

# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 10 February 2014

**Portfolio:** Strategic Planning and Environment  
**Subject:** **Local Plan Part 3: The Welborne Plan - Publication Plan**  
**Report of:** Director of Planning and Environment  
**Strategy/Policy:** Fareham Borough Local Plan

**Corporate Objective:** Protecting and Enhancing our Environment  
Maintaining and Extending Prosperity  
A Safe and Healthy place to Live and Work  
Leisure for Health and for Fun  
A Balanced Housing Market  
Strong and Inclusive communities  
A Dynamic, Prudent, Progressive, Best Practice Council

**Purpose:**

To seek endorsement and a recommendation to Council to approve the Welborne Plan for "Publication" for representations and subsequent submission to the Secretary of State for independent Examination.

**Executive summary:**

The Welborne Plan is the third of three documents that comprise the Fareham Local Plan. It sets out the Council's approach to the development of a new community at Welborne. It builds upon the policy contained in the Core Strategy and will guide delivery of the new community.

The Plan comprises a Strategic Framework setting out the key parameters for the development of Welborne, including the provision of approximately 6,000 homes, employment, retail, and community facilities, substantial open space and key infrastructure. The framework has been developed in the light of a substantial evidence base, including the development of a concept masterplan and other associated documents and information including the sustainability appraisal, habitat regulations assessment, public consultation comments from July 2012 and June 2013 and the Welborne Standing Conference. The Government's planning policy context for the Plan is provided by the National Planning Policy Framework.

Once adopted, the policies and proposals will form part of Fareham's statutory development plan. It will be a key document in the future planning of the area, and in the determination of planning applications.

**Recommendation:**

That the following be endorsed and recommended to Council for approval:

- (a) That the Local Plan Part 3: Welborne Plan - Publication Plan, as set out in Appendix A, be published for a six-week representation period commencing at 1700hrs on Friday 28 February until 1700hrs on Friday 11 April 2014, together with supporting documents including the Sustainability Appraisal and Habitats Regulation Assessment.
- (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 Plan, prior to publication, provided that these do not change the overall direction, shape or emphasis of the document, and do not raise any significant new issues.
- (c) That the Director of Planning and Environment, in consultation with the Executive Member for Strategic Planning and Environment, be authorised, following the completion of the representation period, to submit the Plan to the Secretary of State (together with any necessary minor modifications that are required to ensure legal compliance and/or “soundness”).
- (d) That the Local Plan Part 3: Welborne Plan - Publication Plan, be endorsed as interim guidance to be afforded due weight in the determination of planning applications.

**Reason:**

To publish the Welborne Plan as required under regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 in order to provide a planning framework for the delivery of the new community.

**Cost of proposals:**

The cost of undertaking publication of the Welborne Plan is covered within existing budgets.

**Appendices A:** Local Plan Part 3: The Welborne Plan - Publication Plan

**B:** Sustainability Appraisal Assessment

**C:** Habitats Regulations Assessment

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

**Date:** 10 February 2014

**Subject:** Local Plan Part 3: The Welborne Plan - Publication Plan

**Briefing by:** Director of Planning and Environment

**Portfolio:** Strategic Planning and Environment

#### INTRODUCTION

1. The Welborne Plan is the third of three documents that comprise the Fareham Local Plan. The Local Plan also includes the Core Strategy, which was adopted in August 2011, and the Development Sites and Policies Plan, which is also being presented to the Executive as a separate agenda item.
2. The Welborne Plan sets out the Council's approach to the development of a new community at Welborne. Policy CS13 of the Council's adopted Core Strategy set out the broad characteristics of the new development. Since that time, the Vision for Welborne has evolved. This document will guide delivery of the new community.
3. Once adopted, the policies and proposals contained within the Welborne Plan will form part of Fareham's statutory development plan. It will be a key document in the future planning of the areas, and in the determination of planning applications. It will also revise policy CS13 of the Core Strategy, updating it to reflect the amended Vision for the new community and further evidence.

#### PLAN PREPARATION PROCESS INCLUDING CONSULTATION

4. The Welborne Plan has evolved over a period of time with the work overseen by the Welborne Plan Member Working Group.
5. The Draft Welborne Plan was presented to the Executive in April 2013. The Draft Plan contained set out the Council's preferred approach and provided an opportunity for businesses, organisations and local residents to influence and provide comments on the draft policies and proposals via a series of consultation events and the Council's website from 29 April to 10 June 2013.
6. Since then, discussions have taken place with consultees to resolve outstanding issues as far as possible. The ongoing work of the Welborne Standing Conference has ensured that relevant residents' groups and other stakeholders have been kept informed of the process.

7. As the Welborne Plan has progressed toward submission, the Council has undertaken a process of testing the concept masterplan and considering the planning strategy for delivering the new community. This process has drawn upon the results of the consultation into the draft Welborne Plan, the ongoing transport, infrastructure, viability and other evidence, the sustainability appraisal process, and ongoing discussions with landowners and other key bodies including the statutory consultees (Environment Agency, Highways Agency, Natural England), Hampshire County Council, and Winchester City Council supported and facilitated by ATLAS Advisory Team for Large Applications (part of the Homes and Communities Agency). The focus has been on achieving a deliverable, sustainable new community which achieves the Vision for Welborne. Welborne.
8. This evidence work has resulted in a 'Strategic Framework' for Welborne. In essence, this framework consists of the policies within the Welborne Plan and the Strategic Framework Diagram, which is included within this plan at Appendix B.2. The role of the Strategic Framework is to guide the development of the new community and to provide a clear and robust basis for the more detailed 'comprehensive masterplanning' that will be developed by the site promoters to accompany the initial planning applications for development.

## **KEY FEATURES OF THE WELBORNE PLAN**

9. Key Features of the Welborne Plan are:
  - Delivery of approximately 6,000 dwellings by 2036, including specialist housing for the elderly, wheelchair users, self-build housing and other sectors;
  - Approximately 20 hectares of employment land, including a business incubator unit to encourage indigenous economic growth;
  - Three primary schools and a secondary school, all to the west of the A32;
  - Social infrastructure including a health centre, dentist provision, nursery school provision, a community hub and accommodation for churches;
  - Significant investment in transport, including an upgrade of Junction 10 of the M27 to deliver an all-moves junction, an extension of the Bus Rapid Transit system and measures to encourage cycling and walking;
  - Settlement buffers to maintain the physical and visual separation of Welborne and the adjoining settlements of Fareham, Funtley, Knowle and Wickham;
  - Sustainable drainage systems to ensure flooding elsewhere is not made worse;
  - Substantial on and off site green infrastructure;
  - Measures to reduce water consumption and encourage energy efficiency; and
  - A new household waste recycling centre to be delivered in the main employment areas.

10. The Welborne Plan (see Appendix A to this report):
  - Has been prepared in accordance with the National Planning Policy Framework (NPPF);
  - Has been subject to Sustainability Appraisal (The Sustainability Appraisal forms Appendix B to this report);
  - Is in conformity with the Core Strategy (except where the NPPF has a contrary position);
  - Has been subject to Assessment under the Habitats Regulations (The Habitats Regulations Assessment forms Appendix C to this report);
  - Been subject to consultation in accordance with the Council's adopted Statement of Community Involvement (January 2011);
  - Has been prepared according to an approved timetable (the Local Development Scheme).

## **FORMAT AND STRUCTURE OF THE PLAN**

11. Since the Draft Welborne Plan was published in April 2013, the most significant change has been the introduction of the Strategic Framework Diagram. This sets out the key strategic issues for considering planning applications for Welborne.
12. The Plan is structured as follows.
13. Chapter 1: Introduction and Planning Context provides the overall context to the Plan as one of three documents that comprise the Fareham Local Plan. It sets out how it is required to be in accordance with national planning policy. It also demonstrates how it relates to the Core Strategy and sets out how the Strategic Framework Diagram, Policies Map and Structuring Plan will set out the criteria for considering planning applications. As this document is intended to guide the development of the new community, the Plan extends beyond the end date for the adopted Core Strategy and runs to 2036.
14. Chapter 2: Vision, Objectives and Development Principles sets out how the Vision for Welborne has evolved following the consultation in mid-2013 and contains the first policies in the plan. The Sustainable Development policy reinforces the NPPF's requirement for the "presumption in favour of sustainable development", to be seen as a "golden thread" running through both plan-making and decision taking, and the High Level Development Principles policy takes into account the revised Vision for Welborne and the evolving evidence base.
15. Chapter 3: The Welborne Site sets out some key characteristics of the site, in terms of location, boundary, constraints, capacity and opportunities. Key here is an assessment of the overall development capacity of the site of about 6,000 homes and 20 hectares of employment land, and consideration of the appropriate residential density.
16. Chapter 4: Character Areas, Design Principles and Heritage Assets builds upon the Council's masterplanning evidence and sets out the approach to design and the historic environment.
17. Chapter 5: Economy and Self-Containment sets out how the daily needs of Welborne's residents will be catered for.

18. Chapter 6: Homes shows how the development of Welborne will provide a range of types and sizes of housing to meet different needs. The target of 6,000 homes is based on the Council's masterplanning work, and delivers an overall site-wide average housing density of approximately 33 dwellings per hectare, which is comparable with much of north Fareham. It is expected that a range of housing densities will be achieved across the site. Higher densities are expected in the more accessible locations such as the district centre.
19. Chapter 7: Transport, Access and Movement recognises that a large development such as Welborne needs significant new transport infrastructure to enable it to proceed. It includes policies for considering an upgrade to Junction of the M27 and impacts upon the local road network, measures to encourage sustainable transport, the potential for a new rail halt at Knowle and measures for the Eclipse Bus Rapid Transit to serve the site.
20. Chapter 8: Green Infrastructure, Biodiversity and Landscape shows how the Vision for Welborne as a development whose 'spirit, character and form are inspired by its landscape setting' will be delivered. This includes policies for significant onsite and offsite green infrastructure required for building a new community near to the environmentally sensitive Solent area.
21. Chapter 9: Energy, Water and Waste sets out how Welborne provides an opportunity to make a substantial contribution towards achieving sustainable development. Policies set out how Welborne can maximise the potential for opportunities in reducing energy and water requirements, provide sustainable drainage on site and make provision for a new Household Waste and Recycling Centre.
22. Chapter 10: Delivering the New Community guides how the Welborne project can be delivered in the long term. It includes a description of how development may proceed, and key policies include the phasing and delivery of the development and the safeguarding of land.
23. Chapter 11: Monitoring and Review sets out how the Plan will be monitored using targets and indicators to assess progress and how the Council may consider any review.
24. Glossary of Terms: this section contains pages explaining the planning terms and phrases that are used throughout the Plan.
25. Appendices: a series of appendices provide key supporting information.
26. Policies Map: illustrates the policies and allocations by showing where they apply on an Ordnance Survey Map base. The Schedule of Changes shows all the additions and deletions to the current Proposals Map that are made by the Welborne Plan. The Policies Map shows how the Policies Map will look – incorporating all the changes - once the Plan is adopted.

## **NEXT STEPS**

27. Following approval by the Council, the document will be published for a six week representation period from 28 February to 11 April 2014. The representation period will provide an opportunity for the public and other interested parties to make further comments on the Plan. However any representations made should focus on whether or not the Plan meets the “soundness’ criteria set out in paragraph 182 of the NPPF. These require that the Plan is positively planned, justified, effective, and consistent with national policy. It is also an opportunity for respondents to consider whether or not the Plan has been prepared in accordance with the Duty to Cooperate, the legal and procedural requirements.
28. Once all the representations received have been summarised, the Plan and its supporting documents, together with the representations and a summary of the main issues raised in the representations, will be submitted to the Secretary of State who will appoint an independent inspector to examine the Plan. This should be before the end of May 2014, after which the timetable is determined by the Planning Inspectorate. (NB the timetable is set out in the Local Development Scheme, which is also being presented to Executive as separate agenda item.) If approved by the Council, the intention is to simultaneously publish the Sites and Allocations Plan and to submit both plans together to the Secretary of State.
29. An independent Inspector will conduct the Public Examination and report to the Council. The Public Examination is currently expected to take place later in 2014. If the Inspector finds the plan sound, he/she will issue their report with recommendations for changes. The timing of this depends on whether the Inspector decides to hold a pre-hearing meeting, to explain the procedure for the hearing, and whether the Development Sites and Policies Plan is examined before or after the Welborne Plan.
30. Once the Inspector’s report is received, if the Plan is found sound, any necessary changes will be made to the Plan before it is adopted by the Council.
31. The Core Strategy and the Welborne Plan will be the relevant parts of the Local Plan for determining planning applications for the initial development of Welborne, and the performance of the Plan will be monitored. In due course, general development management policies will be required to determine planning applications at Welborne after the initial development is completed.

## **RISK ASSESSMENT**

32. There are inevitably some risks associated with the approach being recommended. Some Local Plans have been found unsound because they have failed to meet the NPPF requirements, failed to meet the Duty to Cooperate and/or been unable to demonstrate that the objectively assessed housing needs have been met. The major landowners have signalled to the Council that they are seeking to submit a planning application to inform the Examination into the Welborne Plan later this year.

## **FINANCIAL IMPLICATIONS**

33. The costs involved in undertaking publication and examination of the Welborne Plan and any other related costs covered in existing budgets.

## CONCLUSION

34. The Welborne Plan has evolved through the consideration of issues and option, alternative approaches to policy development, and preferred options. The document at Appendix A represents the Plan that the Council should wish to adopt.

### Background and Reference Papers:

- Responses to Consultations
- Evidence Studies and other plans & strategies comprising the evidence base for the Plan are referenced in footnotes throughout the Plan.

### Welborne Plan - Evidence Studies

Set out below are the documents that have been specifically commissioned by Fareham Borough Council and produced on the Council's behalf in order to specifically support the development of the Welborne Plan.

<i>Title</i>	<i>Date finalised</i>	<i>Author</i>
Archaeological Review, Fareham SDA (Update)	May 2013	Hampshire County Council
Dynamic Demographic Analysis of the New Community North of Fareham	June 2012	Cambridge Econometrics
Fareham Borough Housing Need Assessment Final Report	August 2012	DTZ
Fareham Retail Study 2012 – NCNF Supplementary Retail Paper	December 2012	GVA
Fareham SDA Infrastructure Funding Position Statement	April 2011	Almondtree Consulting
Fareham SDA Major Infrastructure Funding Scoping Study: Fact File Update	February 2012	Almondtree Consulting
Habitat Regulations Assessment for the New Community North of Fareham Plan: Screening Statement	April 2013	Urban Edge
Habitat Regulations Assessment for the North of Fareham SDA Area Action Plan: Baseline Data Review Report	May 2012	Urban Edge
Habitat Regulations Assessment for Welborne Plan: Final Report	January 2014	Urban Edge
NCNF Outline Infrastructure Funding Strategy	March 2013	GVA
New Community North of Fareham Eco-Opportunities Study (Final Report)	August 2012	LDA Design & Parsons Brinckerhoff
New Community North of Fareham Concept Masterplan Options Study	August 2012	LDA Design



<i>Title</i>	<i>Date finalised</i>	<i>Author</i>
New Community North of Fareham Final Paper on Employment and Workspace	April 2013	Hardisty Jones Associates (HJA)
New Community North of Fareham Housing Market Assessment: Summary Report	March 2013	DTZ and Wessex Economics
New Community North of Fareham Implementation Plan Final Report (Indoor and Outdoor Sports Facilities Assessment)	October 2012	Knight Kavanagh & Page
New Community North of Fareham Infrastructure Delivery Plan Review 2013 Stage 1 Report	February 2013	AECOM
New Community North of Fareham Landscape Study	July 2012	LDA Design
New Community North of Fareham Overview of Demographic Change (Chelmer Demographic Model)	2011 & 2012	Cambridge Econometrics
New Community North of Fareham Preferred Concept Masterplan Option Report	April 2013	LDA Design
North Fareham SDA Smarter Choices and Parking Study: Parking Standards Study	January 2012	Campbell Reith
North Fareham Strategic Development Area Smarter Choices Study	January 2012	Campbell Reith
Sustainability Appraisal for the New Community North of Fareham Plan: Options Assessment	April 2013	Urban Edge
Sustainability Appraisal for the North of Fareham SDA Area Action Plan: Scoping Report*	May 2012	Urban Edge
Sustainability Appraisal for the Welborne Plan: Sustainability Report on the Draft Welborne Plan	October 2013	Urban Edge
Sustainability Appraisal for the Welborne Plan: Sustainability Report on the Publication Draft Welborne Plan	January 2014	Urban Edge
Sustainability Appraisal of the Area Action Plan for the North of Fareham Strategic Development Area: Scoping Report	July 2009	Urban Edge
Welborne Build Out Rates Study	November 2013	GVA
Welborne Concept Masterplanning Final Report	January 2014	LDA Design
Welborne Employment Strategy (Final Report)	November 2013	Wessex Economics
Welborne Environmental Noise Assessment	January 2014	Hoare Lea
Welborne Green Infrastructure Strategy	January 2014	LDA Design

<i>Title</i>	<i>Date finalised</i>	<i>Author</i>
Welborne New Community – District Energy Network: Outline Feasibility Study	October 2013	Hampshire County Council
Welborne New Community – Infrastructure Delivery Plan 2014: Stage 2 Update Report	January 2014	AECOM
Welborne Potential New HWRC: Briefing Note	January 2014	Hampshire County Council
Welborne Stage 2 Viability Testing – GVA Approach, Assumptions & Results (Executive Summary)	January 2014	GVA
Welborne Transport Strategy (Final)	January 2014	Parsons Brinckerhoff

### Welborne Plan - Supporting Papers

Set out below are the publically available documents which the Welborne Plan refers to or relies upon for evidence, but which were not specifically produced for the development of the Welborne Plan.

<i>Title</i>	<i>Date published</i>	<i>Author</i>
By Design: Urban Design in the Planning System - Towards Better Practice	May 2000	DETR & CABE
Census 2001: Journey to Work Destination	October 2004	Office for National Statistics
Census 2011	2012-2014	Office for National Statistics
CIRIA C697 The SuDS manual	2007	CIRIA
Community Infrastructure Levy Guidance	December 2012	DCLG
Developers' Contributions Towards Children's Services Facilities	December 2011	Hampshire County Council
East Hampshire Abstraction Licensing Strategy	March 2013	Environment Agency
Fareham Housing Strategy 2010-2015	April 2010	Fareham Borough Council
Fareham and Gosport Strategic Transport Infrastructure Plan	October 2013	Hampshire County Council
Fareham Community Infrastructure Levy: Charging Schedule	May 2013	Fareham Borough Council
Fareham Local Development Scheme	March 2012	Fareham Borough Council
Fareham Local Plan Part 1: Core Strategy	August 2011	Fareham Borough Council
Fareham Local Plan Part 2: Development Sites and Policies DPD (Publication Draft)	January 2014	Fareham Borough Council

<i>Title</i>	<i>Date published</i>	<i>Author</i>
Fareham Local Plan Part 3: The Draft Welborne Plan	April 2013	Fareham Borough Council
Fareham Residential Car & Cycle Parking Standards Supplementary Planning Document	November 2009	Fareham Borough Council
Fareham Statement of Community Involvement	January 2011	Fareham Borough Council
Green Infrastructure Strategy for the Partnership for Urban South Hampshire	June 2010	Partnership for Urban South Hampshire
Hampshire County Council Infrastructure Statement - Version 1	December 2012	Hampshire County Council
Hampshire Minerals and Waste Plan (Adopted)	October 2013	Hampshire County Council
HCA Employment Densities Guide (2 <sup>nd</sup> Edition)	2010	Homes and Communities Agency
Private Sector House Condition Survey 2009 (Final Report)	April 2010	CPC with Fareham Borough Council
Housing our Ageing Population: Panel for Innovation (HAPPI) Report	June 2009	Homes and Communities Agency
Housing Provision for Older People in Hampshire: Older Persons Housing Study	November 2009	Hampshire County Council
Housing Standards Review Consultation	August 2013	DCLG
National Planning Policy Framework	March 2012	DCLG
PADHI: HSE's land use planning methodology	May 2011	Health & Safety Executive
Planning Policy for Traveller Sites	March 2012	DCLG
PUSH Economic Development Strategy	October 2010	DTZ
PUSH Strategic Flood Risk Assessment: Final Report	December 2007	Atkins
Refining the Fareham SDA Capacity Analysis Study	July 2009	David Lock Associates
Review of the barriers to institutional investment in private rented homes (The Montague Review)	August 2012	DCLG
School Places: Framework and Analysis 2012-2016	November 2012	Hampshire County Council
SDMP Phase II Final Report: Predicting the impact of human disturbance on overwintering birds in the Solent	February 2012	Stillman, R. A.; West, A. D.; Clarke, R.T. & Liley, D.
Solent Disturbance and Mitigation Project Phase III: Towards an Avoidance and Mitigation Strategy	May 2013	Footprint Ecology and David Tyldesley and Associates

<i>Title</i>	<i>Date published</i>	<i>Author</i>
Solent Disturbance and Mitigation Project (SDMP) Briefing Note	August 2013	Solent Forum / SDMP Project Group
Solent LEP Strategic Economic Plan	March 2014 (expected)	Oxford Economics
South Hampshire Strategic Housing Market Assessment	January 2014 (expected)	GL Hearn for PUSH
South Hampshire Strategy: A framework to guide sustainable development and change to 2026	October 2012	Partnership for Urban South Hampshire
The Town & Country Planning (Local Planning) (England) Regulations 2012	April 2012	Statutory Instrument
Transport Delivery Plan 2012-2016	February 2013	Transport for South Hampshire
Travellers Accommodation Assessment for Hampshire 2013	March 2013	Forest Bus
Urban Design Compendium	2007	English Partnerships
Water Resources Management Plan 2009 (Final)	September 2011	Portsmouth Water
Water Resources Management Plan 2014 (Draft)	May 2013	Portsmouth Water
Winchester City Council Local Plan Part 1 – Joint Core Strategy (Adopted)	March 2013	Winchester City Council
Your Fareham Your Future: A Sustainable Community Strategy for Fareham 2010 - 2020	Spring 2010	Network Fareham