

Urban Area Boundary Background Paper

Published September 2021



GOSPORT
Borough Council

Contents

- 1.0 Introduction
- 2.0 Policy Context
 - National Policy
 - Sub-regional policy/strategy
 - Local policy/strategy
- 3.0 Evidence
- 4.0 Conclusions

1.0 INTRODUCTION

- 1.1 This paper sets out the key planning policy, evidence and consultation responses received in relation to the Borough Council's proposed urban area boundary, as defined on the draft Policies Map and identified in Policy D2 (Development Strategy) of the emerging Gosport Borough Local Plan. This paper provides a justification for the proposed changes to urban area boundary designation from that set out in the Adopted Local Plan.

2.0 POLICY CONTEXT

- 2.1 This section sets out the national and local policy considerations relevant to the spatial strategy elements considered in this background policy.

National Planning Policy Framework (DCLG July 2021)

The NPPF sets out a number of core planning principles. For plan-making this means that all plans should promote a sustainable pattern of development that seeks to meet the development need of their area, align growth and infrastructure, improve the environment, mitigate and adapt to climate change, and make effective use of land (Paragraph 11).

Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land (Paragraph 119).

Planning policies and decisions should (Paragraph 120):

- encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside;
- give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;
- promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Sub regional

Strategic Gaps

- 2.3 The Partnership for South Hampshire (PfSH) (formerly PUSH) adopted a Policy Framework in 2008 which sets out criteria for the designation of Gaps in order to ensure consistency across South Hampshire. Gaps which cross authority boundaries need a coordinated approach to ensure that their designation and there is aligned across the boundary.
- 2.4 Policy 15 of the South Hampshire Strategy (2012) relates to gaps and recognises the need to designate a gap between Fareham/Gosport and Stubbington/Lee-on-the-Solent. The Strategy identifies a number of functions for the gaps. These tracts of undeveloped land help maintain the individual character and identity of settlements, keeping them separate from each other, They help retain open land adjacent to urban areas which can be used for new or enhanced recreation and other green infrastructure purposes. They aim to shape settlement patterns and to influence the location of planned development; not to stifle it. Consequently the boundaries of gaps need to be defined in tandem whilst enabling sufficient land to meet development needs.
- 2.5 In June 2016 the PUSH authorities agreed the Spatial Position Statement (SPS) to inform long term decisions about the level and distribution of development in the area to 2034 taking into account requirements to plan for objectively assessed housing needs. The SPS has maintained a policy on Gaps which it recognises are important in maintaining the sense of place, settlement identity and countryside setting for the sub region and local communities.
- 2.6 The SPS only specifically identifies the Meon Valley Gap in Position Statement 1 as it demarks the boundary of the Portsmouth and Southampton Housing Market Areas. The SPS however recognises that in addition to this area, *'Councils should identify in their Local Plans other local strategic countryside gaps of sub-regional importance as appropriate.'* It adds that, *'Given the long term need for development, the number and extent of gaps should only be that needed to achieve their purpose.'*
- 2.7 The justification text states that such gaps should be defined in order to prevent coalescence and protect the identity of distinct settlements and maintaining green infrastructure. They are a mechanism which still allows development to come forward in appropriate sustainable locations by giving communities the confidence to plan positively for growth, whilst ensuring there is room for the necessary complimentary uses such as recreation areas, transport corridors and environmental mitigation.

Local Policy

- 2.8 The adopted Gosport Borough Local Plan (2015) in Policy LP3 defines the urban area and this is shown on the Proposals Map. This is a long established

policy and also used in previous adopted Local Plans including the 2006 and 1995 adopted Local Plan.

3.0 EVIDENCE

Determining the Urban Area Boundary

- 3.1 The Urban Area Boundary has been a long-established planning tool which presumes in favour of development within the boundary and thereby helping to make the most efficient use of urban land, similarly there is a presumption against development outside of the urban area (with certain exceptions) and thereby helping to preserve open land on the urban/rural fringe and maintain important gaps within and between built-up areas. It is consequently an important element of the Borough's spatial strategy.
- 3.2 Maintaining this approach has been considered to be in accordance with NPPF by defining areas where there is a presumption in favour of sustainable development and clearly identifying those areas outside which require protection from most forms of development.
- 3.3 To help review the boundary of the Regulation 18 Draft Gosport Local Plan a number of detailed criteria have been taken into account:
- Consideration of residential land and employment land supply set out in the PfSH SPS and housing requirements set out in the Government's Standard Method introduced in the NPPF which has led to a review to consider whether there was a need to develop land in the area currently outside of the urban area boundary;
 - Consideration of specific assessment criteria - areas within the urban area boundary should have a distinct urban nature; and - areas outside of the urban area should have a more rural character or be part of the Borough's strategic open spaces such as the Alver Valley, Browndown, Stokes Bay and the Lee Clifflands.
 - Consideration of the PUSH Policy Framework on Strategic Gaps (PUSH 2008) which would help define certain parts of the urban area boundary in relation to the following objectives of the Framework;
 - the open nature/sense of separation between settlements cannot be retained by other policy designations;
 - 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;
 - 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.

- Consideration of particular issues arising since the current Local Plan was adopted:
 - Proposals and future potential at the Solent Enterprise Zone at Daedalus and whether it is appropriate to amend the existing urban area boundary and allow further development;
 - The boundaries of Ministry of Defence (MoD) and defence-related employment uses currently outside of the urban area boundary and whether such sites or parts of such sites should be within the urban area particularly the Frater/Beddenham area
 - Whether to retain established narrow gaps between built-up areas which are currently outside of the Urban Area Boundary

3.4 This assessment concluded that the urban area boundary remains an important and clear planning tool and is constant with the NPPF. The process of defining the Fareham/Gosport and Stubbington/Lee-on-the Solent Strategic Gap in accordance with the original South Hampshire Strategy and in liaison with Fareham Borough Council has established that the edge of parts of the Strategic Gap are coincident with large sections of the proposed urban area boundary.

3.5 The most significant changes have been made to facilitate new allocations for housing and commercial development in the draft Local Plan, these are

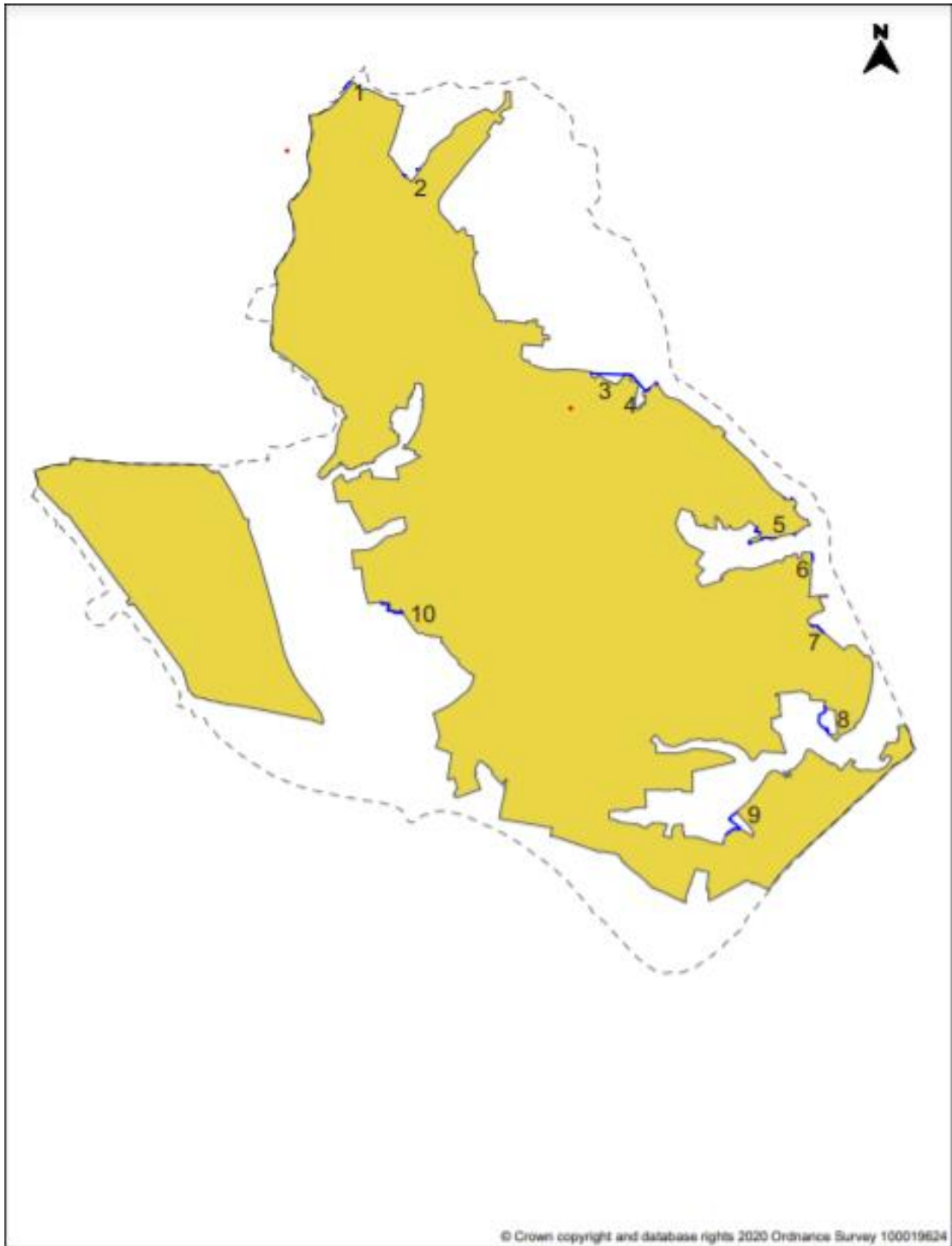
- Blackthorn Drive and Frater Lane Housing Allocation.
- Haslar Marina shoreline change to include Marine Employment Allocation.
- The Piggeries to include Residential Allocation within the UAB.

3.6 In addition an amendment has been made in relation to additional housing as part of the Alver Vaillage scheme at Howe Road to include the new housing Barrington Close.

3.7 There are also a number of relatively minor cartographic changes which largely reflect changes to the OS Basemap to the urban area boundary in the draft Local Plan. These include:

- Northern boundary of the Borough Hoeford Lake fence around Fareham Reach
- Fareham Road house garden boundary adjacent to Fleetlands
- Ham Lane Garden boundary & Quay Lane Industrial unit Yard
- Priddy's Hard Camber OS have updated mapping and Priddy's Hard
- Priddy's Hard shoreline - new building garden bottom left to stay as is out of UAB
- Royal Clarence Yard shoreline
- Rope Quay shoreline

3.7 The location of these changes in the Borough are mapped below.



© Crown copyright and database rights 2020 Ordnance Survey 100019634



GOSPORT DATE: 11/02/2020
Borough Council

Scale 1:39316
0 250 500 750 1000 1250 m

If this map has been transmitted electronically, use the scale bar in preference to the written scale

1 top of the borough Hoeford lake fence around Fareham Reach



Yellow = UAB 2015
Blue = small cartographic changes for 2038

2 Fareham Road house garden boundary adj Fleetlands



3 Blackthorn Drive and Frater Lane Housing Allocation

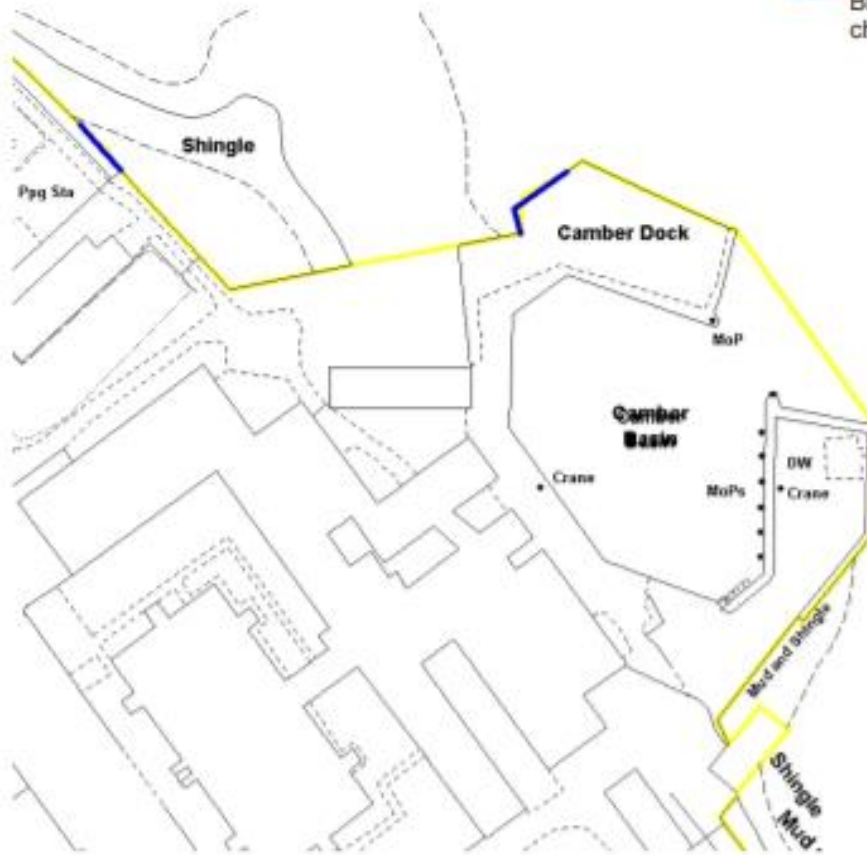


4 Ham Lane Garden boundary & Quay Lane Industrial unit Yard both affect the Open Space Layer

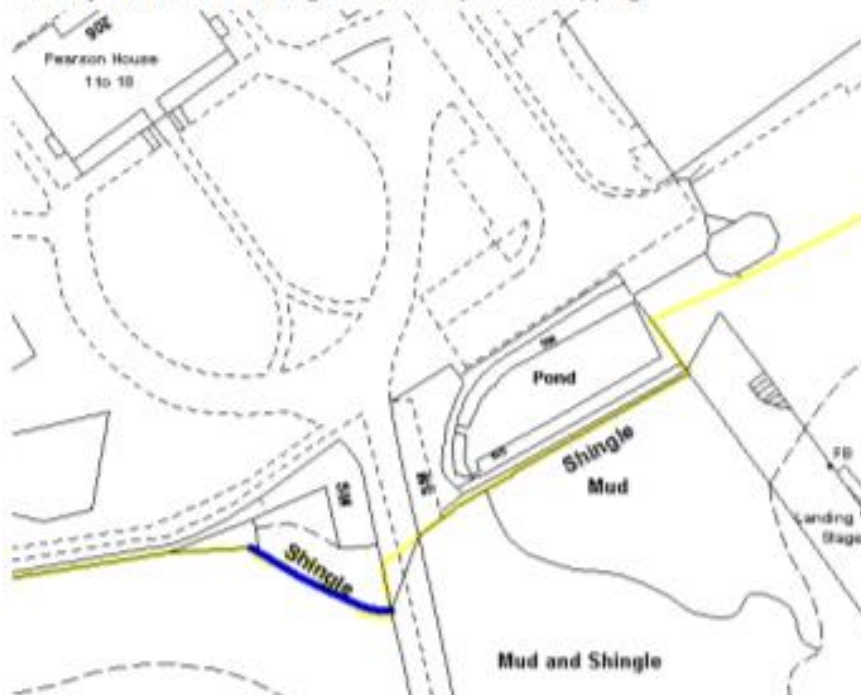
Yellow = UAB 2015
Blue = small cartographic changes for 2038

5 Priddy's Hard Camber OS have updated mapping

Yellow = UAB 2015
Blue = small cartographic changes for 2038

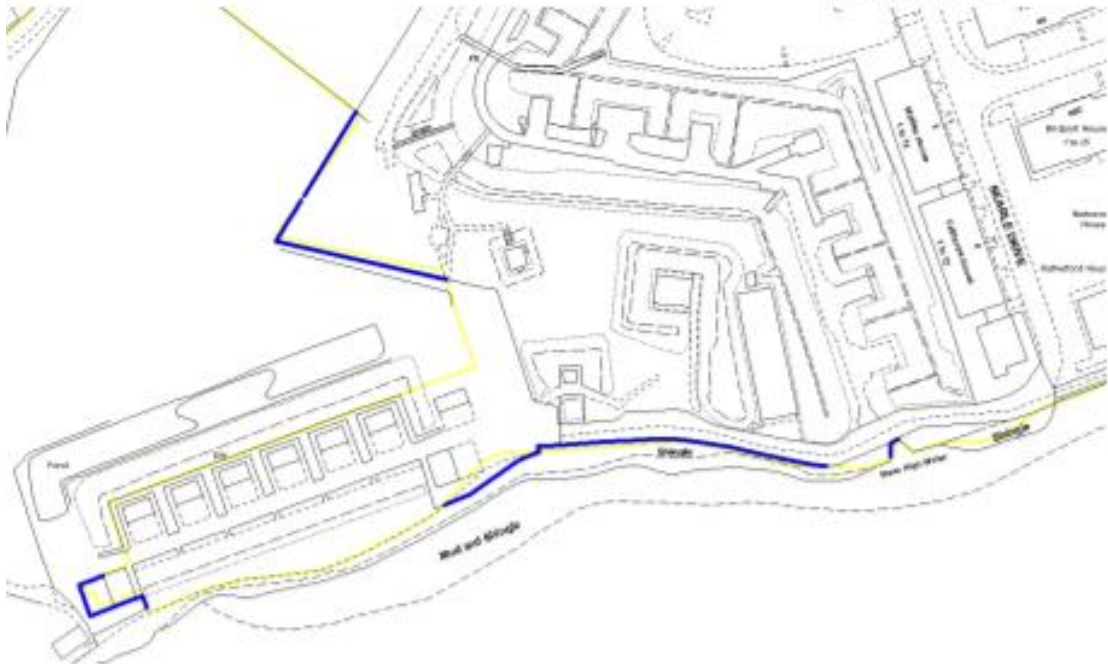


5 Priddy's Hard end of bridge OS have updated mapping

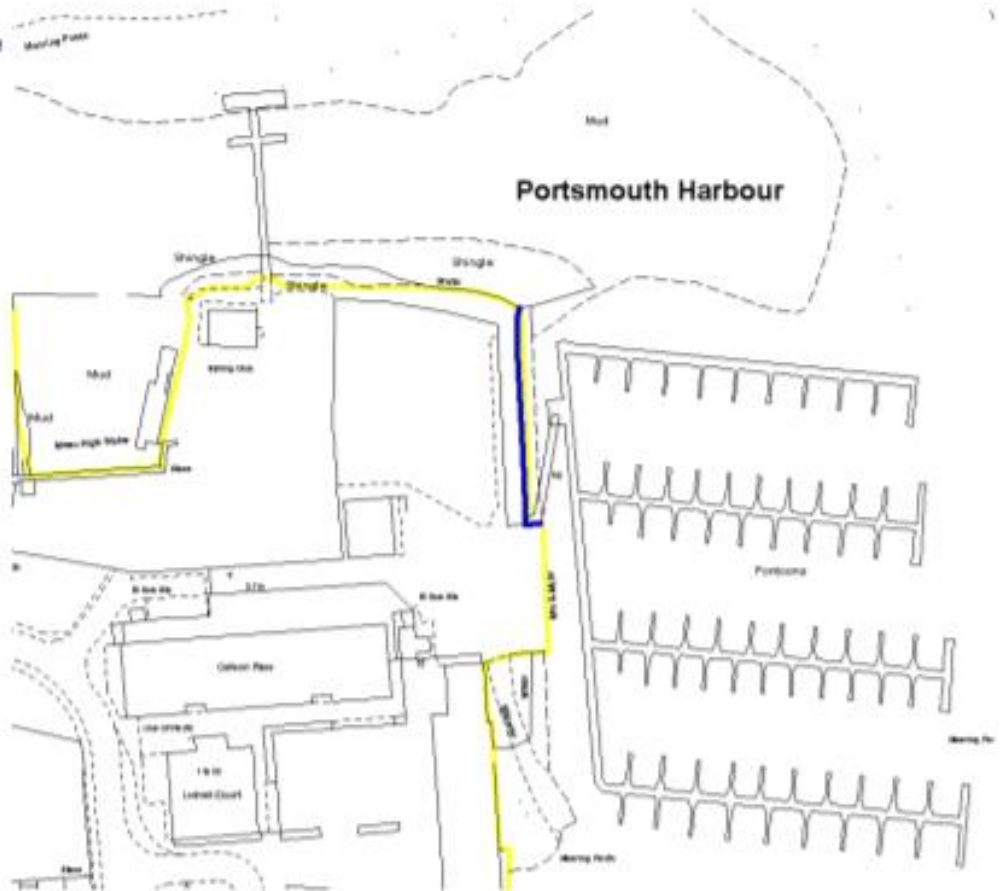


5 Priddy's Hard shoreline OS have updated mapping
 new building garden bottom left to stay as is

Yellow = UAB 2015
 Blue = small cartographic
 changes for 2038



6 RCY Shoreline



7 Rope Quay Shoreline

- Yellow = UAB 2015
- Blue = small cartographic changes for 2038

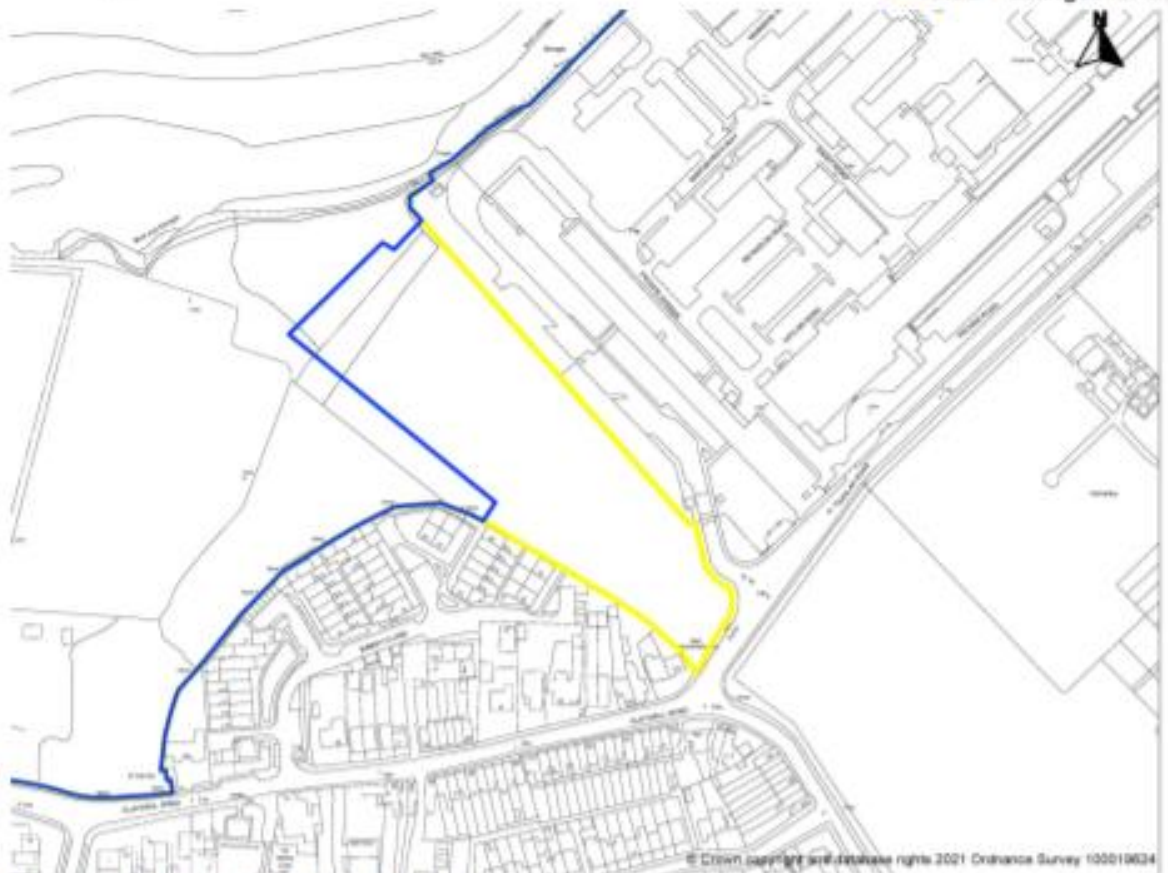


3 Haslar Marina shoreline Marine Employment Allocation



9 The Piggeries Residential Allocation

Yellow = UAB 2015
Blue = changes for 2038



10 Howe Road new housing Barrington Close



4.0 CONCLUSIONS

- 4.1 The Council will be consulting on the Regulation 18 draft Local Plan in the Autumn 2021. The proposed revisions to the urban area boundaries will, in conjunction with site allocations where relevant, will likely receive responses in the consultation which will be reviewed in detail in future iterations of this background paper.