

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

OPEN SPACE ASSESSMENT

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 Open Space Assessment is prepared on behalf of Bargate Homes Ltd. in support of an outline planning application for residential development on Land at Newgate Lane (South).
- 1.2 This report should be read in conjunction with the submitted Planning Statement which provides an overview of the proposals. This Statement deals specifically with the provision of open space and how this addresses local policy requirements.
- 1.3 It demonstrates that the open space areas to be provided onsite as of part of the proposed development meet the relevant quantitative and qualitative criteria set out in the Development Plan.
- 1.4 This outline planning application is submitted following an outline planning application for the development of up to 75 dwellings at Land at Newgate Lane, North (ref. P/18/1118/OA). Whilst the schemes have been conceived holistically, the open space requirements have been assessed independently to ensure that the two separate units are not reliant on the delivery of the other parcel to meet the Council's policy expectations.
- 1.5 This Open Space Assessment is a revised version of the document dated March 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.

2. PROPOSED DEVELOPMENT

2.1 The proposed development is for:

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

2.2 Open space and landscape will be provided for the future residents and the local community for the benefit of leisure/recreation, amenity, health and wellbeing and ecology.

2.3 The open space will be comprised of:

- Informal amenity space;
- Natural green space;
- Local Equipped Area of Play (LEAP);
- Incidental landscaping, which could include additional play opportunities; and
- Landscape buffers.

2.4 The site is dissected by the River Alver; the principle areas of public open space are proposed to the west of the watercourse where development is restricted by flood risk and drainage considerations.

2.5 The proposed development has been the subject of pre-application consultation which has informed the design evolution.

2.6 The masterplanning of the site has regard to the proposed development allocation to the land to the east of the Newgate Lane relief road to the east of the site, known in the (original) Draft Local Plan as Peel Common or HA2 and the Land north of Newgate Lane (North). Although the allocation, nor the possible public space provision for the proposed allocation is not yet confirmed, this assessment has regard to Appendix D of the original Draft Local Plan which explores the possible

options for that site, to ensure that the three proposals could work together to serve the green infrastructure needs of the new communities.

3. PLANNING POLICY

3.1 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

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

- Local Plan Part 1 (LP1): 'Core Strategy' (Adopted in August 2011);
- Local Plan Part 2 (LP2): 'Development Sites & Policies' (Adopted in June 2015); and
- Local Plan Part 3 (LP3): The 'Welborne Plan' (Adopted in June 2015).

3.3 **Policy CS20** 'Infrastructure and Development Contributions' requires that development will be required to provide or contribute towards the provision of infrastructure, including green infrastructure, through planning conditions, legal agreement or directly through the service provider.

3.4 **Policy CS21** 'Protection and Provision of Open Space' safeguards the network of open and green spaces for recreation and wildlife value.

3.5 New development must provide open space in accordance with the Council's standards by typology:

- Parks and Amenity Open Space 1.5 ha / 1,000 population;
- Outdoor Sport – 1.2 ha / 1,000 population;
- Children's Play Equipment – 14 pieces of equipment per 1,000 1-12 year olds; and
- Youth Facilities – 1 youth facility/MUGA per settlement area.

3.6 In addition to these types of open spaces, where existing provision is insufficient to provide for the additional population, the Borough Council will seek the provision of accessible Natural Greenspace which meets the standards set out in the South East Green Infrastructure Framework including Accessible Natural Green Space

standards. When considering new housing development, the Borough Council will seek to maintain the current provision of approximately 2ha per 1,000 population.

Material Considerations

Fareham Borough Planning Obligation Supplementary Planning Document 2016

3.7 The Council's Planning Obligation Supplementary Planning Document (SPD) provides at Appendix B supporting information to advise applicants on the expected provision of open space, outdoor sport and children's play equipment for new developments.

3.8 The SPD provides the following definition of Parks and Amenity Open Space:

"...in short it contains urban parks, buffer zones around children's play equipment, informal recreation spaces, incidental space, village greens and green paths between developments. This type of space is not laid out for defined sport, recreation or as a playspace but is accessible, available and safe for all purposes. It is largely comprised of the sort of areas that people think of as 'typical' public open space, for everyday activities such as dog-walking or a 'kickabout'."

3.9 It states that these types of spaces are valuable both in terms of providing a 'pleasant backdrop' to the environment and for health and wellbeing. The minimum size of any on-site open space should be 0.1ha with no single dimension of less than 10m.

3.10 The SPD provides the following definition of Outdoor Sport:

"The Outdoor sport is made up of playing pitches, courts, greens, athletics tracks or training areas. Playing pitches should be grass, artificial or synthetic surfaces marked out for team sports including football, rugby, cricket, hockey etc. This also includes areas around pitches required for "run-off" or player safety purposes. Appropriate ancillary facilities, including changing rooms can count towards this standard."

3.11 The thresholds for the provision of Open Space and Outdoor Sports are established in table 4 of Appendix B of the SPD.

Table 4: On site Open Space and Outdoor Sports Provision Thresholds

Net increase in dwellings	Parks and Amenity Open Space	Outdoor Sport
Less than 20	Not normally required	Not required
20-49	May be required depending on circumstances and location	Not required
50-299	Will be required	Not normally required
300+	Will be required	Will be required

3.12 The calculation method per unit is set out in table 5.

Table 5: Calculating the Requirement for On-site Open Space and Outdoor Sports Provision

	Parks & Amenity Open Space	Outdoor Sports Provision
Provisional rates	15 sq.m per person	12 sq.m per person
	(Insert no. of units)	(Insert no. of units)
1 Bed	20.70 x =	16.56 x =
2 Bed	29.40 x =	23.52 x =
3 Bed	38.70 x =	30.96 x =
4 Bed	46.35 x =	37.08 x =
5+ Bed	49.80 x =	39.84 x =
Studio	15.00 x =	12.00 x =
Elderly 1bed	15.00 x =	12.00 x =
Elderly 2 bed	18.00 x =	14.40 x =
Total (sq.m)	sq.m	sq.m

3.13 The SPD identifies that Open space and Outdoor Sports should be delivered on site where possible.

3.14 Children's play equipment should be provided on new development to serve the needs of children residing in that development. The Council has identified the following thresholds in table 6.

Table 6: Children's Play Equipment Thresholds

Net increase in dwellings	Children's Play Equipment
Less than 20	Not normally required
20-49	LEAP May be required depending on circumstances and location
50-199	LEAP
200+	NEAP

- 3.15 A Local Equipped Area of Play (LEAP) is designed to provide equipment for younger children. The criteria for a LEAP, as set out in the SPD, are that it should be a minimum of 400sqm in size to include at least 5 pieces of equipment, with a buffer of at least 20m to the nearest residential property.
- 3.16 A Neighbourhood Equipped Area of Play (NEAP) is designed to provide equipment for older children. The criteria for a NEAP as set out in the SPD are that it should be a minimum of 1,000sqm in size to include at least 8 pieces of equipment, with a buffer of at least 30m to the nearest residential property.
- 3.17 Although the Council is flexible on arrangements, the SPD notes that it is usual practice for developers to transfer on-site open space to the Council for adoption on completion. Maintenance contributions will be payable to the Council in accordance with the calculations set out in table 7.

Table 7: Calculating Maintenance Contributions

	Parks & Amenity Open Space	Outdoor Sports Provision	Children's Play Equipment	Total Maintenance Contribution
Provisional rates (at 1 April 2015)	£6 per sq.m	£17 per sq.m	£92 per sq.m	
	(Insert no. of units)	(Insert no. of units)	(Insert no. of units)	
1 Bed	£124 x =	£282 x =	£254 x =	
2 Bed	£177 x =	£400 x =	£361 x =	
3 Bed	£232 x =	£526 x =	£475 x =	
4 Bed	£278 x =	£630 x =	£569 x =	
5+ Bed	£299 x =	£677 x =	£611 x =	
Studio	£90 x =	£204 x =	£184 x =	
Elderly 1bed	£90 x =	£204 x =	NOT APPLICABLE	
Elderly 2 bed	£108 x =	£245 x =	NOT APPLICABLE	
Total Contribution	£	£	£	£

Community Infrastructure Levy – Regulation 123 List (online resource)

- 3.18 With regard to public open space, the 'Regulation 123 List' establishes that the following infrastructure requirements will be at least part funded by CIL:
- *Open Space: Provision and facilities for addressing open space deficiencies in terms of quantity, quality or accessibility,*

excluding on-site provision of local open space and children's play equipment, and excluding any provision required due to Welborne.

- *Playing fields and sports pitches: Excluding any provision required due to Welborne.*

Natural England's South-East Green Infrastructure Framework

3.19 The Framework provides the following definition for natural and semi-natural urban greenspaces as follows:

"including woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons and meadows), wetlands, open and running water, wastelands and derelict open land and rock areas (e.g. cliffs, quarries and pits)."

3.20 It sets out the 'Accessible Natural Greenspace Standards' (ANGSt), which are standards for provision of community access to natural green space. It defines four tiers of semi natural greenspace, based on distance thresholds from dwellings, as follows:

- Sub regional provision (sites or habitats over 500 hectares): Within 10km;
- County scale provision (sites or habitats over 100 hectares): Within 5km;
- District scale provision (sites or habitats over 20 hectares): Within 2km; and
- Neighbourhood scale sites (sites or habitats over 2 hectares): Within 300 metres.

Fareham Borough Greenspace Study: Addendum 2014

3.21 The Greenspace Study Addendum provides an assessment of the quantum of Natural Greenspace in the Borough by ward against the Core Strategy policies and Natural England's Standards.

3.22 Stubbington Ward, in which the site is located, is identified as having a deficit of Natural Greenspace (11.32 hectare deficit).

3.23 The closest Natural Greenspace is and Tips Copse in Stubbington (2.49 hectares) which is 1.2kms away, and closest larger scale Natural Greenspace is Kites Croft in Titchfield (17.06 hectares) which is around 3kms from the site. Brooker's Field Recreation Ground is excluded on the basis that it is not easily accessible to those in Fareham Borough (as opposed to Gosport Borough).

Gosport Borough Council Local Plan Open Space Monitoring Report 2014 and Local Open Space Standards 2014

3.24 Given the site's proximity to Gosport Borough, it is pertinent to have regard to the provision of open space within the neighbouring authority.

3.25 In respect of Natural Greenspace, the Local Open Space Standards (p.40) identify a number of valuable local Greenspaces inside the Borough including:

- Alver Valley Country Park (around 1.5kms from the site); and
- The coastal areas of Lee beach, Browndown and Stokes Bay (around 2.5kms from the site).

3.26 Outside of the Borough it also identifies a number of spaces which contribute to the Greenspace provision including:

- The Fareham/Gosport and Stubbington/Lee Strategic Gap (around 0kms from the site);
- Meon Valley (around 3kms from the site);
- Woodland north of Fareham and Porchester (around 5kms from the site); and
- The South Downs National Park (around 8kms from the site).

4. ASSESSMENT OF PROPOSALS

Parks and Amenity Open Space

- 4.1 Core Strategy policy CS21 provides that new development should provide 1.5 hectares of parks and amenity space per 1,000 population, or 15 sqm per person.
- 4.2 As an application for outline planning permission, the mix of the proposed dwellings is not yet known and therefore it is not possible to employ the calculation set out at table 5. Instead, we use a figure of 2.37 persons per dwelling, as the average household size in Hampshire as identified by the 2011 census.
- 4.3 The calculation for the anticipated population generated on a per dwelling basis is as follows:

$$115 \text{ dwellings} \times 2.37 \text{ persons} \times 15 = 4,088 \text{ sqm or } 0.409 \text{ hectares.}$$

- 4.4 The proposed development provides a substantial area of public open space to the western edge, which considerably exceeds this size at a total of 1.27 hectares. The Indicative Open Space Plan submitted with the application commits to the delivery of this space as a minimum, and can be linked to the S.106 Agreement accordingly. The landscape buffers around Hambrook Lodge, the southern and eastern boundaries and the central tree belt also provide further areas which according to the SPD fall within this typology.
- 4.5 The Planning Obligations SPD identifies that incidental spaces contribute to the total quantum of this typology where the minimum dimensions of that space are 10m in either direction. Therefore, although there is a significant landscaping throughout the site, only the principle spaces described above are included. It is anticipated that incidental spaces will be maintained by a management company.
- 4.6 The Illustrative Landscape Masterplan submitted with the application (appendix 8 to the Landscape and Visual Impact Assessment) shows the indicative specification for the proposed parks and amenity open space, and demonstrates how they will meet the qualitative criteria of being accessible, safe spaces for informal recreation.

Outdoor Sport

- 4.7 The Planning Obligations SPD confirms the no on-site or off-site provision is normally expected for developments of less than 300 dwellings.

- 4.8 The site is located within easy walking distance of HMS Collingwood Sports Pitches and Brooker's Field Recreation Ground (Gosport Borough) which includes football pitches and a large open grass area.
- 4.9 The Council's Community Infrastructure Regulations 'Regulation 123 List' confirms that any needs for playing fields and sports pitches (excluding Welborne) arising from new development will be covered by CIL.

Children's Play Equipment

- 4.10 The Planning Obligations SPD requires the provision of a LEAP for a development proposal of this size.
- 4.11 The size and location of the proposed LEAP is shown on the illustrative masterplan to the west of the site where it is easily accessed by all residents of the site. The Indicative Open Space Plan submitted with the application commits to the size of the LEAP as a minimum of 400 sqm, and can be linked to the S.106 Agreement accordingly.
- 4.12 Due to the additional provision of public open space referred to in paragraph 1.5 above, the proposed location of the LEAP has moved slightly south to provide a better distribution between this LEAP and that proposed for Land at Newgate Lane (North).
- 4.13 The LEAP will contain 5 pieces of equipment and allow for a 20m buffer to the nearest residential properties to be accommodated. Based on the Council's standards, a LEAP containing 5 pieces of equipment would meet the needs of 357 1-12 year olds, which therefore far exceeds the needs arising from the proposed development of up to 115 dwellings.
- 4.14 A LEAP is also proposed within the Land at Newgate Lane (North) development, and Appendix D of the Draft Local Plan provides that the proposed HA2 development allocation will provide a further LEAP within that site.

Youth Facilities

- 4.15 Core Strategy policy CS21 provides that there should be one youth facility or Multi-Use Games Area (MUGA) per settlement.

4.16 It is anticipated that the proposed development allocation HA2 will seek to expand the existing LEAP at Tukes Avenue to create a MUGA. If this is not forthcoming then a separate NEAP will be required on the allocation given the development will exceed the relevant threshold.

4.17 No youth facilities are therefore proposed.

Natural Greenspace

4.18 Natural Greenspace is required by Core Strategy policy CS21 only where existing provision is not adequate.

4.19 Two different quantitative measures are employed;

- A general provision of 2 hectares of Greenspace per 1,000 population; and
- Natural England's 'ANGSt' standards.

4.20 It is acknowledged that the ward of Stubbington falls below the overall 'per person' quantum of Greenspace set out in the Core Strategy based on those Greenspaces included in the Greenspace Study Addendum. This is a crude test in which the amount of Greenspace in each ward is measured against its population based on administrative, rather than physical geographies and without qualitative assessment.

4.21 By contrast, the ANGSt standards have been designed to measure a community's (or site's) access to a hierarchy of natural and semi-natural green spaces, the meaning of which is intentional broadly defined to acknowledge the diversity of landscapes within the south-east of England.

4.22 The proposal site has access to Greenspaces in accordance with the ANGSt criteria as follows:

- South Downs National Park provides "Sub regional provision" (sites or habitats over 500 hectares) within 10km;
- The combined coastal areas of Lee Beach, Browndown and Stokes Bay (the size of which is confirmed by Gosport Borough Open Space Monitoring Report 2014) provide "County scale provision" (sites or habitats over 100 hectares) within 5km; and

- The Alver Valley Country Park provides “District scale provision” (sites or habitats over 20 hectares) within 2km; and
- No “Neighbourhood scale sites” (sites or habitats over 2 hectares) are identified within 300 metres.

4.23 It is therefore concluded that the site would meet all the ANGst criteria with the exception of proximity of Neighbourhood sites as Tips Copse is over 1km away.

4.24 The site does however have good access to the countryside, including the Strategic Gap. It is also set out in the Council’s Vision for Daedalus North to facilitate public access to of a substantial area of agricultural land which will be developed to provide an attractive and accessible area of natural green space. This will provide a strong and safe link between the community of Stubbington and the Alver Valley.

4.25 Having regard to paragraph 4.6 above and the Illustrative Landscape Masterplan accompanying the application, it should also be noted that there are opportunities within the Parks and Amenity Open Space to provide areas of natural greenspace with an ecological focus.

4.26 For these reasons, it is considered that no off-site contribution for Natural Greenspace is justified for this proposal.

4.27 Notwithstanding these comments, the Council’s Regulation 123 List sets out that any identified open space deficiencies in terms of quantity, quality or accessibility will be funded by CIL. Therefore, even if the Council disagrees with this assessment, any requirement for Natural Greenspace arising from the development could be funded by CIL.

5. DELIVERY AND MAINTENANCE

- 5.1 The on-site public open space will be secured through a S.106 Agreement.
- 5.2 It is proposed that the open space will be transferred to the Local Authority on completion of those spaces. Following their adoption, the developer will pay a maintenance fee for the ongoing upkeep of the spaces in accordance with table 7 of the Planning Obligations SPD.
- 5.3 The remaining 'incidental' landscape spaces, together with non-adoptable routes (e.g. private drives) will be maintained by a Management Company.

6. CONCLUSIONS

- 6.1 The proposed development provides on-site open space in the form of Parks and Amenity Space and a LEAP to the west of the River Alver as a minimum. Further open space is envisaged in the form of buffer planting areas and incidental spaces.
- 6.2 No Outdoor Sports or Youth Facilities are required for development proposals of this size.
- 6.3 The public open space provided is consistent with the quantitative and qualitative requirements set out in the Core Strategy and Planning Obligations SPD, and will contribute to the wider green infrastructure network for the communities of Stubbington ward and in neighbouring Gosport. It's delivery and maintenance will be secured through a S.106 Agreement.
- 6.4 Whilst the delivery of the proposed development is not contingent on the proposed HA2 allocation coming forward, should it do so the public open space anticipated as a part of the proposal will provide complimentary provision including a NEAP and/or MUGA for older children.
- 6.5 Policy CS21 provides that in instances where there is insufficient local access to Natural Greenspace to meet the needs of new residents generated by the proposal, new provision will be sought. Although the ward of Stubbington is assessed as having a deficit of Natural Greenspace to cater for the existing population based on the crude assessment used in the Greenspace Study Addendum, using Natural England's ANGSt standards, it has been demonstrated that the site has good access to a range of Natural Greenspaces. These include facilities within Gosport Borough which are not accounted for in Fareham Borough's assessments, but which in practice will provide accessible leisure and recreation opportunities including the Alver Country Park within walking distance of the site. Notwithstanding these comments, the Council's Regulation 123 List sets out that any identified open space deficiencies in terms of quantity, quality or accessibility will be funded by CIL. For these reasons, it is considered that no on-site or off-site contribution for Natural Greenspace is justified for this proposal.