statutory landscape related planning designations.

2.6 It is partly covered by an area identified as 'low value' for Brent Geese. There are no other known statutory or non-statutory landscape or ecological designations on the site. Hambrook Lodge, which is excluded from the site boundary contains an area identified as a Priority Habitat (traditional orchard).

2.7 The River Alver flows in a southerly direction through the western part of the site and is classified as a 'Main River'. A number of ordinary watercourses demarcate the existing field boundaries, which all discharge to the River Alver catchment.

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- 2.8 The land to the east of the River Alver is located principally in Flood Zone 1, and the land to the west is located principally in Flood Zone 2/3¹.
- 2.9 Overhead electricity cables transect the site diagonally running in a north-west to south-east direction.
- 2.10 Carriston Cottage (Grade II listed) lies 50m west of the site on the western side of Newgate Lane. Foxbury Cottages and Farmhouse (Grade II listed) lie approximately 450m to the north.
- 2.11 Peel Common Wastewater Treatment Works is located approximately 200m to the west of the site.
- 2.12 Public Rights of Way footpath 71b provides a link to Tips Copse from Newgate Lane immediately west of the site via the Wastewater Treatment Works. Footpath 71c provides a link to Gosport Road via Albert Road.

Local Surroundings

- 2.13 The site is located 200m from the settlement of Bridgemary, approximately 1km from the settlement of Stubbington and approximately 3km from Fareham Town Centre.

APPENDIX 2: CONTEXT PLAN

Convenience Shopping and Retail

- 2.14 Local services within Bridgemary include convenience stores, a pub, take-away and places of worship, with a local centre on Carisbrooke Road.
- 2.15 Speedfields Retail Park on Newgate Lane includes Asda and Lidl supermarkets, and a number of other retail stores, fast food outlets and coffee shops.
- 2.16 A range of higher order comparison shops are located in Fareham approximately 3km north.

¹ Information provided from the Environment Agency originally confirmed that the whole site was located in Flood Zone 1. This Planning Statement supports the revised proposals as amended in response to the new flood risk information.

Health and Education

- 2.17 A selection of GPs surgeries and dentists are located in Bridgemary and Stubbington. Bridgemary Medical Centre and The Stubbington Medical Practice are both accepting new patients. The nearest general hospitals are Fareham Community and Queen Alexandra which are 10km and 15km by road respectively.
- 2.18 The nearest primary school is Peel Common (infant with nursery and junior) approximately 250m south-east of the site.
- 2.19 Crofton and Bridgemary are the nearest secondary schools, both of which are within 1km of the site.
- 2.20 Fareham College and CEMAST provide further education opportunities locally.

Leisure and Open Space

- 2.21 Council leisure centres are located in Fareham and south of Bridgemary.
- 2.22 The site is within walking distance of public open spaces including HMS Collingwood playing fields, Brooker's Field Recreation Ground and the Alver Valley Country Park. Lee-on-the-Solent Golf Club is also within walking distance.
- 2.23 Further afield the site is located within 10km of Titchfield Haven National Nature Reserve to the west and the South Downs National Park to the north which provide access to strategic open spaces.

Employment

- 2.24 There are a significant number of employment opportunities within Fareham and Gosport town centres.
- 2.25 The Draft Local Plan allocates Daedalus airfield between Stubbington and Lee-on-the-Solent as a strategic development location for up to 98,000 sqm of B1c, B2 and B8 uses, an employment hub and associated infrastructure to support the Solent Airport and Faraday Business Park which will generate a demand for skilled labour.
- 2.26 The CEMAST college was completed on the site in 2014 and provides a complementary facility for construction skills training and the IFA2 electrical interconnector facility which was granted permission by the Council in 2017.

Public Transport

- 2.27 The site is served by bus routes 21 and 21A between Stubbington and Fareham, which together provide a roughly hourly service from approximately 0700 to 1900 hours Monday to Friday and 0900 to 1400 hours on a Saturday. The routes 9 and 9A stopping at the Carisbrooke Road shops also provide a connection to Gosport.
- 2.28 Fareham station has regular services to London Waterloo, London Victoria (via Gatwick Airport), Brighton, Portsmouth Harbour, and Southampton Central. There is also a roughly half hourly service to Portchester, Cosham, Hilsea, Fratton & Portsmouth and Southsea throughout the day from approximately 06:00 till 23:30.

Ecological Designations

- 2.29 The table below lists the statutory and non-statutory designated sites of ecological value within 5km of the site which includes Special Protection Areas (SPAs), Ramsar sites, Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs), Local Nature Reserves (LNRs) and Sites of Nature Conservation (SINCs).

	International Designation	National Designation	Local/ Sub-local Designation
Portsmouth Harbour	SPA, Ramsar	SSSI	
Solent and Southampton Water	SPA, Ramsar	SSSI	
Titichfield Haven		SSSI, NNR	LNR
Browdown		SSSI	
The Wild Grounds		SSSI	LNR
West of River Alver			LNR
Lee on Solent Golf Course			SINC
Tips Copse			SINC
Fort Fareham			SINC
Seafield/Salterns Park			SINC

- 2.30 The Portsmouth Harbour SPA and Solent and Southampton Water SPA comprise the Bird Aware Solent Region.

3. PLANNING HISTORY AND BACKGROUND

The Site

3.1 There is no known planning history relating to the site.

Newgate Lane relief road

3.2 A safeguarded route for improvements to Newgate Lane has been in place since the 1980s and was identified as the preferred route by Hampshire County Council.

3.3 The Newgate Lane 'relief road' (ref. P/15/0717/CC), now known as Newgate Lane East is situated immediately east of the site. Planning permission was approved by Hampshire County Council on 20th November 2015 for:

"Construction of a new southern section of Newgate Lane to provide a new connection from Newgate Lane to Peel Common Roundabout together with the construction of a junction and link road to access the existing route of Newgate Lane."

3.4 The land for the delivery of the road was secured by Compulsory Purchase powers and the works were completed in August 2018.

3.5 The relief road diverts traffic travelling between Fareham (via Gosport Road) or Longfield Avenue and Peel Common Roundabout on a new section of road located closer to Bridgemary through the existing Strategic Gap. The existing Newgate Lane, which is immediately west of the site, will continue to provide vehicular access to properties on that road but through-traffic is restricted at Peel Common Roundabout to all but pedestrians and cyclists.

Draft 'HA2' Allocation

3.6 There is an emerging residential allocation to the east known as Peel Common or 'HA2' which was proposed for allocation in the original Draft Local Plan (see Section 6). The potential proposed allocation, for 370-475 homes spans the land from Tukes Avenue Play Space/Collingwood Playing Fields in the north to Brooker's Lane to the south, with the existing urban edge of Bridgemary forming the eastern boundary and the relief road forming the western boundary.

3.7 For clarity, no planning application for the HA2 site has yet been submitted.

Other Relevant Planning History

3.8 Other local planning applications relevant to the site are described below:

- P/09/0935/FP – 119 Newgate Lane – Erection Of Dwelling, approved December 2009;
- P/10/0607/FP - 130 Newgate Lane – Provision of New Access on to Newgate Lane, refused September 2010 (repeat of P/10/0197/FP, refused May 2010): The Environment Agency and Highways were satisfied with the proposal which was refused on planning grounds due to its encroachment within the open countryside being unnecessary given the existing operational access arrangements;
- P/11/1089/CC – Peel Common Waste Water Works - Construction Of A UV Disinfections System And Motor Control Centre Kiosk, approved January 2012;
- P/13/0278/FP – 130 Newgate Lane - Proposed Demolition Of Existing Two Storey Residential Unit And Construction Of Two New Residential Dwellings, approved July 2013;
- P/13/0528/FP – Land at Newlands Farm - Photovoltaic Solar Farm, approved September 2013;
- P/14/0804/FP – Peel House Rest Home, Woodcote Lane - Proposed Erection Of Ground- And First-Floor Extensions To The Southern Part Of The Building & Provision Of Twelve Additional Bedrooms, appeal allowed January 2015; and
- P/15/1142/VC – Peel Common Waste Water Works - Relief From Condition 1 Of P/09/1045/Fp To Allow Permanent Siting Of 2 Mobile Homes, 2 Portable Buildings, 2 Touring Caravans, Ancillary Day Rooms & Associated Developments, approved December 2015.

4. THE PROPOSED DEVELOPMENT

4.1 The proposed development is for:

"Outline Planning Permission for the demolition of existing buildings and development of up to 115 dwellings, open space, vehicular access point from Newgate Lane and associated and ancillary infrastructure, with all matters except access to be reserved."

4.2 The key features of the proposal are:

- The provision of up to 115 dwellings;
- A range of housing types and sizes;
- Vehicular access from Newgate Lane and pedestrian links to Land at Newgate Lane (North) and Woodcote Lane;
- Retention of existing trees and hedgerows;
- Landscaping and open space;
- Demolition of existing buildings;
- Ecological enhancements;
- Children's Play Area; and
- Acoustic buffer from the new bypass.

4.3 The application is supported by a series of parameter plans which will govern the principles of the proposal and an Illustrative Masterplan.

4.4 The proposed development will deliver 40% affordable housing, compliant with local policy, to be secured through a S.106 Agreement.

4.5 The mix of market housing will be determined at the reserved matters stage.

4.6 The layout and design of the dwellings together with the associated infrastructure (including estate roads, car parking, incidental landscaping, and drainage and utilities services) will be determined at the reserved matters stage.

4.7 The application site contains three disused agricultural buildings. Further assessment of these buildings is contained within the Heritage Assessment submitted with the application.

4.8 Hambrook Lodge and its demise are not included within the application site. The access driveway to Hambrook Lodge will be retained as part of the proposals and the right of access enjoyed by the owners will not be compromised by the proposals.

Pre-Application Consultation

4.9 The site has previously been promoted through the plan making process and most recently through the submission of representations to the 'Regulation 18' consultation on the Draft Local Plan which took place from October to December 2017.

4.10 The applicant has entered into pre-application discussions with the Council in respect of the wider site (together with Land at Newgate Lane (North)). A request for pre-application advice was submitted on 26th February 2018, with a meeting held on 23rd April 2018.

4.11 Key matters discussed included:

- the capacity of the site and the appropriate housing density;
- the landscape treatment to the relief road boundary;
- the location and design of the children's play facilities; and
- the role of the River Alver and the existing vegetation within the proposals.

4.12 Consultation responses were received from the Council's ecology, environmental health and highways departments, and from the Environment Agency and Natural England only.

4.13 We also met with Hampshire County Council Highways on 10th April 2018 to agree the scope of the Transport Assessment.

4.14 Community consultation has been undertaken in the form of:

- Circulation of details of proposals to c. 300 local residents;

- An open consultation event for local people and Councillors; and
- Production of an information website.

4.15 All three channels of consultation have provided consultees with the opportunity to provide comments which have been used to inform the proposals. Full details are contained within the Statement of Community Involvement.

4.16 Many of the consultation responses received in respect of the live planning application ref. P/18/1118/OA apply equally to this proposal and have also been relied upon to inform this planning application.

5. PLANNING POLICY AND GUIDANCE

5.1 In this section the national and local planning policy and guidance pertinent to the application site and development proposals is summarised. The plan-led approach to development, as set out by Section 38 (6) of the Planning and Compulsory Purchase Act 2004, requires development proposals to accord with the adopted Development Plan unless material considerations indicate otherwise.

The Development Plan

5.2 The adopted Development Plan for Fareham Borough consists of three main documents:

- Local Plan Part 1: 'Core Strategy' (Adopted in August 2011);
- Local Plan Part 2: 'Development Sites & Policies' (DSP) (Adopted in June 2015); and
- Local Plan Part 3: The 'Welborne Plan' (Adopted in June 2015).

5.3 The Core Strategy contains the strategic policies and the DSP contains the development control policies against which this application is assessed. The Welborne Plan deals specifically with the development of the new garden village and is not pertinent to this application.

5.4 The following sections sets out the Core Strategy and DSP policies pertinent to the proposals.

Core Strategy

5.5 **Policy CS2 'Housing Provision'** establishes the housing land supply sources to meet the OAN of 3,729 between 2006 and 2026 (excluding Welbourne), which includes allocated sites and brownfield land. The supply of sites will be kept up-to-date through a regular review of the Strategic Housing Land Availability Assessment (SHLAA) and allocated through Part 2 of the Plan.

5.6 **Policy CS4 'Green Infrastructure, Biodiversity and Geological Conservation'** affords protection to important habitats within the Borough including Sites of Special Scientific Interest, Sites of Importance for Nature Conservation, areas of woodland, and 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.

5.7 **Policy CS5 'Transport Strategy and Infrastructure'** promotes the achievement of sustainable integrated transport systems for the Borough including the safeguarding of land for identified works; development will not be permitted where this is prejudicial to the implementation of these schemes. The Council will permit development which does not adversely affect the operation of the local network and is designed and implemented to encourage sustainable travel. Development proposals which generate a high demand for travel should be located in accessible areas.

5.8 **Policy CS6 'The Development Strategy'** provides that development will be focused in the following locations:

- Fareham;
- Fareham Town Centre;
- Western Wards and Whiteley;
- Porthchester;
- Stubbington & Hill Head and Titchfield;
- Welbourne; and
- The Strategic Development Allocations at Coldeast Hospital and Daedalus Airfield.

5.9 **Policy CS14 'Development on land 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.*"

5.10 **Policy CS15 'Sustainable Development and Climate Change'** provides that the Council will seek to secure development in locations which are sustainable and where there will be a minimum negative environmental impact. Development should:

- make efficient use of land;
- seek to properly manage flood risk and waste impacts; and
- meet Code for Sustainable Homes Level 6.

- 5.11 **Policy CS16 'Natural Resources and Renewable Energy'** requires developers to demonstrate best practice in respect of energy and water efficiency, reduction of carbon emissions and implementation of the waste hierarchy to protect natural resources. Loss of best and most versatile agricultural land should be resisted. Development (of more than 1 dwelling or more than 500 sqm of non-residential floorspace) will be encouraged to contribute to the Fareham target of 12MW of renewable energy by 2020.
- 5.12 **Policy CS17 'High Quality Design'** sets out a series of design criteria for new development including the requirement to respond positively to the surrounding environment in terms of scale, form and character, and to promote permeability, legibility, open space and a distinct identity of place. In addition, new housing will be required to: secure adequate internal and external space, dwelling mix, privacy, and sunlight and daylight to meet the requirements of future occupiers.
- 5.13 **Policy CS18 'Provision of Affordable Housing'** provides that on sites of 15 or more dwellings, developers will be expected to provide 40% affordable units unless a lack of viability can be clearly demonstrated.
- 5.14 **Policy CS20 'Infrastructure and Development Contributions'** requires development to provide or contribute towards infrastructure and any necessary mitigation measures through conditions, legal agreement and/or CIL.
- 5.15 **CS21 'Protection and Provision of Open Space'** safeguards the network of open and green spaces for recreation and wildlife value. New development must provide open space in accordance with the Council's standards.
- 5.16 **Policy CS22 'Development in Strategic Gaps'** provides that land within Strategic Gaps will be treated as countryside, and proposals will not be permitted either individually or cumulatively where they significantly affect the integrity of the gap. Strategic Gaps have been identified between Fareham/Stubbington and Western Wards/Whiteley (the Meon gap); and Stubbington/Lee on Solent and Fareham/Gosport.
- 5.17 The policy wording states that boundaries of strategic gaps 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."

5.18 These criteria were added following the commentary in the Inspector's Report on the Core Strategy (para. 47, 20th July 2011) that "Concern has been raised by a number of representors that policy CS22's protection of strategic gaps lacks adequate justification". The Inspector concluded that a number of changes were needed to meet legal and statutory requirements. This included addition of criteria to guide the future review of strategic gap boundaries because during the Examination it became clear that the Council had no evidence to support the designation of the borough's strategic gaps: they were simply described as having "always been there".

5.19 This policy is concerned with maintaining the settlement pattern rather than any landscape value per se:

"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. Continuing pressure for high levels of development mean that maintaining gaps continues to be justified." (para. 6.52)

5.20 Para. 6.53 provides that a review of the detailed gap boundaries will be undertaken as part of the DSP to identify the land essential to perform this role and that which cannot be protected by other designations.

Development Sites and Policies (DSP)

5.21 **DSP1 'Sustainable Development'** reflects the presumption in favour of sustainable development as set out in the NPPF. The Council 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.

5.22 **DSP2 'Environmental Impact'** states that development proposals should not, individually or cumulatively, have a significant adverse impact on neighbouring development or the wider environment in terms of noise, air or other pollutants. Proposals should have a satisfactory arrangement for the management of waste and protection of water resources.

5.23 **DSP3 'Impact on Living Conditions'** requires the protection of neighbouring residential amenity, sunlight, daylight and privacy.

5.24 **DSP4 'Prejudice to Adjacent Land'** states:

"Where piecemeal development could delay or prevent the comprehensive development of a larger site, a legal agreement will be sought, to ensure that any permitted development does not prejudice the development of adjacent land and that highway access, pedestrian access and services to adjoining land are provided."

5.25 **DSP5 'Protecting and Enhancing the Historic Environment'** sets out the Council's position on the conservation of designated and non-designated heritage assets. Great weight will be given to the conservation of designated assets and harm or loss will require clear and convincing justification. Non-designated heritage assets including locally listed buildings, historic parks and gardens, and sites of archaeological importance will be protected from development that would unacceptably harm their Architectural and historic interest, and/or setting taking account of their significance.

5.26 **DSP6 'New Residential Development Outside of the Defined Urban Boundaries'** reinforces the Core Strategy the presumption against development outside existing settlements, unless specific circumstances apply.

5.27 At paragraph 3.9, it is stated:

"Evidence studies, including the Strategic Housing Land Availability Assessment and the Employment Land Review, have concluded that there are sufficient identified sites within the existing DUSBs [Defined Urban Settlement Boundaries] to meet the Borough's development requirements. In light of this, it has not been necessary to review the DUSBs in the Development Sites and Policies Plan."

- 5.28 **DSP13 'Nature Conservation'** provides that development is permitted where designated sites and protected/priority species are protected, and where appropriate enhanced. Proposals resulting in detrimental impacts to these sites or species shall only be granted where impacts are outweighed by the needs for/benefits of the development; and adverse impacts can be appropriately mitigated or compensated.
- 5.29 **DSP14 'Supporting Sites for Brent Geese and Waders'** requires that applications for development on sites identified as 'uncertain' are accompanied by studies to show the site is not of importance for these birds.
- 5.30 **DSP15 'Recreational Disturbance on the Solent Special Protection Areas (SPA)'** states that 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.
- 5.31 **DSP40 'Housing Allocations'** sets out the allocated sites for housing on the policies map. In addition, 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."

5.32 It should be noted that as per the provisions of Core Strategy policy CS22, a review of the gap boundaries was undertaken as part of the preparation for the DSP. Of the gap between Fareham/Gosport and Stubbington/Lee-on –Solent, the Review of Gap Policy Designations report, October 2012 report states:

"This strategic gap to the south of Fareham has been and continues to be under intense development pressure. It includes the Daedalus Airfield Strategic allocation development site and is adjacent to the proposed new enterprise zone. The strategic gap includes predominantly open and undeveloped land, which is mainly in agricultural use, between Fareham and Stubbington and Stubbington and Gosport. Other land uses include Peel Common Waste Water Treatment Works, HMS Daedalus Airfield, playing fields, restored waste land and a golf course." (p.13)

5.33 The report considers the role of the gap in respect of three assessment criteria, namely physical and visual separation, settlement character and landscape sensitivity, and green infrastructure value, and concludes that it continues to provide a function which cannot be fulfilled by other policies.

5.34 For this reason, the Fareham to Stubbington gap remains unchanged in the DSP.

Material Considerations

National Planning Policy Framework

5.35 As set out at **Para. 8**, 'sustainable development' has economic, social and environmental dimensions and the planning system has a role to perform in supporting all three:

- *"an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure";*

- *"a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural wellbeing"; and*
- *"an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimize waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy."*

5.36 The provisions of the NPPF relating to housing delivery are discussed in section 6 below, including the 'presumption in favour of sustainable development'.

Habitats Regulations Assessment

5.37 The Local Planning Authority is required to undertake a HRA where proposed plans or projects relate to conservation sites which have been selected and designated on scientific criteria under European law to protect certain species and habitats. These include SPAs which are sites classified in accordance with Article 4 of the EC Directive 2009/147/EC on the conservation of wild birds for certain rare and vulnerable birds, and for regularly occurring migratory species.

5.38 The HRA comprises several distinct stages. The first stage of the HRA process includes formally screening a proposed plan or project to decide whether it is likely to have a significant effect on a European designated site. If, at the screening stage, any significant effects of a plan or project on a SPA or SAC (alone or in combination with other plans or projects) can be excluded, then the plan or project can be "screened out" and no further assessment is required. However, where any significant effect of a plan or project on a SPA or SAC (alone or in combination with other plans or projects) cannot be excluded, then the competent authority will be required to assess the effects in more detail through an appropriate assessment, to ascertain whether an adverse effect on the integrity of any SPA or SAC can be ruled out.

5.39 Para. 177. of the NPPF confirms 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 (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" [Pegasus emphasis].

Emerging Planning Policy

- 5.40 The Council is currently preparing a new Local Plan which is proposed to replace LP1 and LP2 of the existing Local Plan.
- 5.41 The emerging Draft Local Plan can be afforded weight in accordance with its stage of preparation and the extent of unresolved objections as set out in paragraph 48 of the National Planning Policy Framework. The Draft Local Plan is at a very early stage of preparation. Although it was the subject of Regulation 18 consultation from October – December 2017, due to the identification of a greater housing requirement as imposed through the NPPF, the Council effectively had to retrace its steps in reformulating its spatial strategy. A revised Issues and Options version was consulted on from May – July 2019. The principle purpose of this document is to consider ways in which the borough can deliver more houses than originally anticipated.
- 5.42 In seeking to meet the Borough's housing needs, **policy H1** of the original Regulation 18 plan identifies that new housing will be delivered principally at Welborne, Fareham and through development allocations set out in policy DA1 which, of relevance to this site, includes the land known as Peel Common or HA2 immediately to the east of the application site. The proposed allocation, for 370-475 homes spans the land from Tukes Avenue Play Space/Collingwood Playing Fields in the north to Brooker's Lane to the south, with the existing urban edge of Bridgemary forming the eastern boundary and the relief road forming the western boundary.
- 5.43 An initial development framework of the HA2 site is included within Appendix D to the Draft Local Plan, however it is understood that a more detailed illustrative masterplan is being progressed by the promoters in discussion with the Council.

APPENDIX 3: EXTRACT FROM APPENDIX D TO DRAFT LOCAL PLAN – HA2 ALLOCATION DRAFT DEVELOPMENT FRAMEWORK

5.44 The recent Issues and Options version of the Draft Local Plan does not contain draft policies but rather poses questions around a number of themes and priorities for shaping the spatial strategy.

5.45 Specifically, the document explores how and where additional housing could be delivered. Page 13 of the document deals with land between Fareham and Stubbington and asks "Do you think this area could support good growth whilst preventing the two communities from joining up?".

5.46 The supporting plan and text makes expressly clear that HA2 is an 'already proposed' site, with no indication that this would not be carried forward. It is also a clear signal that this area, including Land at Newgate Lane, is being considered as a potential development site appropriate for the delivery of new houses.

5.47 Again, whilst the Issues and Options version does not contain draft policies, it is useful to consider those proposed under the original draft Local Plan in providing an indication of the Council's policy intentions. The following emerging strategic policies seek to restrict housing development outside the settlement boundaries unless the 'presumption' applies:

- **Policy SP1** 'Presumption in Favour of Sustainable Development';
- **Policy SP5** 'Development in the Countryside'; and
- **Policy SP7** 'New Residential Development in the Countryside'.

5.48 **Policy SP6** 'Development in Strategic Gaps' continues to enforce the Stubbington to Fareham gap (less the proposed HA2 allocation). It states:

"In order to prevent the coalescence of urban areas and to maintain the separate identity of settlements, Strategic Gaps are identified between the following areas:

1) Fareham / Stubbington and the Western Wards (Meon Gap)

2) Fareham / Bridgemarky and Stubbington / Lee-on-the-Solent

Development proposals will not be permitted where they cause severe adverse harm to the physical and visual separation of settlements, the

settlement pattern and the character of settlements in accordance with the Fareham Borough Landscape Assessment.”

5.49 The supporting text provides 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. 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 identity of Peel Common.

A Strategic Gap designation will have a separate landscape value and could be a highly sensitive landscape which may render it unsuitable for development regardless of whether a gap status is in place at the site or not.”

5.50 It is clear, however, that these draft policies, as originally proposed, will need to be reviewed and ‘relaxed’ to reflect the need to accommodate more new housing development, including possible allocations within the Strategic Gap.

Supplementary Planning Guidance

5.51 Fareham’s adopted SPDs of relevance to this proposal are:

- Affordable Housing;
- Residential Parking Standards;
- Design Guidance; and
- Planning Obligations.

5.52 Other relevant guidance includes:

- Solent Waders and Brent Goose Strategy, March 2018 (Produced by the SWBGS Steering Group); and
- Solent Recreation Mitigation Definitive Strategy, April 2018.

6. HOUSING NEED

National Planning Policy Framework

- 6.1 The Housing White Paper 'Fixing our Broken Housing Market', published in February 2017, set out the Government's plan for tackling the housing crisis by planning for "the right homes in the right places". It placed great emphasis on the need to plan for and deliver homes much more quickly and identified issues around the robustness of the current '5 year housing land supply' mechanism, due to inconsistencies in both the OAN and supply methodologies.
- 6.2 In response to the White Paper, the National Planning Policy Framework (NPPF) was revised in July 2018 and again in February 2019.
- 6.3 The objective of the revised NPPF is to continue to support sustainable growth and development. **Paragraph 59** establishes

"To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."

- 6.4 At the heart of the NPPF is the 'presumption in favour of sustainable development', as set out in **Paragraph 11**. 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."*

6.5 'Specific policies', as referenced in **Footnote 6**, include those otherwise restricting development in designated areas such as Green Belt, Area of Outstanding Natural Beauty and National Parks.

The application of the 'presumption' has changed. **Footnote 7** explains the circumstances in which the relevant Development Plan policies are deemed out-of-date. It states that these include, 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.

6.6 Paragraph 73 confirms that the supply of deliverable sites should include an appropriate buffer as follows:

- 5% to ensure choice and competition in the market for land; *or*
- 10% where the local planning authority wishes to demonstrate a five-year supply of deliverable sites through an annual position statement or recently adopted plan³⁸, to account for any fluctuations in the market during that year; *or*
- 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

6.7 The 'Housing Delivery Test' now sits alongside the existing provisions of paragraph 11 of the NPPF, and establishes a further threshold whereby the 'presumption' also applies when housing delivery has fallen below 75% of the housing requirement over the previous three years. Where the housing delivery has been above 75% over the past three years but below 95% compared with the housing requirement, penalties will apply. Local authorities in the 75%-85% bracket will be required to apply a 20% buffer to their housing requirement. Local authorities in the 85%-95% bracket will be required to put in place an Action Plan.

6.8 The Housing Delivery Test came into force in November 2018 and is explained in the Housing Delivery Test Measurement Rulebook. Transitional provisions will set the thresholds described above at lower levels, increasing incrementally until November 2021, as set out in the figure below.

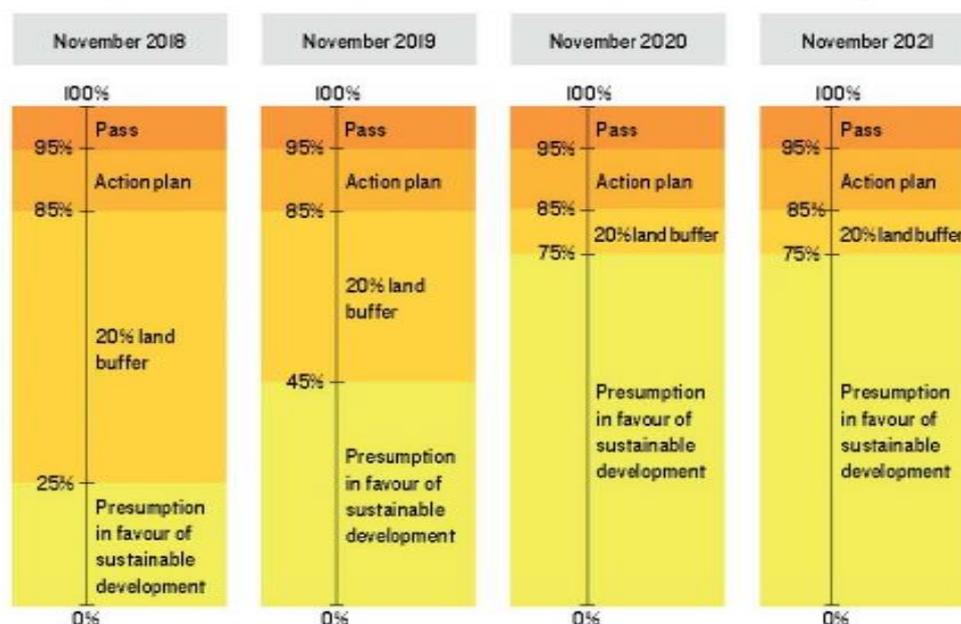


Figure 1: Application of Housing Delivery Test transitional arrangements

Establishing the Local Housing Need and Housing Land Supply

6.9 The White Paper introduced a 'Standard Method' for calculating Local Housing Need based on household growth projections as adjusted to take account of local affordability.

6.10 Paragraph 60 of the NPPF states:

"To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for."

6.11 The 'Standard Method' is described further in National Planning Policy Guidance (NPPG) (Paragraph: 006 Reference ID: 2a-006-20190220). Local Housing Need should be calculated using a three-step process:

- 1. Set the baseline using 2014-based household projections;
- 2. Adjust to take account of affordability;
- 3. Cap the level of any increase.

The Council's Housing Land Supply and Delivery Performance

6.12 The Council cannot currently demonstrate a five year housing land supply.

6.13 The Council has committed to provide regular updates on its housing land supply position and the 'Five Year Housing Land Supply Position' statement (December 2018) is the most recently published document.

6.14 The December 2018 statement utilises the new 'Standard Method' to inform the housing need figure, using the 2016-based household projections of 479 dwellings per annum (compared with the Core Strategy figure of 420 dwellings per annum), to which a 5% buffer as required by para. 73 of the NPPF (above) is applied. The statement records the current position as 4.95 years, as per the method below.

December 2018 Housing Land Supply Position Statement	
Local Housing Need (dwellings per annum) – 2014 projections	479
Local Housing Need x 5 years	2,395
5% Buffer	120
Total 5 Year Requirement	2,515
Expected 5 Year Supply	2,488
Requirement vs. Supply	-27
Housing Supply in Years	4.95 years

Figure 2: Council's December 2018 Housing Land Supply Position Statement

6.15 This figure is now out-of-date because:

- The Government has since confirmed that Council's must apply the 2014-based household projections; and
- The Council's Annual Monitoring Report (March 2019) shows a reduction in the Council's expected 5-year housing land supply; and
- The appropriate buffer to be applied in accordance with para. 73 of the NPPF is 20%.

6.16 The buffer is calculated using the Housing Delivery Test Measurement Rulebook Methodology, with a 20% buffer applied where delivery falls below 85% of the housing requirement. The Council's Annual Monitoring Report published in March 2019 records the previous three year's housing completions as 371 (2015/16), 361 (2016/17) and 291 (2017/18), totalling 1,023 dwellings. This is compared with the relevant 'household projections' (as per methodology set out in paras. 20-23 of the Housing Delivery Rule Book) for Fareham totalling 1,259 dwellings over 3 years, as follows:

	Annual Requirement
2015-2016 Projected Ten Year Requirement (2025-2015)	429
2016-2017 Projected Ten Year Requirement (2026-2016)	428
2017-2018 Projected Ten Year Requirement (2027-2017)	402
Total	1,259

Figure 3: Calculating the housing requirement for Fareham using the Household Projections, 2012 and 2014

6.17 The delivery rate against the housing requirement over the previous three years is therefore around 81%, such that the 20% buffer applies.

6.18 The Council's current housing land supply is therefore as follows:

Pegasus Current Housing Land Supply Position Statement	
Local Housing Need (dwellings per annum) – 2016 projections ²	520
Local Housing Need x 5 years	2,600
20% Buffer	520
Total 5 Year Requirement	3,120
Expected 5 Year Supply	2,265
Requirement vs. Supply	-855
Housing Supply in Years	3.63 years

6.19 The Council is therefore some way off being able to demonstrate a five-year housing land supply.

6.20 We note that with a delivery rate over the past three years (as per the Housing Delivery Test Measurement Rulebook method) of 81%, the Council requires an 'Action Plan' but does not fail the under the Housing Delivery Test (below 25% threshold) such that the presumption automatically applies.

6.21 However, because Paragraph 11 of the NPPF sets an 'either/or' test in respect of 5-year housing land supply and the Housing Delivery Test, the outcome of the Housing Delivery Test does not influence the application of the tilted balance; the Council cannot demonstrate a 5-year housing land supply and therefore the presumption in favour of sustainable development is engaged.

Interim Summary

6.22 The Government has highlighted the ongoing pressing need for the delivery of new homes.

6.23 The NPPF is a material consideration to be taken into account in the determination of the application. It seeks to facilitate and enable sustainable development and

² Including the new affordability ratios published by the Government, to be applied in step 2 of the Standard Method.

growth, with a particular emphasis on meeting the profound need to boost the national supply of new housing stock.

6.24 With no five-year supply, the relevant housing supply policies cannot be considered up to date and therefore the presumption in favour of sustainable development is engaged.

6.25 The application of the Standard Methodology under the provisions of the revised NPPF and Housing Delivery Test Measurement Rulebook, and subsequent confirmation of the use of the 2014-based household projections, have reduced the five-year housing land supply position from the Council's last position statement.

7. PLANNING ASSESSMENT

7.1 The following section provides a thematic assessment of the proposal against the relevant policy and material considerations.

i) Principle of Development

7.2 Although ordinarily, the starting point for assessing the principle of proposed development is consistency with the Development Plan, in the absence of a five-year supply, policies CS6, CS14 and DSP6 which control development outside the defined settlement boundaries do not represent up-to-date policies.

7.3 As set out in section 5 above, where there are no relevant up-to-date housing policies, the 'presumption in favour of sustainable development' is engaged. The site is not located within the Green Belt or AONB or any statutory environmental designation as listed in Footnote 6 of the NPPF, nor does the proposal adversely affect the integrity of local habitat sites having regard to the test in para. 177 of the NPPF, which would otherwise preclude the 'presumption'.

7.4 As set out in Para. 11 of the NPPF, **'Sustainable development' means granting permission unless any adverse impacts of doing so would "significantly and demonstrably outweigh the benefits", when assessed against the NPPF.**

7.5 The location of the site outside of the defined urban boundary, although contrary to the spatial development strategy, is therefore not prohibitive to its development in planning terms because the 'titled balance' applies.

7.6 The identified need for housing growth, both at a national and local scale, is a material consideration which must be afforded considerable weight in establishing the residential development of the site as having a significant economic and social benefit.

7.7 In addition to the NPPF test, Policy DSP40 provides a set of criteria for assessing sites outside of the urban area boundary where there is no five-year supply. Each of these is now considered:

i) The proposal is relative in scale to the demonstrated 5-year housing land supply shortfall

7.8 We have demonstrated that the housing land supply position is significantly less than 5 years. The proposal for up to 115 dwellings would assist in reducing the shortfall without over-delivering against local needs. The applicant is an established regional housebuilder with a commitment to early delivery.

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

7.9 The site is a sustainable location with access to local services on foot or by bicycle and connectivity to employment opportunities and higher order facilities at Fareham and Gosport.

7.10 The site is located close to the existing settlement of Bridgemary, the western boundary of which will likely be extended by virtue of the draft allocation to the east (HA2). Pedestrian connectivity with the new and existing communities – including access to schools, shops and other community facilities within those areas – will be provided via Woodcote Lane, and this arrangement is discussed in more detail in the Transport Statement.

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

7.11 The proposal is cognisant of its edge of settlement location. The layout addresses the Strategic Gap and countryside edge by proposing a significant belt of open space to the western edge which acts as a visual and physical landscape buffer. The Design and Access Statement and Landscape and Visual Impact Assessment explains how the form, scale and design of the Illustrative Masterplan has evolved in response to a contextual analysis of the surrounding area.

vi) It can be demonstrated that the proposal is deliverable in the short term

7.12 The applicant is in a position to bring forward delivery of the site immediately subject to planning.

7.13 A Delivery Programme is attached at Appendix 4.

APPENDIX 4: DELIVERY PROGRAMME

v) The proposal would not have any unacceptable environmental, amenity or traffic implications

7.14 The impacts of the proposed development have been robustly assessed in line with the Council's requirements and the application is supported by a suite of technical reports which are discussed further below. There are no adverse impacts in respect of ecology, land, air, odour or other pollutants, hydrology, local amenity or the transport network.

ii) Loss of Agricultural Land

7.15 Policy CS16 states that the loss of best and most versatile agricultural land (Grades 1, 2 and 3a) should be resisted. Using data from DEFRA's online tool 'MagicMap', the site is principally located on land classified as Grade 3b, with a small area of Grade 3a land around Hambrook Lodge. The extract below shows the grade 3a land in dark green and the 3b land in light green.

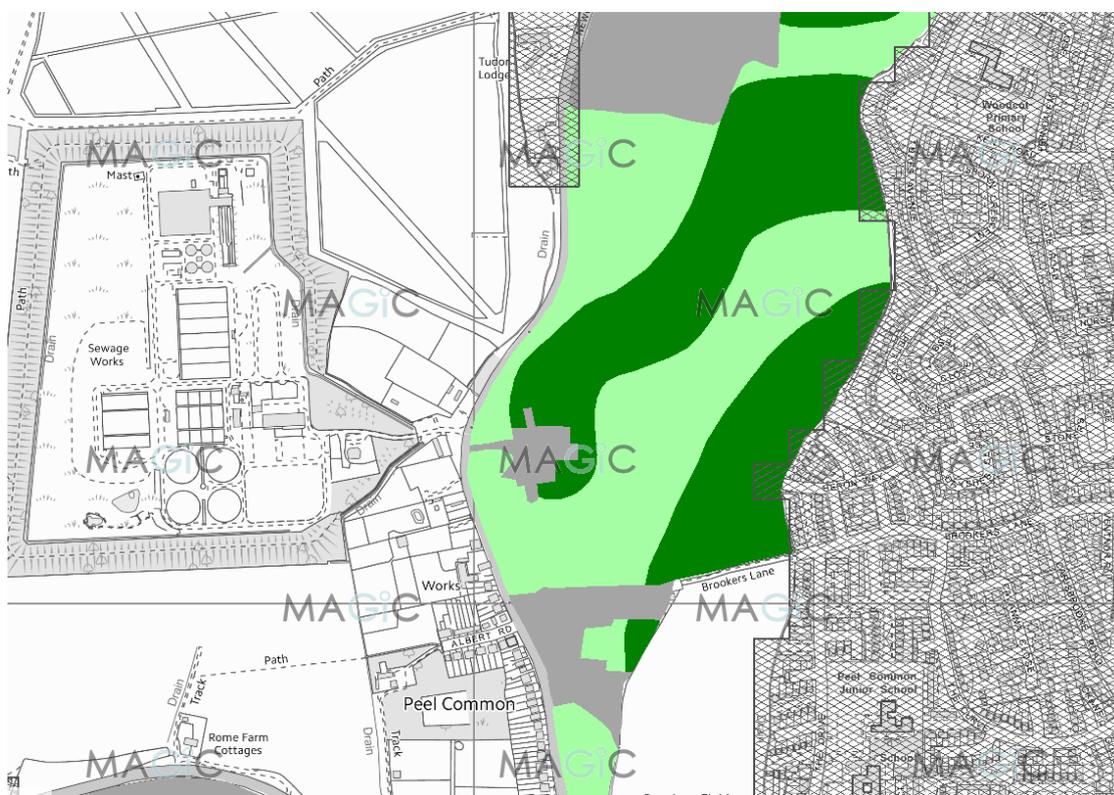


Figure 4: 'MagicMap' extract showing local agricultural land classifications

7.16 In the Fareham context, the development of less than half a hectare of grade 3a land is considered quantitatively and qualitatively insignificant. Moreover, the guidance set out in the NPPF takes into account the Government's objective to facilitate sustainable development in the interests of growth, and acknowledges that weight should be given to the benefits of using best and most versatile land.

iii) Prematurity

7.17 The Draft Local Plan is at an early stage of production and has hurdles to overcome prior to adoption. Further to the 'Issues and Options' consultation, it is subject to further rounds of consultation ('Regulation 19') and examination, in which the robustness of the spatial strategy together with the suitability and deliverability of the individual allocations will be scrutinised. The Council cannot demonstrate a five-year housing land supply, and sites need to be granted permission now in order for delivery to come forward.

7.18 This application seeks to bring forward the site for up to 115 homes in advance of the proposed HA2 allocation.

7.19 Paragraph 49 of the NPPF states that:

"...arguments that an application is premature are unlikely to justify a reason for refusal of planning permission other than the limited circumstances where both:

(a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging plan; and

(b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area."

7.20 Paragraph 50 goes on to confirm:

"Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination."

7.21 Consequently, and very simply, in the current circumstances, test (b) cannot be passed. Further, even if it could be passed, test (a) would need to be satisfied.

- 7.22 The application proposal for up to 115 homes, taken together with the potential 475 new dwellings at HA2 and up to 75 dwellings proposed at Land at Newgate Lane (North), represents around a 10% increase to both the overall population³ and settlement area⁴ of Bridgemary, and would not therefore compromise the number of dwellings which could come forward at HA2.
- 7.23 The relief road ensures that there is capacity available for all three developments, with separate access points allowing for flexible phasing of delivery (see Highways below). Separated by the road, the development of the application proposal and that at Land at Newgate Lane (North) would place no physical or amenity constraints on the masterplanning for HA2.
- 7.24 The design and layout of the scheme has been specifically designed to work with, not contrary to the proposed HA2 allocation and Land at Newgate Lane (North). On-site infrastructure including open space and pedestrian connectivity has been designed to be sufficient to support the up to 115 dwellings independently, should HA2 nor Land at Newgate Lane (North) not come forward. However, if all proposals come forward, the application proposal will contribute to a complimentary joined-up network of green infrastructure and linkages from Bridgemary to the countryside including the link along Woodcote Lane where a safe crossing point is facilitated by the pedestrian refuge island.
- 7.25 Accordingly, test (a) cannot be met. The application proposal would not stifle the development of HA2 or prejudice decisions about its future masterplanning but would represent a logical extension to the new community.
- 7.26 Policy DSP4 provides that where 'piecemeal' development could delay comprehensive development of a larger site, steps will be taken to ensure the development of the adjacent land is not prejudiced and that access between the two sites is secured. For the reasons outlined above, there are no physical or commercial constraints (i.e. access arrangements for the construction and operational phases of the scheme) to prevent both sites coming forward.

³ Based on 2011 Census Data taken from the NOMIS website for 'Super Output Areas – Mid-Layer' for geographies 02004741 Gosport 001 and 02004742 Gosport 002 which counts 6,536 dwellings.

⁴ Based on the built-up area north of Rowner Road and east of Fareham Road taken from Google Earth Pro which measures approximately 313 hectares.

iv) **Strategic Gap**

- 7.27 In the absence of a five-year housing land supply/failure to meet the Housing Delivery Test, Policy CS22 'Development in Strategic Gaps' carries little weight.
- 7.28 Paragraph 11 of the NPPF confirms that the 'presumption' applies where "the policies which are most important for determining the application are out-of-date" [Pegasus emphasis].
- 7.29 This is a departure from the 2012 NPPF, which applied the presumption only in respect of "policies for the supply of housing" (Paragraph 49)⁵.
- 7.30 Policy CS22 is an important policy for the determination of this application because it restricts residential development by effectively treating the land in question as countryside for the purposes of preventing coalescence. As such, it is out-of-date for the purposes of paragraph 11.
- 7.31 Notwithstanding the above comments, the pertinent 'test' set out in policy CS22 is that proposals will not be permitted either individually or cumulatively where they "significantly affect the integrity of the gap". It is therefore not the extent or location of encroachment into the gap which is to be considered but the impact on its integrity.
- 7.32 In assessing whether or not the proposal significantly affects the gap's integrity, it is necessary to define the role and purpose of the gap. Having regard to the review criteria contained within the policies CS22, the supporting policy text and p.13 of the DSP (the adopted Development Plan policies), we consider the key functions to be as follows:
- Prevention of (physical) coalescence;
 - Prevention of visual 'sense' of separation;
 - Retention of the character and identity of the adjacent settlements;
 - Protection of value of green infrastructure.

⁵ In a judgement of the Supreme Court in May 2017 (ref: [2017] UKSC 37 - Suffolk Coastal District Council v Hopkins Homes Ltd and Richborough Estates Partnership LLP and another v Cheshire East Borough), the Supreme Court ruled that a 'narrow' definition of this term was confirmed, whereby its meaning was understood to apply only to policies *for* housing supply rather than those *affecting* it.

- 7.33 It is noted that although the supporting text to policy SP6 of the emerging draft Local Plan refer to the *possible* landscape value of Strategic Gaps, the Core Strategy makes expressly clear that this is a separate matter for consideration, stating at para. 6.52 that “*Strategic gaps do not have intrinsic landscape value*”.
- 7.34 The Strategic Gap covers the area from Fareham in the north to Gosport in the south and seeks to maintain a physical, visual and perceived separation between the two main settlements, north and south.
- 7.35 The draft Local Plan supports the allocation of HA2 since, although it would see a reduction of the gap from the eastern (Bridgemary) edge, it would not impact upon the integrity of this function. The same would be true of this proposal, which does not promote coalescence but allows Fareham and Gosport retain separate identities.
- 7.36 The value of the application site is greatly eroded by its positioning between Newgate Land and the new relief road, which means that the site does not read as part of a continuous green gap. If the site was undeveloped, it would result in an isolated pocket of countryside between the existing houses on Newgate Lane and the HA2 development.
- 7.37 The site is privately owned with no public right of way connectivity, such that it has no real functional value as green infrastructure other than its contribution to a wider landscape setting. The development of the site would enhance the provision of green infrastructure through the provision of on-site open space and pedestrian linkages.
- 7.38 In these respects, the proposal would not adversely impact the integrity of the gap. Moreover, the emerging Local Plan Issues and Options consultation document makes clear that the gap between Fareham and Stubbington should be considered for development, clearly signalling that development could be appropriate here.

v) Housing and Affordable Housing

- 7.39 The proposal is for up to 115 dwellings which will be comprised of a mix of types and sizes of unit. The density and storey heights of those dwellings will be determined by the parameter plans.
- 7.40 The Design and Access Statement includes a character assessment of the local area and describes the architectural cues and materials palette which will inform the

design and elevational appearance of dwellings. The mix of the private market housing will be determined at the reserved matters stage.

- 7.41 40% of the housing will be provided as affordable housing, comprising a blend of affordable tenures. The tenure, mix and delivery of the affordable dwellings is described in the Affordable Housing Statement.
- 7.42 The new homes will make a significant contribution to meeting local housing need and will offer a broad mix of dwelling types and sizes across a range of tenures to help foster a mixed and diverse community and provide opportunities for local people looking to get on the 'property ladder'. The new homes will also make a significant contribution to addressing the Council's affordable housing shortage, as discussed in more detail in the Affordable Housing Statement.
- 7.43 The construction of the new homes will also provide economic benefits to the local area through the creation of new jobs and the grant of government funding to the local authority. Once the homes are occupied, new residents will help to boost the economy by increasing local spending and will contribute to the funding of local services through Council Tax payments.
- 7.44 The economic benefits to the local community are described further in the Economics Benefits Statement at Appendix 5.

APPENDIX 5: ECONOMICS BENEFITS STATEMENT

vi) Design, Layout and Quantum of Development

- 7.45 The application is supported by a Design and Access Statement which tells the story of the evolution of the proposals in response to the constraints and opportunities of the site.
- 7.46 The first principles of the layout were dictated by the landscape, ecology, heritage and amenity sensitivities of the western part of the site, which provide a logical location for the provision of open space, with development largely restricted to the east of the River Alver.
- 7.47 The proposed development was reduced to up to 200 dwellings in combination with Land at Newgate Lane (North) proposals in response to the Council's advice that the pre-application proposals for up to 250 dwellings were too ambitious and resulted in an excessive density, and is now reduced to 190 dwellings in response

to new information from the Environment Agency. The proposed housing density is up to 40 dwellings per hectare, which makes efficient use of land whilst maintaining an overall character and grain which is compatible with the suburban setting of the surroundings.

- 7.48 The Illustrative Masterplan has been strongly informed by the retention of existing natural assets. Development parcels have been considered with a view to maximising river frontage and ensuring effective long-term maintenance of hedgerows.
- 7.49 The proposals have also been informed by comments received from the Council's urban designer in respect of the northern parcel, and amendments have been made to achieve a more organic arrangement of streets and spaces with a less formal block structure to reflect the character of the urban edge.
- 7.50 The parameter plans submitted with the application establish the principles to ensure that high quality design in accordance with policy CS17 can be achieved.
- 7.51 Policy DSP3 requires that the amenity of neighbouring occupiers are not adversely affected. Notwithstanding the separation provided by Newgate Lane and the relief road, the location of open space and landscape buffers to the west and east respectively will limit the impact of the proposals from outside the site. In respect of the relationship with properties on Woodcote Lane, a substantial buffer will be provided and a section of this is submitted with the application. The retention of mature trees and open space as shown on the illustrative masterplan will provide screening and privacy from Hambrook Lodge.
- 7.52 The character of the dwellings is described in the Design and Access statement to indicate the type of architecture and materials expected, although ultimately appearance is a reserved matter.

vii) Highways and Transport

- 7.53 The proposed access and egress to the site is in the form of a junction from Newgate Lane, the works to which will be secured by way of a S.278 agreement. Detailed plans of the access point are submitted with the application. Additional pedestrian connectivity will be achieved via Woodcote Lane, and indicative connections with Land to Newgate Lane (North) are also shown on the Illustrative Masterplan.

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- 7.54 The new estate roads and footways within the site will be offered for s.38 adoption. Parking will be accommodated at policy compliant levels.
- 7.55 The site is sustainably located and the Transport Assessment considers the facilities which are accessible from the site by non-car modes of transport, which are shown on Figure 3 of that report. The draft Travel Plan, appended to the Transport Assessment, also sets out measures to support increased use of sustainable travel, which it is proposed will be secured through the S.106 Agreement.
- 7.56 The Transport Assessment also considers the impact of the vehicular trips generated from the development (and with Land at Newgate Lane (North)). This incorporates the findings of work undertaken since the submission of the planning application for the northern parcel, including traffic surveys and updated modelling of the local road network.
- 7.57 The Transport Assessment demonstrates that even during AM and PM peak hour flows, there will be no unacceptable impact upon the functioning of the newly constructed Newgate Lane southern relief road or indeed any of the junctions along the strategic route between Gosport and Fareham in accordance with the requirements of policy CS5, subject to an appropriate measure for managing turns from Newgate Lane on to the relief road, to be discussed with the Highway Authority.
- 7.58 The route will be further enhanced when the Stubbington bypass has been completed which will take vehicles directly from the Gosport peninsula out onto the M27 and into Portsmouth and London via the M3; thus bypassing Fareham and reducing traffic along the Newgate Lane.
- 7.59 The assessment strongly acknowledges the importance of connectivity with existing communities and services and makes mitigation recommendations in relation to the visibility at the pedestrian refuge crossing on the relief road. It also explores the pedestrian footway measures which could be included as part of this proposal to provide connectivity with the potential roundabout on the Newgate Lane relief road (as proposed as part of the HA2 allocation) should the HA2 allocation come forward. Further discussions can take place during the determination period with any necessary works secured through planning obligations.

viii) Landscape and Open Space

- 7.60 The landscape impact of the proposed development has been assessed in the Landscape and Visual Impact Assessment (LVIA) and addendum.
- 7.61 The LVIA considers the character of the site at the national, county and specifically borough level, where it falls within the Woodcot/Alver Valley character area (sub areas 08.1a and 08.2a), an area which predominantly comprises arable fields but also other features which are noted for their urbanising effects. The report notes that the sub-areas are of lower value, sensitivity and susceptibility than identified within the Fareham Landscape Assessment due to changes in the environment, notably impact of the development of the relief road.
- 7.62 A number of landscape and visual receptors have been tested and impacts have been identified, noting the effect of the acoustic screening to the HA2 allocation in significantly limiting views.
- 7.63 An appropriate illustrative masterplan approach has been developed with mitigation proposed in the following ways:
- Containment of development envelope to include set-back from Newgate Lane to provide physical/visual separation and a clear defensible boundary;
 - Retention and enhancement of existing vegetation on site; and
 - Provision of green infrastructure and open space (particularly that fronting Newgate Lane) together with a strategy for new planting.
- 7.64 The report concludes that the proposed development will result in a limited impact at a highly localised level.
- 7.65 The LVIA includes an Illustrative Landscape Masterplan which indicates the proposals for the landscaping within the site.
- 7.66 Public Open Space will be provided on-site which will include informal amenity space and a LEAP which will be accessible to the new residents and wider community. Pedestrian links will be provided to promote accessibility and interconnectivity of these spaces. Further details are set out separately in the Open Space Assessment.

ix) Ecology

- 7.67 DSP13 nature conservation establishes the key principles for development proposals in respect of biodiversity, including the protection of designated sites and protected and priority species. The biodiversity network should not be fragmented and where possible biodiversity 'gain' should be sought.
- 7.68 The Ecological Assessment submitted with the application describes the habitats on site and assesses the potential for protected species. A Net Gains Calculator is also provided.
- 7.69 On-site mitigation measures are described in section 8 of the report and include:
- The retention and strengthening of hedgerows;
 - The landscape specification of open spaces;
 - An ecologically sensitive lighting strategy;
 - An appropriate demolition schedule; and
 - Species specific measures such as reptile fencing and bat boxes.
- 7.70 It is proposed that the production of a detailed ecological mitigation strategy is the subject of a pre-commencement condition.
- 7.71 The eastern part of the site is identified as 'uncertain' for Brent Geese use by Policy DSP14, which requires that applications for development on such sites are accompanied by studies to show the site is not of importance for these birds. However, the Solent Waders and Brent Goose Strategy (March 2018) which is a material consideration in determining planning applications updates the classification of the eastern part of the site to 'low value'. Therefore, despite no current identified usage of the site by Brent Geese, full off-setting payments of £35,610 per hectare are proposed (see draft Heads of Terms).
- 7.72 Policy CS4 seeks to ensure that sites designated for their nature conservation importance (including ecologically sensitive European sites) are protected from the adverse effect of development. The site is not within any designated sites, but lies within proximity to a number of protected areas as listed in table 1. Policy DSP15 established the Council's policy for dealing with the effects of recreational disturbance on the Solent SPAs specifically. The Solent Recreation Mitigation

Definitive Strategy was updated in April 2018 and establishes a per dwelling contribution (based on unit size) based on the necessary funding required to appropriately manage the impact of additional residents arising from new development in terms of provision and management of existing and additional recreational space. A full payment will be made (see Draft Heads of Terms).

- 7.73 Under the HRA Regulations, the proposal will also need to be screened (stage 1) to identify the likely impacts of the project upon the SPAs, either alone or in combination with other plans and projects, to consider whether the impacts are likely to be significant and whether additional mitigation measures are required. Appropriate Assessment (stage 2) may be required. It should be borne in mind that the presumption still applies where Appropriate Assessment is carried out unless the integrity of the habitats site is adversely affected.

x) Arboriculture

- 7.74 The application is supported by a Tree Plan and Tree Report which provide an assessment of the existing trees on site. These record a total of 28 trees (including Oak, Horse Chestnut, Ash, Sycamore and Elder), 3 hedgerows (Hawthorn mix) and 11 tree groups. 3 of the Oak trees and 1 Oak group are identified as Category A for reasons of landscape and visual value.
- 7.75 An Arboricultural Impact Assessment has been undertaken to assess the impact of the illustrative layout. It concludes that no high value trees will be comprised by the proposal and that there is no undue pressure on RPAs or for future felling/pruning as a result of the indicative proposals.
- 7.76 Best practice measures will be employed in respect of the demolition of the buildings to ensure that any tree loss is minimised in this area.

xi) Heritage

- 7.77 The application is accompanied by a Desk Based Heritage Assessment which considers the impact of the proposals on archaeological and built heritage assets having regard to the NPPF and local policy provisions including DSP5.
- 7.78 The trial trenching for the Newgate Lane relief road identified some residual and agricultural archaeology, but nothing suggesting further activity or settlement focused within the site.

7.79 It is considered that the former Peel Common, which covers the western part of the site would have had an ancillary role to Chark Common in the south when it was likely established in the medieval period, but there is no current evidence to suggest that medieval activity (beyond agricultural use) has taken place within the site.

7.80 The former common land within the site is identified as making a minor contribution to the significance of the setting of the Grade II Listed Carriston Cottage, but the assessment concludes that the retention of the majority of the common land as landscaped open space within the proposals results in no harm.

7.81 The existing agricultural buildings on the site have been assessed not to comprise heritage assets and do not pose a constraint to development.

xii) Flood Risk and Drainage

7.82 Information provided from the Environment Agency originally confirmed that the whole site was located in Flood Zone 1, but updated information confirms that the land to the west of the River Alver is in Flood Zone 2/3. The proposals were revised accordingly to remove the residential development from the west of the watercourse and replace this with additional public open space.

7.83 The application is supported by a Flood Risk Assessment which describes the existing flooding potential on the site and provides an outline surface water drainage strategy based on the proposed quantum of development in accordance with national and local policy guidance. It calculates the amount of storage required on site to accommodate the development and recommends a mixture of SuDS including attenuation ponds and permeable paving. Provision has been made within the Illustrative Masterplan for attenuation basins.

7.84 The position of the LEAP has been revised but it remains to the west of the River Alver. Its location adjacent to the access and primary road ensures there is a clear escape route in the event of flash flooding.

7.85 Separate to the planning regime, it is understood an Environmental Permit will be required from the Environment Agency to bridge the River Alver and Ordinary Watercourse Consent will be required from the Lead Local Flood Authority to divert or culvert the ditches on-site. Applications will be made in due course.

xiii) Foul Drainage and Utilities

- 7.86 The application is supported by a Utilities Statement which establishes the location of existing infrastructure and the capacity for accommodating up to 115 new dwellings within the local network.
- 7.87 There are overhead 33kV HV cables crossing the site, which are proposed to be diverted or undergrounded below the estate road network. New supplies for the development can be provided from either side of the site, and a substation is shown on the Illustrative Masterplan.
- 7.88 An intermediate pressure gas main is shown within the site area running close to the western boundary. It is considered that this may be an erroneous location (beneath the highway is more likely) and could in any event be diverted or the proposal could accommodate an easement, as it runs beneath what is predominantly open space on the Illustrative Masterplan.
- 7.89 The foul drainage strategy provides that foul sewerage will be discharged to the existing public foul sewer by gravity pipe or via an onsite pumping station depending upon confirmation of the proposed site layout, levels and the detailed design.
- 7.90 There are therefore no constraints to the development of the site in terms of utility infrastructure.

xiv) Noise

- 7.91 Having regard to policy DSP2, a noise assessment has been undertaken in accordance with BS 8233:2014 by Hepworth Acoustics, who are accredited by the Institute of Acoustics.
- 7.92 Noise modelling has been undertaken to predict the level of road noise expected in 2036 taking account of the relief road being fully operational and local future housing growth.
- 7.93 The results of the modelling are presented in the Road Traffic Noise Assessment accompanying the application. It concludes that adequate levels of noise can be achieved across the site with the exception of the eastern edge, where a 15m offset to dwellings and possible additional mitigation measures (subject to detailed design) are recommended.

7.94 The parameter plans allow for the 15m offset and the provision on an acoustic fence with structural planting to avoid the need for specialist glazing or trickle vents. Detailed design will promote the orientation of dwellings to protect rear gardens.

7.95 A separate Aircraft Noise Survey Report has also been produced to demonstrate that local flight path noise will not preclude development.

xv) Odour

7.96 Accon has undertaken a Detailed Odour Constraints Assessment (and Odour Technical Note) which concludes that the development will not be adversely affected by odour from Peel Common Sewage Works. The provisions of policy DSP2 which seeks to protect human health from environmental pollutants are therefore met.

7.97 The assessment, which comprised sniff testing and dispersion modelling, was carried out in accordance with the relevant published guidance from DEFRA, the Environment Agency (EA), the Institute of Air Quality Management (IAQM) and statements from bodies such as CIWEM and UKWIR to determine the potential odour impact of the wastewater treatment works on the proposed development.

xvi) Air Quality

7.98 The application is accompanied by an Air Quality Assessment in order to determine whether the proposed development achieves compliance against the National Air Quality Objectives (NAQOs), along with National and Local Planning Policy, including DSP2.

7.99 The assessment has considered both any air quality measurements carried out in the area near the proposed development and the most recent Air Quality Review and Assessment Reports from Fareham Borough Council, and used Breeze Roads modelling software to predict air quality impacts of carbon monoxide (CO), nitrogen dioxide, particulate matter (PM), and other inert pollutant concentrations from motor vehicles.

7.100 The modelling predicts that there will be negligible increases in nitrogen dioxide and particulate matter at existing sensitive receptors as a result of the proposed development and that pollutant concentrations will remain below the air quality objective levels. Therefore, no mitigation is required.

xvii) Contamination

7.101 The application is supported by a Phase 1 Contaminated Land Assessment. The assessment has identified that there are a very small number of potential sources of contamination on the site and in close proximity to it, due to the current and historical land uses, and therefore a possibility that some contamination may remain on site, which could pose a risk to human health, controlled waters and future domestic animals, home grown produce, ecological receptors and buildings.

7.102 Accon recommends that a Phase 2 Investigation should be undertaken to ascertain the potential risks from the contaminants identified; due to the small scale and isolated nature of the potential contaminants on the site, it is likely that only localised invasive investigation will be required. This requirement can be conditioned.

xviii) Sustainability

7.103 Policy CS15 'Sustainable Development and Climate Change' provides that development should:

- Make efficient use of land;
- Seek to properly manage flood risk and waste impacts; and
- Meet Code for Sustainable Homes Level 6.

7.104 The first two criteria are addressed elsewhere in this section.

7.105 The Code for Sustainable Homes has now been withdrawn (by virtue of the Written Ministerial Statement of 25 March 2015). Draft policy D5 'Energy and Water Efficiency' indicates the Council's intentions to secure measures to minimise waste and CO2 emissions through design including meeting the water efficiency standard (Part G).

7.106 The proposed development commits to:

- Construction to take place in accordance with a Construction Environmental Management Plan (CEMP);
- The use of photovoltaic (solar) panels; and

- Consideration of internal measures such as LED lighting, low energy boilers and low-flush toilets.

8. PLANNING OBLIGATIONS

- 8.1 Policy CS20 requires development to provide or contribute towards infrastructure and any necessary mitigation measures through conditions, legal agreement and/or CIL.
- 8.2 The Planning Obligations Supplementary Planning Document for the Borough of Fareham (April 2016) sets out the Council's process for securing planning obligations through the Community Infrastructure Levy (CIL) and Section 106 Agreements.

Community Infrastructure Levy

- 8.3 Fareham Borough Council adopted its CIL Charging Schedule in April 2013. The charge for all Class C3 (residential) development excluding Welbourne is £105 per sqm (index linked).
- 8.4 The CIL payment will be used to fund local infrastructure and services as directed by the Council. This could include additional and improved health services in conjunction with NHS Fareham and Gosport Clinical Commissioning Group (the body responsible for the allocation of healthcare provision in the area).

Section 106 Agreement

- 8.5 The proposed obligations to be delivered through the S.106 Agreement are discussed separately in the Draft Heads of Terms.

9. PLANNING BALANCE

9.1 One of the fundamental objectives of the NPPF is to boost the supply of housing as part of the 'golden thread' of the presumption in favour of sustainable development.

The Tilted Balance

9.2 The NPPF test provides that in the absence of a five year housing land supply/ failure to meet the Housing Delivery Test, planning permission should be granted without delay 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".

9.3 The planning assessment provided above is now summarised with regard to this test, and in respect of the social, economic and environmental dimensions of sustainability.

Social

- Provision of new housing Significant
- Provision of affordable housing Significant
- On-Site Open space Moderate

Economic

- Increased local spending Significant
- Construction jobs Significant

Environmental

- On-site Mitigation and enhancement Moderate
- SPA Mitigation Payment Neutral
- Landscape Impact Minor adverse impact
- Loss of agricultural land Minor adverse impact

9.4 The three dimensions of sustainable development have been assessed and it is concluded that not only do the adverse impacts not significantly or demonstrably outweigh the benefits when assessed against the policies in the NPPF as a whole, but the benefits significantly outweigh any harm.

Compliance with the Development Plan

9.5 Notwithstanding the application of the tilted balance described above, it must be highlighted that in the situation where a five-year housing land supply cannot be demonstrated, policy DSP40 is engaged.

9.6 Whilst it is accepted that policies CS6, CS14 and DSP6 serve to direct development to within the settlement boundaries, DSP40 establishes that development will be permitted outside these limits where there is no five-year housing land supply and where the relevant criteria are met.

9.7 Section 7 (i) above demonstrates that the proposal is:

- relative in scale to the five-year housing land supply shortfall;
- well located and integrated with the neighbouring settlement;
- sensitively designed and respects the landscape and character of the area;
- deliverable in the short term; and
- all environmental, amenity and/or traffic implications are robustly addressed.

9.8 In the balancing exercise the urbanising effect of development of a greenfield site is therefore weighed against policy DSP40, and having met all the criteria described above we conclude that the proposal represents well designed, integrated sustainable development which can bring forward up to 115 new homes within 5 years.

9.9 Similarly, the proposal is also compliant with policy CS22 which allows development with the Strategic Gap where it does not adversely affect the integrity of the gap. Section 7 (iv) above establishes that the proposal would:

- Not result in the coalescence of local settlements;
- Allow a visual 'sense' of separation to be maintained;
- Retain the character and identity of the adjacent settlements; and
- Protection of value of green infrastructure.

9.10 The provisions of policy CS22 are therefore met.

10. CONCLUSIONS

- 10.1 This Planning Statement accompanies an application for outline planning permission for the residential development of the Land at Newgate Lane (South), Fareham.
- 10.2 The proposed development represents sustainable development providing much needed housing and affordable housing within Fareham.
- 10.3 It is accepted that the proposed development would change the nature of the site from fields to residential. However, this is an inevitable consequence of any greenfield development. The site represents a sustainable location for development and a logical extension of the settlement of Bridgemarky in conjunction with the HA2 allocation and Land at Newgate Lane (North) should these come forward. The proposals have been carefully planned to ensure that the open space and landscape scheme would mitigate any adverse impact. The change in character of the site associated with development does not therefore represent a significant adverse impact.
- 10.4 The proposal has been assessed against the relevant Development Plan policies, including DSP40, and is shown to be compliant in respect of its impact on the built, natural and historic environment and local infrastructure.
- 10.5 In the absence of a five-year supply, the presumption in favour of sustainable development set out in the NPPF is engaged, which establishes that new development should be approved without delay unless adverse impacts would significantly and demonstrably outweigh the benefits. The planning balance provided at Section 10 clearly demonstrates that on the counts of economic, social and environmental dimensions, the proposed development meets and in fact exceeds this test.

APPENDIX 1

CONTEXTUAL SITE LOCATION PLAN WITH HA2



NORTH TO FAREHAM

PROPOSED ALLOCATION
IN DRAFT LOCAL PLAN

NEWGATE LN

NORTHERN PARCEL

NEWGATE LN EAST

HAMBROOK
LODGE

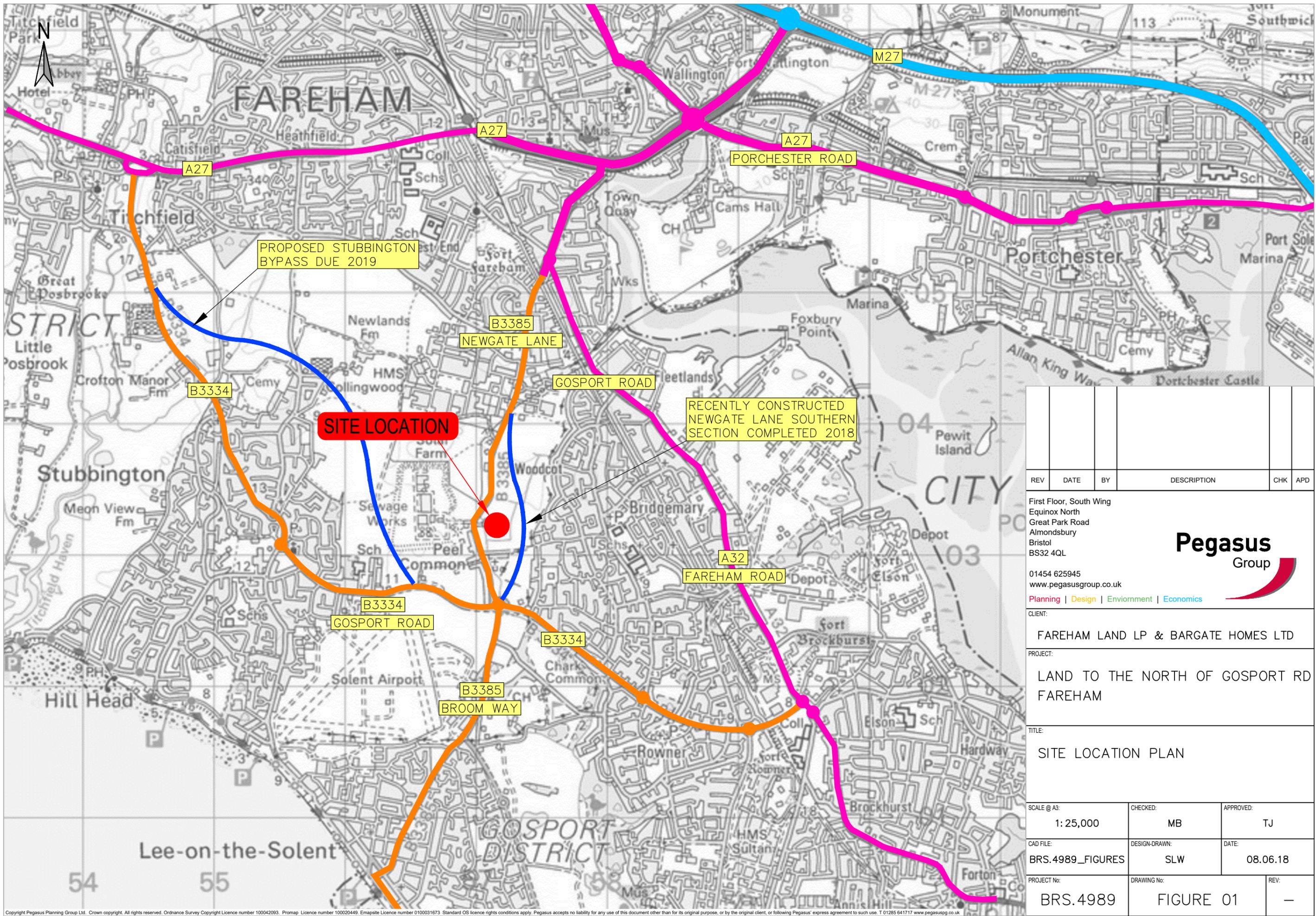
SOUTHERN PARCEL

BRIDGEMARY

SOUTH TO GOSPORT

APPENDIX 2

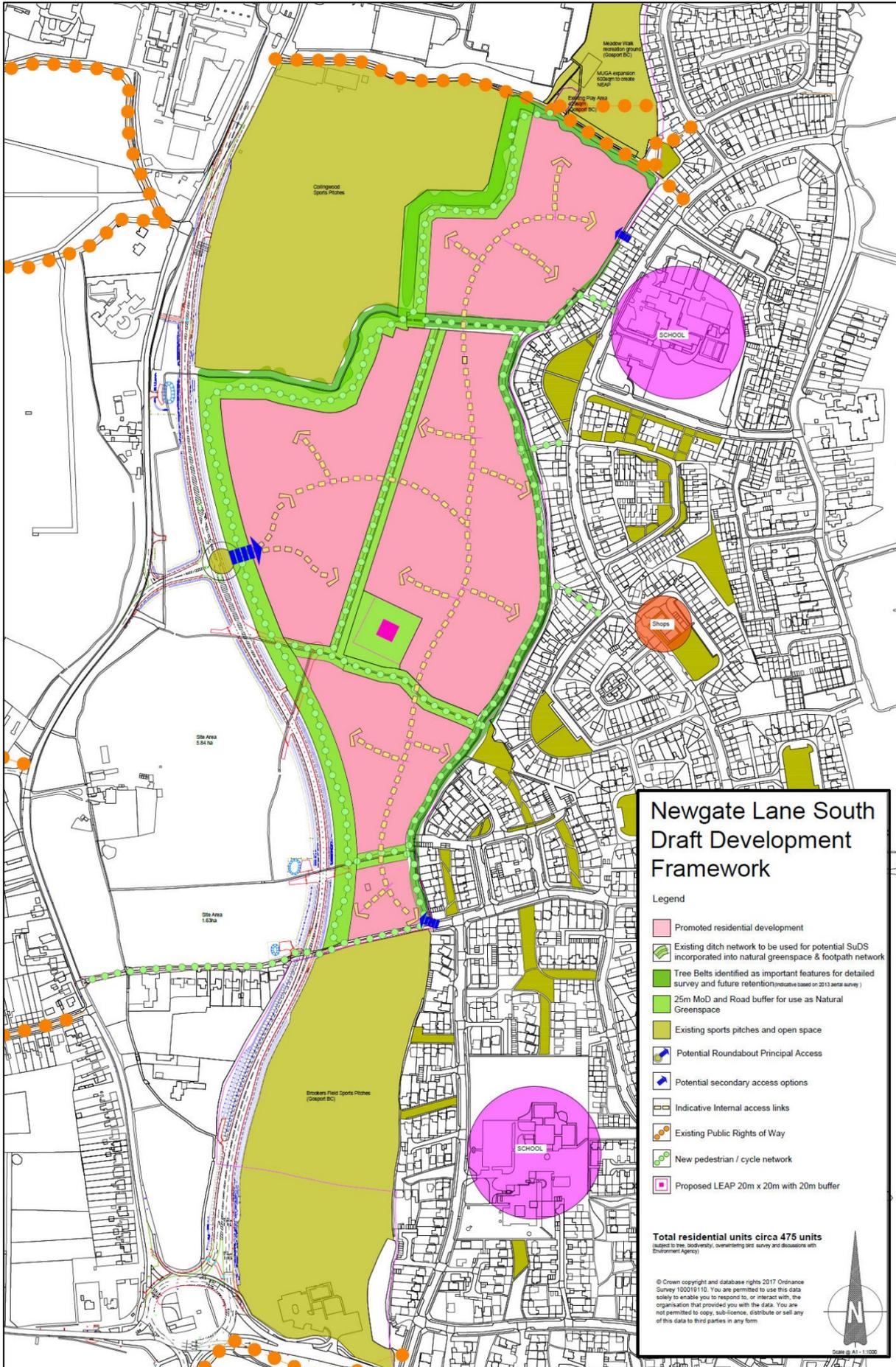
CONTEXT PLAN



REV	DATE	BY	DESCRIPTION	CHK	APD
<p>First Floor, South Wing Equinox North Great Park Road Almondsbury Bristol BS32 4QL</p> <p>Pegasus Group</p> <p>01454 625945 www.pegasusgroup.co.uk Planning Design Environment Economics</p> <p>CLIENT: FAREHAM LAND LP & BARGATE HOMES LTD</p> <p>PROJECT: LAND TO THE NORTH OF GOSPORT RD FAREHAM</p> <p>TITLE: SITE LOCATION PLAN</p>					
SCALE @ A3: 1: 25,000			CHECKED: MB	APPROVED: TJ	
CAD FILE: BRS.4989_FIGURES			DESIGN-DRAWN: SLW	DATE: 08.06.18	
PROJECT No: BRS.4989			DRAWING No: FIGURE 01	REV: -	

APPENDIX 3

EXTRACT FROM APPENDIX D TO DRAFT LOCAL PLAN – HA2 ALLOCATION DRAFT DEVELOPMENT FRAMEWORK



APPENDIX 4

DELIVERY PROGRAMME

KH/BRS.4989

Land at Newgate Lane (South), Fareham

Planning and Housing Delivery Programme

The table below sets out the programme for the delivery of up to 115no. units at land at Newgate Lane (South).

Table 1: Delivery Programme

Programme	Timeframe/Numbers
Grant of Outline Planning Permission subject to S.106 Agreement	November 2019
Agreement of S.106 and issue of Outline Planning Permission	March 2020
Submission of Reserved Matters	June 2020
Approval of Reserved Matters	October 2020
Discharge of Conditions	January 2021
Commencement on site	May 2021
Housing Completions	
<ul style="list-style-type: none"> ● 1st Unit ● 25th Unit ● 65th Unit ● 105th Unit ● 115th Unit 	<p>December 2021</p> <p>June 2022</p> <p>June 2023</p> <p>June 2024</p> <p>September 2024</p>

This is predicated on a timely grant of outline planning permission, following which Bargate Homes Ltd is in a position to move forward with detailing and submitting reserved matters applications and discharge of conditions immediately.

The site is therefore capable of delivering 25 units in the first year, and 40 units per year thereafter, so all 115 units by around September 2024, thus making a valuable contribution to Fareham’s housing supply.

The timescales are estimates only subject to planning and construction considerations.

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APPENDIX 5

ECONOMICS BENEFITS STATEMENT



LAND AT NEWGATE LANE (SOUTH), FAREHAM

ECONOMIC BENEFITS STATEMENT

ON BEHALF OF BARGATE HOMES LTD

Date: September 2019

Pegasus Reference: RC/BRS.4989

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APPENDIX 2 – DATA SOURCES

1. ECONOMIC BENEFITS OF THE PROPOSALS

Scope and Purpose

- 1.1 This note outlines the potential economic benefits that could be generated by developing 115 dwellings on the southern parcel of the land at Newgate Lane in Fareham. It quantifies the benefits that could be created by the scheme, including:
- Construction employment opportunities.
 - Contribution of the construction phase to economic output.
 - Household expenditure associated with residents of the new dwellings.
 - Economically active people in employment attracted to live in the new dwellings.
- 1.2 In addition to the benefits for the local area, the proposals will create benefits for Fareham Borough Council via:
- Contribution to Council Tax.
 - Potential New Homes Bonus income (also benefitting Hampshire County Council).

Main Findings

- 1.3 The main economic benefits from the scheme can be summarised as:
- **Direct construction-related employment:** The Proposed Development could support around 106-person years of direct employment within the construction sectorⁱ. This translates into 35 roles on-site per annum over the estimated three-year build programme.
 - **Construction impact in the supply chain:** A further 62 jobs could be supported each year locally and across the wider region through indirect and induced effects during the construction phaseⁱⁱ.
 - **Total construction-related employment:** Taking into account on-site roles and the indirect and induced effects, the Proposed Development could support an estimated 97 jobs during the three-year build programme.
 - **Contribution of the construction phase to economic output:** The Proposed Development could generate an additional £19.3million of gross value added (GVA) for the regional economy during the construction periodⁱⁱⁱ.
 - **Growing labour force:** Approximately 142 economically active and employed residents are estimated to live in the new dwellings once the site is fully built and occupied^{iv}.

- **Higher value occupations:** If residents show a similar employment profile to the existing working age population of Fareham, around 46.0% of the 142 people employed could be working in higher value occupations – managers, directors, senior officials; professional; and associate professional & technical roles^v.
- **Household spend:** Once fully built and occupied, the households are estimated to generate expenditure in the region of £3.9million per annum^{vi}.
- **First Occupation Expenditure:** The 115 dwellings are estimated to generate approximately £575,000 in first occupation expenditure^{vii}.
- **Increased Council Tax income:** The construction of the new homes could generate around £191,600 per annum in additional Council Tax revenue for Fareham Borough Council, once fully developed and occupied^{viii}.
- **New Homes Bonus revenue:** The Proposed Development also has the potential to generate in the region of £615,000 in New Homes Bonus revenue for Fareham Borough Council, and £154,000 for Hampshire County Council^{ix}.

1.4 Appendix 1 presents the main findings as an infographic. Appendix 2 provides details on the data sources used to calculate the economic benefits of the scheme.

APPENDIX 1 – ECONOMIC BENEFITS INFOGRAPHIC

ECONOMIC BENEFITS

LAND AT NEWGATE LANE (SOUTH), FAREHAM
CONSTRUCTION OF UP TO 115 RESIDENTIAL DWELLINGS ON THE SOUTHERN PARCEL

CONSTRUCTION BENEFITS



£18.1million
Estimated construction investment over 3-year build programme.¹



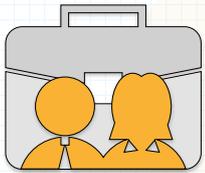
97

Direct construction roles and indirect/induced jobs supported per annum during build phase.



£19.3million GVA²
Economic output contribution from jobs supported by activities at the site over 3-year build period.

OPERATIONAL BENEFITS



142

Economically active and employed residents estimated to live in the new housing.



£3.9million

Annual household expenditure.

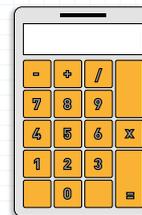


£615,000

Potential New Homes Bonus Revenue to Fareham Borough Council.

£154,000

To Hampshire County Council.



£575,000

Estimated first occupation expenditure.

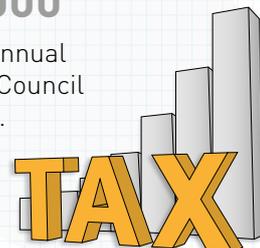


46%

Half of employed residents estimated to be working in higher value/higher income occupations.

£192,000

Estimated annual increase in Council Tax revenue.



¹ The construction cost has been estimated using the BCIS Online tool and is exclusive of external works, contingencies, supporting infrastructure, fees, VAT, finance charges etc.

² GVA, or gross value added, is the measure of the value of goods and services produced in an area, sector or industry.

APPENDIX 2 – DATA SOURCES

ⁱ The estimated construction cost of around £18.1million has been divided by the average turnover per construction employee in the South East region of £172,000, based on figures derived from the 2018 edition of Business Population Estimates produced by the Office for National Statistics. The construction cost has been estimated using the BCIS Online tool (accessed 24/04/19). The cost is exclusive of external works, contingencies, supporting infrastructure, fees, VAT, finance charges etc.

ⁱⁱ The July 2018 'Economic Footprint of House Building in England and Wales' report by the Home Builders Federation found that for every 1 job in housing construction, the scale of employment supported is equivalent to between 2.4 and 3.1 direct, indirect and induced jobs per new dwelling built. Taking an average of these figures, a multiplier of 2.75 has been used – i.e. for every 1 job, a further 1.75 jobs are supported in the wider economy. Therefore, as well as the 35 on-site jobs supported per annum during the build phase, the Proposed Development could support a total of 62 additional jobs per annum in the wider economy over the three-year build phase.

ⁱⁱⁱ GVA calculated using data from the Office for National Statistics – sub-regional GVA figures (2017) and job estimates from the Business Register and Employment Survey (2017).

^{iv} Number of economically active and employed people calculated using data from the 2011 Census and Annual Population Survey (January 2018-December 2018).

^v Based on data sourced from the Annual Population Survey (January 2018-December 2018).

^{vi} Calculated using household spend by region for 2016-18, produced by the Office for National Statistics.

^{vii} The average homeowner spends approximately £5,000 to make their house 'feel like home' within 18 months of moving in. The figure is referenced in the report Economic Footprint of House Building in England and Wales' report by the Home Builders Federation, published in July 2018.

viii Based on Council Tax for 2019/20 in Fareham of £1,666 for a dwelling in Band D.

ix Calculated using the Government's New Home Bonus Calculator. These estimates do not include any additional payments for affordable houses built and are based on the new operating model for New Homes Bonus, which was announced in December 2016. Under the New Homes Bonus scheme, the Government previously matched the Council Tax raised on each new home built in an area for a period of six years. The December 2016 changes set a national baseline figure of 0.4% growth to ensure councils are not rewarded for natural housing growth. Where growth is below the baseline level of 0.4%, new homes are not rewarded with the Bonus and the national average Band D council tax rate of £1,671 is paid thereafter. The number of years in which payments are made was reduced to four years from 2018/19.

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