

FAREHAM

BOROUGH COUNCIL

Report to the Executive for Decision 15 April 2013

Portfolio: Strategic Planning and Environment
Subject: **Draft New Community North of Fareham Plan**
Report of: Director of Planning and Environment
Strategy/Policy: Fareham Borough Local Plan

Corporate Objective: To protect and enhance the environment
Maintain and extend prosperity
Leisure for health and fun
A balanced housing market
Strong and inclusive communities
Dynamic, prudent and progressive Council

Purpose:

To seek endorsement and approval of the Fareham Borough Local Plan - Part 3 New Community North of Fareham Plan for a 6 week public consultation.

Executive summary:

The New Community North of Fareham (NCNF) Plan is the third part of the development plan for Fareham Borough and covers the policies and issues associated with the development of a new community. It builds upon the policy contained in the Core Strategy and will be used in decision making on any associated future planning applications.

This Plan develops the options work undertaken during 2012 now providing a draft policy plan and a single development proposal for the site. The Plan is based on detailed evidence studies a key element of which is a concept masterplan and other associated documents and information including the sustainability appraisal, habitat regulations assessment, public consultation comments from July 2012 and the Council's Standing Conference. The framework for the Plan is provided by the National Planning Policy Framework.

The NCNF Plan has been developed through a series of Member Working Group meetings and is now being recommended for the approval of the Executive to publish for a 6 week period of public consultation.

The public consultation document will incorporate the new name for the settlement to be agreed by the Executive at this meeting.

Recommendation:

That the following be approved:-

- (a) That the New Community North of Fareham Plan as set out in Appendix A to this report be published for a 6 week consultation, together with supporting documents including the Sustainability Appraisal Options Assessment and Habitat Regulation Assessment Screening Report (Appendix B).
- (b) That the Director of Planning and Environment, in consultation with the Executive Member for Strategic Planning and Environment be authorised to make any necessary minor amendments to the documents, including the provision of appendices provided these do not change the overall direction, shape or emphasis of the document and do not raise any significant new issues.

Reason:

To undertake consultation in the preparation of the draft New Community North of Fareham Plan as required under Regulation 17 of the Town and Country Planning (Local Planning) (England) Regulations 2012 to provide an up to date Development Plan.

Cost of proposals:

The cost of undertaking publication and consultation, including materials, hire of exhibition venues and staffing is covered within existing budgets.

- Appendices A:** [Draft NCNF Plan](#) (printed as separate document)
[Appendix D.1 Constraints Plan](#)
[Appendix D.2 Concept Masterplan](#)
[Appendix D.3 Green Infrastructure Plan](#)
[Appendix D.4 Green Infrastructure Uses Plan](#)
[Appendix D.5 Pedestrian and Cycle Links](#)
[Appendix D.6 Landscape and Habitat Plan](#)
- B:** [Sustainability Appraisal Options Assessment](#) and [Habitat Regulation Assessment Screening Report](#) (printed as separate document)

Background papers:

1. Assessment of the Demographic Structure of the North of Fareham SDA (2011)
2. Draft Paper on Employment and Workspace (2013)
3. Dynamic Demographic Analysis of the North of Fareham SDA (2012)
4. Fareham Retail Study - NCNF Supplementary Retail Paper (2012)
5. HRA Screening Statement (2013)
6. Infrastructure Position Statement (2012)
7. NCNF Archaeological Review (2012)
8. NCNF Concept Masterplan Options Study Report (2012)
9. NCNF Concept Masterplan Preferred Option report (2013)
10. NCNF Concept Masterplan report (including Landscape, Economic and Transport Strategies) (2013)
11. NCNF Eco-Opportunities Study (2012)

12. NCF Housing Needs Assessment (2012)
13. NCF Indoor and Outdoor Sports Facilities Assessment (2012)
14. NCF Infrastructure Delivery Plan Stage 1 (2013)
15. NCF Landscape Study (2012)
16. NCF Site Specific Housing Market Assessment (2013)
17. Smarter Choices and Parking Study (2012)
18. Sustainability Appraisal for the New Community North of Fareham Plan – Options Assessment (2013)

FAREHAM

BOROUGH COUNCIL

Executive Briefing Paper

Date: 15 April 2013

Subject: Draft New Community North of Fareham Plan

Briefing by: Director of Planning and Environment

Portfolio: Strategic Planning and Environment

INTRODUCTION

1. The draft New Community North of Fareham (NCNF) Plan is the third part of the Local Plan for Fareham. Together with the adopted Fareham Core Strategy and the Development Sites and Policies Plan these documents will provide the long term overall planning framework for Fareham.
2. The draft NCNF Plan covers planning policy relating to the development of the new community. It follows its own timetable and is undertaking separate public consultation. It is supported by a Sustainability Appraisal options assessment and a Habitats Regulations Assessment Screening Statement. The Plan will be subject to public consultation over a six week period commencing on 29th April and finishing on 10th June. Five exhibitions will be held at locations close to the site of the new community to give an opportunity for surrounding communities to reflect on the issues, discuss with officers and to give their views. Given the new settlement will adjoin Knowle and Wickham, as in the earlier rounds of consultation, exhibitions will be held in these adjoining communities and Winchester City Council has been informed of this. The exhibitions will be held at:-

7 May Ferneham Hall, Fareham (2-7pm)
8 May Funtley Social Club (2-7pm)
14 May Knowle Community Centre (4-7pm)
21 May Ferneham Hall, Fareham (4-7pm)
23 May Wickham Community Centre (4-7pm)
3. Following consultation, the NCNF Plan will be reviewed in light of the comments made, together with on-going evidence collection and Government policy to produce a final formal Pre-Submission Plan for the Examination in Public which is expected to be held during June 2014.

4. The NCNF Plan has been subject of discussion and member review from meetings of the NCNF Plan Member Working Group and the NCNF Design Member Working Group. Comments from the member working groups have been incorporated in the Plan chapters which form Appendix A of this report.
5. The policy context within which the Plan has been prepared is set out, including in particular the wider South Hampshire Strategy prepared by PUSH and the National Planning Policy Framework. Also, the NCNF Plan has taken into account the Duty to Co-operate and national policy on planning across local authority boundaries. The NCNF Plan sets out the key facets of the `concept masterplan` which is one of the key documents supporting it.
6. The Plan is based upon extensive evidence studies. The studies are referenced throughout the Plan and where they are completed, are available on the Council's website. The Plan reflects discussions with major parties such as Natural England and the Highways Agency and the two major landowner parties during the development of the concept masterplan. Over the period of its preparation, account has been taken of the landowner positions as expressed to the Council to try and address significant issues.

THE NEW COMMUNITY NORTH OF FAREHAM (NCNF) PLAN

7. The NCNF Plan set out in Appendix A, consists of twelve chapters plus appendices. These are
 1. Introduction and Planning Context
 2. Vision, Objectives and Development Principles
 3. The NCNF Site
 4. Urban Design and Character Areas
 5. Economy and Self Containment
 6. Transport Access and Movement
 7. Homes
 8. Open Space, Outdoor Recreation and Biodiversity
 9. Energy, Water and Waste
 10. Landscape and Heritage
 11. Delivering the New Community
 12. Monitoring and Review

The key policy direction taken in each of the chapters is set out below. The NCNF Plan should be read alongside the draft Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA) which are set out in Appendix B of this report. The purpose of the SA is to ensure that sustainability has been taken into account in the decision-making process and has helped to inform it. The purpose of the HRA is to ensure that the development will not affect the ecological integrity of internationally protected habitats.

Introduction and Planning Context

8. Policy CS13 in the Fareham Core Strategy has set the framework for the preparation of the NCF Plan. It requires a development of between 6,500 - 7,500 dwellings, plus supporting employment and community facilities. The approach taken in the NCF Plan is to set out the aspiration for the development to its 'finished state' reflecting a requirement of Policy CS13 that the area should be planned in a comprehensive way, that is linked to the delivery of key infrastructure. The clear intention is that the area should be planned as a whole rather than a series of incremental development parcels.
9. The NCF Plan is accompanied by a Concept Masterplan which identifies the key elements of the new community including the development boundary, the extent of the built development, the location of key access points, the location of the secondary school and district and local centres.

Vision, Objectives and Development Principles

10. The vision for the NCF largely reflects that set out in the Core Strategy, updated to reflect the development of the evidence base. The original vision has now been supplemented with a Vision Statement to help encapsulate the core overall vision for the development.

“A distinct new community set apart but connected to Fareham, whose spirit, character and form are inspired by its landscape setting.”

This emphasises the nature and future identity of the new community as an individual place but with strong connections with the rest of Fareham Borough. The vision is supported by a number of development principles which provide the direction for the planning policies in this document. The full text can be found in Chapter 2 but broadly encompasses achieving high standards of sustainability; up to 78,650 sqm of employment floorspace including a principal employment area close to junction 10 and A32; a connected network of Strategic Green Infrastructure, open spaces and recreational facilities; a net gain for biodiversity and mitigation of any potential adverse effects on nationally and internationally protected sites; green buffers with Knowle, Wickham, Funtley and Fareham; access via junction 10 of the M27 and high levels of self containment; supporting social and physical infrastructure including a secondary school; 30-40% affordable housing; a Sustainable Drainage System; and creating an attractive place with distinctive character drawing on 'Garden City' principles.

The NCF Site

11. The area covered by the New Community North of Fareham Plan is bounded by a solid red line. This area comprises approximately 370 hectares and comprises the following elements.

West of the A32 (Wickham Road) this represents the main body of the development.

Fareham Common an important area of linkage between the new community and Fareham.

East of the A32 (Wickham Road)

Pinks Timberyard

12. The site identified is allocated to accommodate approximately 6,500 dwellings, up to 78,650sqm of employment floorspace and associated supporting uses. For clarity, the land outside of the site allocation will be subject to countryside protection.
13. The new community site is in close proximity to four settlements, Fareham, Funtley, Wickham and Knowle. The separate identity of each of these settlements will be protected by a series of settlement buffers between these existing communities and the new development.

Urban Design and Character Areas

14. Following a detailed consideration of options that were subject to public consultation during July 2012, a concept masterplan has been developed providing a preferred spatial framework to guide the future development of the new community. It establishes the boundaries and broad disposition of the different land uses but remains a high level plan. The detailed masterplan will be the responsibility of the proposers of the site who will be required to prepare a comprehensive masterplan to cover the whole of the development site that reflects the principles of the concept masterplan.
15. The new community will derive its character and identity from the landscape characteristics of the site it occupies and the countryside surrounding it and will be defined by four distinctive character areas:
 1. the woodland character area, which includes the tree cover to the north of Knowle Road
 2. the downland character area which includes the open land underlain by chalk in the central part of the site with its extensive views
 3. the meadow character area which includes lower lying, wetter land close to the M27
 4. campus area to the east of the A32.
16. Within each of these there will be sub areas each with their own identity, for example, the district and local centres and a central park area.
17. The main vehicle for providing design guidance for the development and the general design principles, will be a Strategic Design Code which will be prepared and adopted by this Council as a Supplementary Planning Document. The Strategic Design Code will illustrate how the future development will relate to the main components of the concept masterplan and this will be developed alongside the main NCNF Plan.

Economy and Self Containment

18. The employment strategy seeks to provide a range of jobs to meet the needs of local people and to support the economic growth of South Hampshire. A key aspect of the strategy is that economic development at the NCNF should support self-containment through co-location of homes and jobs to give an opportunity for residents to live and work in close proximity. It will also seek to complement economic activities at the Solent Enterprise Zone.
19. In addition, other employment opportunities will be provided by a range of uses including shops and services in the district and local centres, health facilities, schools, leisure and community facilities. Current trends also show a significant number of residents are likely to work from or at home. Policies within this plan seek to support homeworking, with the provision of flexible office and meeting-room space, a vibrant district centre for informal working, and installation of high speed fibre optic broadband across the site.
20. The main focus of employment development will be in two employment areas located east and west of the A32, close to Junction 10 of the M27 motorway, as shown in the Concept Masterplan.
21. A new district centre will support a mix of retail, employment, residential and community uses. It is proposed that the district centre will be located at the southern part of the site, close to the A32 between the residential and employment uses and provide range of social and community facilities, including community buildings, health facilities, a range of shops, including a supermarket. The size of centre proposed is not considered to pose undue threats or competition to Fareham town centre.
22. Two smaller centres will support other areas of the new community. One of these will be located north of Knowle Road and the other will be situated to the west of Dean Farm. These centres will provide a range of small scale retail, employment and community uses to support everyday needs.

Transport Access and Movement

23. The overall transport strategy has a number of key principles. These are to:
 - achieve high levels of self containment
 - reduce travel through providing a range of transport options
 - develop Bus Rapid Transit (BRT) as a key component of the access strategy
 - develop access via the A32 and junction 10 of the M27
 - link the rate of development to the funding and provision of the transport infrastructure
 - minimise the traffic impacts on the local and strategic road network and mitigate environmental impacts.

The concept masterplan is based upon an all-movements operation at Junction 10. However, more detailed design proposals will be required to be developed by the site promoters to show in detail how a suitable junction would work.

24. The transport strategy seeks to provide local access to facilities, enhance alternative modes of travel and implement a wide ranging package of traffic management measures to prioritise bus services, including BRT. A number of road junctions have been identified that are likely to require traffic management and upgrading measures as a direct result of traffic generated by the NCNF. These are identified in chapter 6 of the Plan.
25. Any planning application for the site will need to be supported by a Transport Assessment to assess the phasing of the development against the implementation of various off-site highway improvements, including the works to the M27 and A32 and any other primary or secondary links or junctions to minimise the traffic impacts on the local and strategic road network and mitigate any environmental impacts.
26. The BRT service at the new community is proposed to provide access to the main district and neighbourhood centres. This will be supplemented by local bus services. The potential for a rail halt in the longer term is allowed for in the Plan and would be explored through a public transport plan. A potential site is identified on the concept masterplan. Development at the new community shall provide a network of strategic pedestrian and cycleway routes, supplemented by good quality, local pedestrian and cycleway links to be agreed as part of the detailed consent for each land parcel.

Homes

27. The 6,500 dwellings to be provided at the development will provide a wide range and mix of dwellings, including Lifetime Homes, private rented and self build housing. The focus will be to achieve a significant proportion of family housing.
28. Delivering new affordable housing is a key priority for the new community and the document seeks between 30% and 40% of new homes to be affordable homes. Affordable homes encompass affordable rented properties, access to the private sector with housing benefit and intermediate housing such as shared ownership. The Council is progressing work to identify and secure additional funding in a study on infrastructure funding which is progressing alongside the preparation of this Plan.
29. The Core Strategy identifies a Housing Trajectory for the new community. It should be highlighted that this replaces the one set out in the Core Strategy which provided an indicative trajectory, pending further more detailed work to be carried out in preparing the NCNF Plan. The further work undertaken on infrastructure, viability and market housing assessment identifies that residential units are likely to start construction on site from 2016, in line with the South Hampshire Strategy. The trajectory in this Plan therefore represents a more informed and updated position on the likely pattern and timing of housing provision.

Open Space and Outdoor Recreation and Biodiversity

30. The Green Infrastructure (GI) strategy underpins the concept masterplan. It sets out the types and amount of GI required to meet the vision for the new community and avoid or mitigate the potential risks to the internationally protected sites along the Solent. It is supported by three framework plans, which set out the broad location of the different open space uses; the landscape and habitat framework; and the interconnecting movement network linking the GI within the new community and adjoining countryside.
31. The new community is located in close proximity to the internationally protected sites along the Solent, and there is a requirement to provide measures which will either avoid or mitigate any potentially adverse impacts. The policy position reflects discussions with Natural England and requires the provision of around 100 hectares of linked natural greenspace immediately adjoining the site. This would include the land at Fareham Common, the triangle of land adjoining Knowle, and the woodland/fields at Ravenswood and to the north of the site. Both of the latter pieces of land are within the Winchester District, but the recently adopted Winchester Local Plan Part 1 identifies this land as natural green infrastructure to support the new community. The policy also makes the provision for a financial contribution towards implementing the Solent Disturbance and Mitigation Strategy.
32. It is an essential element in planning for GI to ensure that adequate provision is made for its maintenance. Policy therefore requires the submission of a GI implementation, phasing and management plan which sets out how the GI will be delivered, who will have ownership of it and how it will be managed.

Landscape and Heritage

The landscape setting was key to developing the concept masterplan and identifying the component character areas. Policy seeks to strengthen the landscape character by structural planting, particularly in the early phases of the development.

33. There is limited historic interest present on the site itself. However, early desk top studies suggest that there is evidence of human activity on the site which go back to Neolithic times, although such finds do not suggest remains of national importance. However the protection and enhancement of the historic environment is an important aspect of building a new community and the historic assets should be explored to aid understanding of how this area has developed over time. A full archaeological assessment of the site will be required prior to the development commencing.

Energy, Water and Waste

34. A large scale development provides opportunities to achieve high levels of sustainability. Developers will be required to produce an energy strategy to support any planning applications to show how energy efficiency will be optimised and to identify renewable sources of energy. A combined heat and power or district heating network will be required on part of the site, as well as a proportion of houses built to Passivhaus standards. Sustainable energy can be provided in a number of ways and the policy is not prescriptive given the context of changing Government advice and standards.
35. Water policies cover water efficiency, supply and disposal; water quality and aquifer protection; and flooding and the Sustainable Drainage System. The development will be required to incorporate a Sustainable Drainage System (SuDS) to ensure that there is no increase in the risk of flooding either on site or elsewhere. The SuDS will be expected to meet Environment Agency standards and contribute towards the green infrastructure on site, incorporating the large drainage ponds to the south of the site. SuDS will need to be managed and maintained in the long term.
36. The section on waste sets out the infrastructure and design considerations required to ensure waste arising from the site is managed appropriately. A new Household Waste Recycling Centre (HWRC) is proposed at Pinks Sawmill. A site of 0.8 hectares is required to provide for recycling for homes and non-domestic buildings on site. Also, home composting areas and small green waste area providing composting within each allotment area will be needed. A Site Waste Management Plan will be required prior to the development phase in order to limit and manage waste derived from the construction of the new community.

Delivering the New Community

37. The Plan sets out the Council's approach to implementation and delivery of this development. An important aspect of this is the phasing of development. This is covered through a draft phasing plan and housing trajectory that divide the development into four broad 'strategic phases'. At this stage of the plan, only a general idea of the level of development and infrastructure that will be delivered at each strategic phase can be provided. Further work on infrastructure planning and viability, including an exercise to prioritise infrastructure, will provide the basis for a more detailed phasing plan to be presented at the Pre-Submission NCNF Plan stage.

The initial viability work that has been undertaken is outlined and it is noted that viability will need to be kept under review through the development process. A review of the Community Infrastructure Levy (CIL) will take place alongside the development of the NCNF Plan.

RISK ASSESSMENT

38. The key risk to the Plan arises from the potential volume and nature of the comments arising from public consultation. This has implications for the length of time needed to process these and if the issues raised, generate the need for further research and evidence or any discussions and negotiations to resolve them.
39. There are ongoing studies and research particularly in relation to infrastructure, viability and phasing which will help to provide further evidence for the NCNF Plan.

FINANCIAL IMPLICATIONS

40. The costs in undertaking this consultation and the remaining stages of the NCNF Plan are included in existing budgets.

CONCLUSION

41. The draft NCNF Plan has been developed from consideration of the options presented for public consultation undertaken in July 2012. The responses received together with the evidence work have helped to shape the document which is now being considered. The document in Appendix A, together with the changes to the Proposals Map (page 35) represents the Plan that the Executive should wish to approve for consultation.

Reference Papers:

Studies and other plans and strategies comprising the evidence base for the NCNF Plan are referenced in the NCNF Plan.

NCNF Options Consultation Report

Appendix A Draft New Community North of Fareham Plan

Appendix B Sustainability Appraisal and Habitat Regulation Screening Report