



**FAREHAM
LOCAL PLAN
2037**

Revised

HOUSING NEED AND SUPPLY





HOUSING NEED AND SUPPLY

Housing Requirement

- 4.1 Addressing housing need through the provision of new homes is a fundamental part of any Local Plan. The NPPF is clear that planning authorities should prepare Local Plans to boost the supply of housing to meet the needs of the area as well as keeping a rolling supply of housing land available for development.
- 4.2 Local housing need should be determined by using the standard methodology set out in national Planning Practice Guidance (PPG). This methodology currently combines 2014-based household projections with affordability data released in March 2021¹⁰ to calculate the annual need. Using this method, the housing need for Fareham currently stands at a minimum of ~~514-541~~ dwellings per annum (dpa). ~~However, in August 2020, the Government released a consultation on a new standard methodology which afforded councils the option of using either a percentage of the Borough's existing housing stock as the calculation's starting point or the most up-to-date household projections, whichever was the higher, before an affordability uplift was applied. The Council therefore considered it appropriate for the 2020 Publication Local Plan to plan for a scale of growth based on the proposed new methodology, and not one based on out-of-date household projections. This reduced the housing need figure to 403 dpa, based on a base date of 2021. The new methodology would be introduced with a change to the PPG and the timing of submission of this plan for examination will be determined by the precise wording of the government policy. However, in December 2020 the Government announced that the new methodology would not proceed on this basis and so the housing requirement for Fareham Borough reverted to 541.~~ In line with the PPG, this requirement is now fixed for two years to allow the submission, examination and adoption of the plan.
- 4.3 The PPG makes it clear that this is a minimum figure and the Council could adopt a higher figure for its housing requirement. One of the reasons for doing so would be if the need for affordable housing is greater than that likely to be delivered through the delivery of the level of growth aligned with the standard methodology. The need for affordable housing in the Borough is based on the number of existing and newly formed households who lack their own housing and cannot afford to meet their housing needs in the market. Through calculating the affordable housing provision in line with the proposed policy (Policy HP5: Provision of Affordable Housing, see Chapter 5), the Council's affordable need will be met. Therefore, the Council believes it is fully justified in its approach towards meeting affordable need in the Publication Local Plan and there is no further requirement for an adjustment of the need figures for the Borough.
- 4.4 One of the other scenarios why a council could adopt a higher housing figure as its Local Plan requirement is where there is an agreement to take on unmet need from neighbouring authorities. Unmet need arises where a council cannot identify sufficient sites, termed 'supply', to address their identified need. This situation gives rise to 'unmet need' which should be taken into account by neighbouring authorities. Through the Partnership for South Hampshire (PFSH), the Council is aware that there is a significant likelihood of a substantial level of unmet need in the sub-region. Figures released in September 2020, suggest that over the plan period, the unmet need in the sub-region could be circa 10,750 dwellings. This figure is derived from eleven councils who are all at different stages of plan preparation, ~~and importantly, is based on the current standard methodology and not the proposed new methodology which will see some levels of housing need fall in the sub-region, while other levels will increase substantially.~~ In addition, while their need figure may be calculated from publicly available data, details of the housing sites that may form part of their Local Plan supply is not entirely known. Therefore, the level of unmet need



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across the wider sub-region will change ~~as the new standard methodology is introduced and~~ as other Local Plans progress.

4.5 Considering Fareham's immediate neighbours, Portsmouth City Council have written to the Council requesting a contribution of 1,000 dwellings to their unmet need situation. However, based on figures released in September 2020, this is currently estimated to be 669 dwellings, ~~and this could reduce in light of the proposed new standard methodology which reduced Portsmouth's annual housing need.~~ Gosport Borough Council is also likely to have an unmet need issue, currently estimated to be in the region of 2,500 homes, ~~but equally likely to reduce with the new standard methodology and as it confirms its housing supply situation.~~ Havant BC are at an advanced Local Plan stage and have confirmed their inability to contribute to sub-regional unmet need. Both Eastleigh BC and Winchester CC, at their respective plan preparation stages, have identified a surplus in their supply, ~~but again this could change particularly given the proposed new standard methodology which significantly increases need in these two areas.~~ Only Portsmouth have requested that Fareham's Local Plan includes housing to address their unmet need, however, with the fact that unmet need exists confirmed and in the public domain, it would be contrary to the spirit of collaboration as required by government policy, to not consider the contribution that could be made. Therefore, this Publication Plan makes provision for 847,900 homes to contribute toward the wider unmet need issue. Therefore, the need figure increases by 847,900 to provide the total housing requirement for this Publication Plan.

4.6 The table below (Table 4.1) indicates how the housing requirement for the new Local Plan is calculated.

Local Plan Housing Requirement	
Fareham Annual Housing Need (based on current data)	403,541
Plan Period 2021-2037	16 years
Total Housing Need	6,448,866
Contribution to unmet need in neighbouring authorities	<u>847,900</u>
Total Housing Requirement	<u>7,295,956</u>

Table 4.1 Local Plan Housing Requirement

4.7 Paragraph 65 of the NPPF requires Local Plans to establish the housing requirement for any neighbourhood areas. There are two designated neighbourhood areas in Fareham Borough, Titchfield and Warsash. The draft Titchfield neighbourhood plan did not include housing allocations and failed at referendum in July 2019. The Council is not aware of any intention to continue to develop a Titchfield Neighbourhood Plan. Warsash neighbourhood area and forum were designated in July 2019 and the forum have not expressed an intention to allocate housing nor have they requested a requirement figure in line with paragraph 66 of the NPPF. Therefore, the two neighbourhood areas have not been assigned a housing requirement figure. Should one be requested, it would be calculated based on the proposed allocations, any adopted Local Plan allocations, current commitments and estimates of windfall in those spatial areas.

Housing Supply



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- 4.8 In order to establish how the Local Plan can meet this requirement, the Council can take into account existing commitments including outstanding planning permissions (i.e. housing permitted but not yet built), sites where the Council's Planning Committee has resolved to grant planning permission but the permission has not yet been formally issued (these are termed 'resolutions to grant'), housing sites that were allocated in previous adopted Local Plan and estimates of future windfall permissions. The result is shown in table 4.2.
- 4.9 Although the Welborne Plan is not being reviewed, the development at Welborne Garden Village will make a considerable contribution to meeting the housing requirement over the plan period. The review of Welborne's delivery trajectories has taken into account matters arising since the Welborne Plan was adopted in 2015. For example, the Government has designated Welborne a Garden Village and importantly the Planning Committee has resolved to grant planning permission for the development of the site. Increasing clarity on likely start dates and delivery rates has enabled the Council to understand the extent of development required for the remainder of the Borough in order to meet the Borough's overall housing and employment needs.
- 4.10 The Council has conducted several calls for sites to establish which land in the Borough is available for development. All sites which were submitted were then assessed for suitability and achievability through the Strategic Housing and Economic Land Availability Assessment (SHELAA). The allocation of sites in this Plan has also been informed by the evidence base including the Sustainability Appraisal (SA/SEA) of individual sites. Each housing site has its own allocation policy, within this chapter.
- 4.11 The housing supply incorporates a windfall allowance, in accordance with the provisions set out in paragraph 70 of the NPPF. Windfall developments are those which have not been specifically identified as being available in the Local Plan process, and often comprise previously developed sites that have unexpectedly become available. The NPPF states that windfall allowances should be realistic and have regard to the Strategic Housing and Employment Land Availability Assessment (SHELAA), historic windfall delivery rates and expected future trends. The Council has undertaken a Housing Windfall Projections Background Paper which has indicated that 1,224 new dwellings are likely to be completed between 2024/25 and 2036/37 in the Borough (windfall completions from now until 2024 are assumed to already have planning permission and therefore have already been counted).

Figures projected to 1 st April 2021	Supply Identified in the Local Plan
Outstanding planning permissions (small)	<u>94 67</u>
Outstanding full planning permissions (large)	<u>373 401</u>
Outstanding outline planning permissions (large)	<u>85 436</u>
Resolution to grant planning permission (including <u>4,0203,610</u> at Welborne up to 2037)	<u>4,858 4,184</u>
Allocations made in the <u>the 2020</u> -Publication Plan in Fareham Town Centre	<u>428 263</u>
Allocations made in this <u>the 2020</u> Publication Plan in other existing settlements	<u>282 257</u>
Allocations made in the <u>the 2020</u> Publication Plan on edge of settlement sites	<u>1,045 984</u>



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Windfall Development	1,224
<u>Additional town centre sites in this Revised Publication Plan</u>	<u>653</u>
<u>Additional sites in other existing settlements in this Revised Publication Plan</u>	<u>139</u>
<u>Additional edge of settlement sites in this Revised Publication Plan</u>	<u>1,986</u>
Total	<u>8,389 10,594</u>

Table 4.2 Housing Requirement and Sources of Supply 2021-2037 (all figures are net)

- 4.12 Table 4.2 shows that there are sufficient sites to provide 10,594 ~~8,389~~ net new homes across Fareham Borough from 2021 up to 2037. Government policy requires that the supply is greater than the housing requirement to ensure that the Plan is sufficiently flexible to accommodate needs not anticipated in the Plan and to provide a contingency should delivery on some sites not match expectations. A minimum of 10% additional supply is suggested by the Planning Inspectorate but given the reliance on large sites within the supply, a ~~more~~ precautionary 15% is proposed. As table 4.3 shows, the surplus in the supply equates to 15% of the total requirement.

Housing Requirement	<u>7,295 9,556</u>
Local Plan Housing Supply	<u>8,389 10,594</u>
Contingency for under-delivery (number of homes)	<u>1,094 1,038</u>

Table 4.3. Housing Requirement vs Housing Supply to demonstrate contingency provision

Provision of small sites in supply

- 4.13 Within the supply, a total of 892 995 dwellings are identified as to be provided on sites of less than 1 hectare. The NPPF states that 'local authorities should, identify through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this target cannot be achieved'. Of the sites in the supply, 14.9.4% of homes are on sites of 1 hectare or less. In order to support small sites, the Council proposes a specific policy to encourage small sites in sustainable locations in the Borough. More information can be found in Chapter 5 and specifically Policy HP2.

Housing Provision

Why this policy is needed

- 4.14 The NPPF makes clear that Local Plans should plan positively for the housing needs of the area, including taking account of housing needs that cannot be met in neighbouring areas. Planning authorities are expected to boost the supply of housing to meet the needs of the area as well as keeping a rolling supply of housing land available for development. Policy H1 sets out the housing requirement for the Borough for 2021-2037 and how the Council expects to meet that need.



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- 4.15 Paragraph 67 of the NPPF requires planning policies to identify a sufficient supply and mix of sites for at least the first five years of the plan period. Following the first five years, Local Plans can either identify specific sites or broad locations for growth. This Publication Plan identifies specific sites (see Policies HA1-HA~~56~~44).
- 4.16 The overall Local Plan for the Borough allocates a significant proportion of development at the Welborne Garden Village. It is expected that the majority of the housing sites will start to deliver to the latter part of the five-year period and Welborne will also commence in the short to medium term. Information on delivery rates has been gathered from developers and land agents and adjusted as appropriate based on recent trends. Therefore, in line with paragraph 73 of the NPPF, the Council considers a stepped housing requirement, and trajectory, to be appropriate reflecting that housing delivery will be lower in the first 0-5 years, particularly the first two years. It is also appropriate to use the Local Plan process to secure a five year housing land supply, albeit imposing a 20% buffer in light of ~~an anticipated the 2020~~ Housing Delivery Test results ~~due to be published in November 2020 (for the three years to 31st March 2020).~~.

Strategic Policy H1: Housing Provision

The Council will make provision for at least ~~9,560~~~~8,389~~ net new homes across the Borough during the Plan period of 2021-2037, phased as follows,

- Approximately ~~900~~~~2,250~~ dwellings (averaging ~~300~~~~450~~ dwellings per annum) between 2021/22 and ~~2025/26~~~~2023/24~~¹³,
- Approximately ~~2,400~~~~2,180~~ dwellings (averaging ~~480~~~~545~~ dwellings per annum) between ~~2026/27~~~~2024/25~~ and ~~2030/31~~~~2027/28~~,
- Approximately ~~3,750~~~~6,480~~ dwellings (averaging ~~720~~~~625~~ dwellings per annum) between ~~2031/32~~~~2028/29~~ and 2036/2037.

Housing will be provided through;

- An estimated ~~552~~~~869~~ homes on sites that already have planning permission;
- An estimated ~~4,858~~~~4,184~~ homes on sites with resolutions to grant planning permission as of ~~01 July 2020~~~~01 April 2021~~, including at Welborne Garden Village;
- Approximately ~~1,327~~~~3,358~~ homes on sites allocated in policies HA1, HA3, HA4, HA7, HA9-HA10, HA12, HA13, HA15, HA17, HA19, HA22-HA24, HA26-HA~~56~~44;
- Approximately ~~428~~~~959~~ homes on specified brownfield sites and/or regeneration opportunities in Fareham Town Centre, as identified in policies FTC~~1~~~~3-9~~6 and BL1;
- An estimated 1,224 homes delivered through unexpected (windfall) development.

¹³ ~~Based on actual and projected completions before Local Plan Allocations start to deliver~~



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How this policy works

- 4.17 The low level of housing completions in recent years and unusually low number of outstanding permissions reflects the issue that many local authorities in south Hampshire are facing, since February 2019, with the effect development has on nitrate levels in the Solent resulting in an inability to grant planning permission at normally expected rates. This situation has created a significant lag in the number of houses that can reasonably be expected to come forward, particularly in the first two years of the plan period and justifies the stepped nature of the housing requirement. This is further evidenced in the trajectory provided at Appendix B where delivery rates are estimated. This information on delivery has been gathered with the assistance of developers, landowners and site promoters and provides certainty over the delivery of sites, particularly within years 0-5 and 6-10, in accordance with the NPPF.
- 4.18 The specific allocations of sites to address the housing requirement are outlined in this chapter, alongside the site-specific policy requirements that any application will be judged upon. The allocations include an indicative yield which seeks to ensure the effective use of land by identifying the minimum housing delivery for each site.
- 4.19 For the avoidance of doubt, policies [FTC1](#), [FTC2](#), HA2, HA5, HA6, HA8, HA11, HA14, HA16, HA18, HA20, HA21, HA25 do not exist. These references relate to policies that were consulted upon during the Draft Local Plan 2017 consultation and are no longer proposed to be allocated in the Local Plan. This may be because the site is no longer available or deemed to be suitable.
- 4.20 The delivery of potential sites will be kept up to date through a regular review of the Strategic Housing and Employment Land Availability Assessment (SHELAA). The Authority Monitoring Report (AMR) will include information on housing delivery alongside regular five year supply statements published on the Council's website.

Housing Allocation Policies

Allocation ID	Allocation Name	Indicative Dwelling Yield
FTC1*	Palmerston Car Park	20
FTC2*	Market Quay	100
FTC3*	Fareham Station East	120
FTC4*	Fareham Station West	94
FTC5*	Crofton Conservatories	49
FTC6	Magistrates Court	45
HA1	North and South of Greenaway Lane	824
HA3	Southampton Road	348
HA4	Downend Road East	350
HA7*	Warsash Maritime Academy	100
HA9	Heath Road	70
HA10	Funtley Road South	55
HA12	Moraunt Drive	48
HA13*	Hunts Pond Road	38
HA15	Beacon Bottom West	29
HA17	69 Botley Road	24



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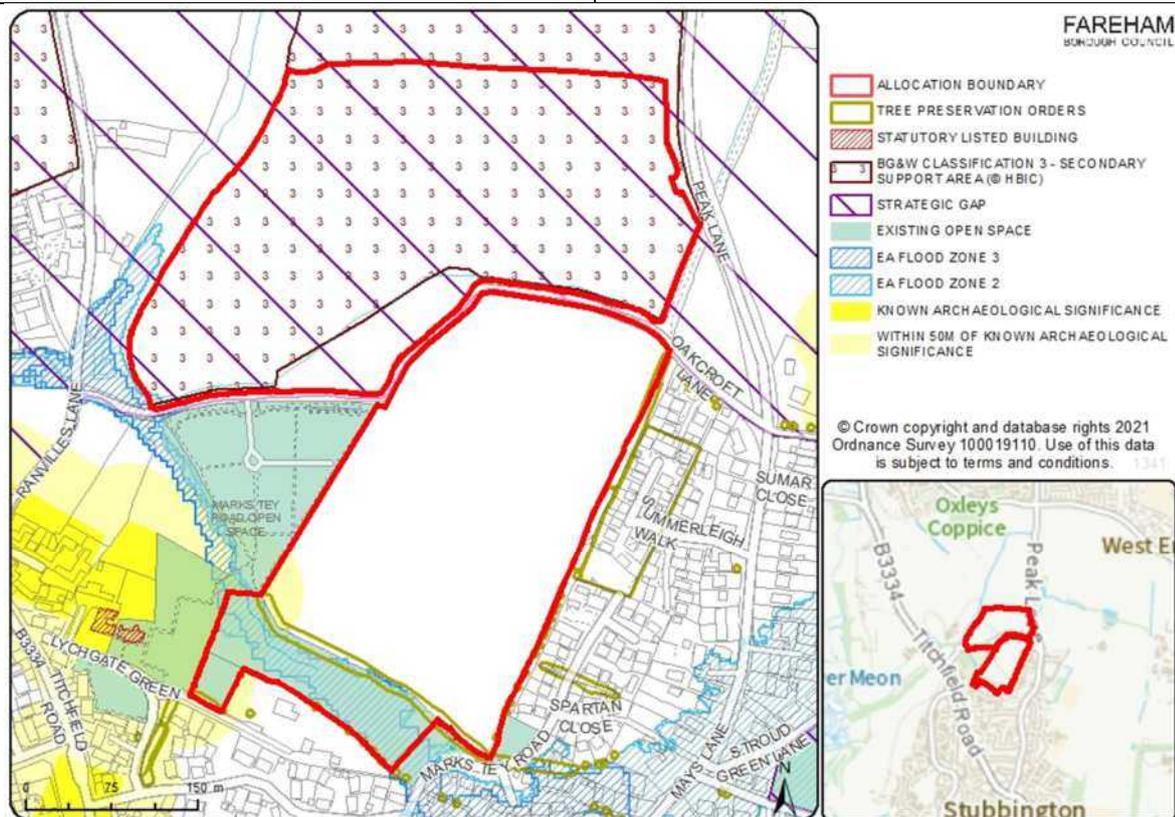
HA19	399-403 Hunts Pond Road	16
HA22*	Wynton Way	13
HA23	Stubbington Lane	11
HA24*	335-357 Gosport Road	8
HA26	Beacon Bottom East	9
HA27	Rookery Avenue	32
HA28	3-33 West Street, Portchester	16
HA29	Land East of Church Road	20
HA30	33 Lodge Road	9
HA31*	Hammond Industrial Estate	36 (C2 class 684 bed care home)
HA32	Egmont Nursery	8
HA33	Land East of Bye Road	7
HA34	Land South West of Sovereign Crescent	38
HA35	Former Scout Hut, Coldeast Way	7
HA36*	Locks Heath District Centre	35
HA37*	Former Locks Heath Filing Station	30
HA38*	68 Titchfield Park Road	9
HA39*	Land at 51 Greenaway Lane	5
HA40	Land west of Northfield Park	22
HA41	22-27a Stubbington Green	9
HA42*	Land South of Cams Alders	60
HA43	Corner of Station Rd, Portchester	16
HA44*	Assheton Court	60 (net yield 27)
HA45	Rear of 77 Burrigge Road (See chapter 5)	3
<u>FTC7</u>	<u>Land adjacent to Red Lion Hotel, Fareham</u>	<u>18</u>
<u>FTC8</u>	<u>97-99 West Street, Fareham</u>	<u>9</u>
<u>FTC9</u>	<u>Portland Chambers, West Street, Fareham</u>	<u>6</u>
<u>HA46</u>	<u>12 West Street, Portchester</u>	<u>8</u>
<u>HA47</u>	<u>195-205 Segensworth Road, Titchfield</u>	<u>8</u>
<u>HA48</u>	<u>76-80 Botley Road, Park Gate</u>	<u>18</u>
<u>HA49</u>	<u>Menin House, Privett Road, Fareham</u>	<u>50 (net yield 26)</u>
<u>HA50</u>	<u>Land north of Henry Cort Drive, Fareham</u>	<u>55</u>
<u>HA51</u>	<u>Redoubt Court, Fort Fareham Road</u>	<u>20 (net yield 12)</u>
<u>HA52</u>	<u>Land west of Dore Avenue, Portchester</u>	<u>12</u>
<u>HA53</u>	<u>Land at Rookery Avenue, Swanwick</u>	<u>6</u>
<u>HA54</u>	<u>Land east of Crofton Cemetery and west of Peak Lane</u>	<u>180</u>
<u>HA55</u>	<u>Land south of Longfield Avenue</u>	<u>1,250</u>
<u>HA56</u>	<u>Land west of Downend Road</u>	<u>550</u>
<u>BL1</u>	<u>Broad Location for Housing Growth</u>	<u>620</u>

* Sites with no relevant planning status as at 1 ~~April 2021~~ July 2020



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Housing Allocation Policy: HA54	SHELAA Reference: 1341
Name: Land east of Crofton Cemetery and west of Peak Lane	Allocation Use: Residential
Location: Stubbington	Indicative Yield: 180 dwellings
Size: 19.25ha	Planning Status as at 1st April 2021: Planning applications refused (P19/0301/FP, P/20/0522/FP)



Proposals should meet the following site-specific requirements:

- The quantity of housing proposed shall be broadly consistent with the indicative site capacity; and
- Primary highway access should be via Peak Lane; and
- Development shall only occur on land to the south of Oakcroft Lane, avoiding areas which lie within Flood Zones 2 and 3, retaining this as open space; and
- Land to the north of Oakcroft Lane shall be retained and enhanced to provide Solent Wader & Brent Goose habitat mitigation in accordance with Policy NE5; and
- The scale, form, massing and layout of development to be specifically designed



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- to respond to nearby sensitive features such as neighbouring Solent Wader and Brent Goose sites shall be provided; and
- f) Building heights should be a maximum of 2 storeys; and
 - g) A network of linked footpaths within the site and to existing PROW shall be provided; and
 - h) Existing trees subject to a Tree Preservation Order should be retained and incorporated within the design and layout of proposals and in a manner that does not impact on living conditions; and
 - i) Provision of a heritage statement (in accordance with policy HE3) that assesses the potential impact of proposals on the conservation and setting of the adjacent Grade II* and Grade II Listed Buildings; and
 - j) As there is potential for previously unknown heritage assets (archaeological remains) on the site, an Archaeological Evaluation (in accordance with policy HE4) will be required; and
 - k) A Construction Environmental Management Plan to avoid adverse impacts of construction on the Solent designated sites shall be provided; and
 - l) Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.