

# **Welborne Garden Village**

## **A Delivery Trajectory for Welborne**

**Interim Evidence for the Draft Fareham Borough  
Local Plan 2036**

Fareham Borough Council

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LICHFIELDS

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## Introduction

1.1

Lichfields has been appointed by Fareham Borough Council to advise on the likely timescales for the delivery of Welborne Garden Village. Lichfields has prepared this report jointly with Fareham Borough Council (“FBC”). It draws together information from discussions with Buckland Development Ltd (“Buckland”) on their current intentions and what Lichfields and the Council anticipate is likely to occur based on initial outcomes from work being prepared on potential development trajectories. Therefore the purpose of this report is:

- To present robust evidence to inform the assumptions surrounding the delivery rate of Welborne over the Plan period; and
- Provide this evidence on an ‘interim’ basis in consideration of the fact that the delivery strategy for Welborne will be emerging and evolving over the period up to the adoption of the Plan. As a result aspects of the development that can affect delivery rates may change during this period and this ‘live’ evidence will be kept under review and elaborated upon as necessary.

1.2

Welborne was awarded Garden Village status by the Government in January 2017, providing the Council priority access to funding streams as well as support and brokerage to assist in progressing the delivery of 6,000 homes on site and the supporting infrastructure

1.3

FBC is currently in the process of producing a Draft (Regulation 18) Local Plan for the Borough up until 2036, which reflects the updated housing and employment needs for Fareham. The evidence here will therefore support the delivery rates of Welborne as included in the emerging Draft Local Plan to be consulted on in Autumn 2017.

2.0

## Welborne’s Progress to Date

### The Welborne Plan

2.1

The Welborne Plan was adopted in June 2015 and forms part 3 of FBC’s Local Plan. The delivery rate included in this Plan suggested that delivery of Welborne would take place over five phases between 2016/17 and 2035/36. The trajectory also set out that delivery rates would ramp up to a peak of 340dpa for 2020/21-2031/32, with an overall average of 300 dwellings per annum (dpa) over the 20 years. This was established using evidence from the Welborne Build-Out Rates Study (GVA, November 2013).

2.2

The progress of delivering Welborne in the last two years since the Welborne Plan was published has been affected by a number of factors, including resolving land ownership issues. Meanwhile there have been wider changes in the context for delivering Welborne, including the housing market and wider Government policy. As a result the Council is of the view it is appropriate and necessary to revisit the trajectory.

### Planning Application

2.3

Buckland submitted an outline application (ref: P/17/0266/OA) on 6<sup>th</sup> March 2017, which in summary was for the development of up to 6,000 dwellings, district and local (village) centres, commercial space, schools, other community facilities, the new M27 J10 and other highways work. It is currently under consideration by the Council, with the intention for all issues to be resolved and a decision to be made in Spring 2018. Land assembly took a major step forward in September 2017 with Buckland acquiring the Dean Farm Estate consequently bringing over 90% of the Welborne Garden Village site under a single ownership.

- 2.4 In addition, a full planning application was submitted on 17<sup>th</sup> February 2017 (validated on 16<sup>th</sup> August 2017) for 72 dwellings at Sawmills Industrial Park (ref. P/17/0189/FP). This area is within the site area of Welborne and is owned by BST Warehouses Limited.
- 2.5 At present, Buckland has stated that based on the assumption that the Council approves their outline application in Spring 2018, over a 20-year build period they expect an average build rate of 300 dwellings per annum (dpa). This will be delivered over five ‘sequences’ (phases or tranches of development) and will include slower rates at the beginning and end of the build period. It is also expected that planning for the following sequence will be carried out while the current sequence is being built out, ensuring smooth and seamless delivery.
- 2.6 Buckland is also looking to adopt design codes for the development of Welborne. This will mean that each of the housebuilders involved in bringing Welborne forward will have to follow the code. This should therefore mean that the reserved matters applications should move through the planning process more quickly and it is more likely that delivery will be maintained, as well as ensuring that different land parcels sit well together and can come together to deliver an attractive place.

## Known factors to be resolved

- 2.7 There are a number of key unknowns at the moment relating to Welborne Garden Village that will influence and impact on its delivery:

- The new motorway junction at J10 of the M27 is a key piece of infrastructure required by the time Welborne has delivered c.1,500 homes that is required to unlock the remaining land for housing. To not delay the delivery of housing, effective working with key stakeholders (including Highways England) will be required as well as resolving issues surrounding aspects such as the design and funding of the new junction.
- Other funding streams (including that from the Garden Villages Capacity Fund and Solent LEP) will also influence the delivery of Welborne. This is both in terms of how much funding is available and at what stage of the build period it becomes available. The Council has applied for funding from the DCLG’s Housing Infrastructure Fund for M27 J10 and which may support the delivery of other key infrastructure as well so that it can be provided early in the development. The availability of funding early on in the build period can allow key infrastructure to come forward more quickly. This has been proven in other large scale sites<sup>1</sup> to encourage quicker transitions between phases of delivery, and thus higher delivery rates over a period of time.
- The delivery of other infrastructure will also impact on Welborne’s delivery. Similarly to the points above, the timing of the delivery of infrastructure (such as utilities, schools and community uses) will affect delivery as they will allow wider parts of the scheme to be delivered simultaneously as well as having a place-making effect to encourage more people to want to live there.
- The housing mix, type and tenure to come forward at Welborne is unlikely to be known in detail until the reserved matters applications are submitted for each phase of delivery. The level of variety within each of the phases and across the overall development will have an impact on delivery rates as different mixes/types/tenures will attract demand from different parts of the market and therefore will mean more houses can be delivered without the market being saturated. The Council intends to commission a Housing Strategy for Welborne and, within that, develop an Intermediate Housing policy to provide a steer on the

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<sup>1</sup> One such example is Cranbrook in East Devon

type, quantity and phasing of the Affordable Housing that the Council will require from the development.

## 3.0 **Delivering new homes at Welborne Garden Village**

3.1 Lichfields has been working with the Council to review how quickly Welborne might deliver new homes (often referred to as the 'build-out rate'). This has included reviewing previous evidence, drawing on comparator schemes elsewhere to inform starting estimates of delivery rates and also looking at factors and mechanisms which could boost delivery. This work is ongoing, but the interim findings of this are set out as follows.

### **Delivery strategy**

#### **Overarching approach**

3.2 Buckland Development Limited is a development company based in Hampshire established in 2006. In addition to Welborne, Buckland has been involved in other projects, such as a large part of the site at West of Waterlooville, where the chairman of Buckland is the owner of the Southwick Estate. The West of Waterlooville scheme is currently delivering 2,500 homes which are being built out by Bloor Homes and Redrow, under the management of Grainger plc. The Council has mainly had regard to the overarching development strategy and approach of Buckland towards Welborne, although it has also reflected proposals as outlined in the Housing White Paper such as taking into consideration the delivery track record of an applicant. .

3.3 The Council has been in discussion with Buckland in respect of their overall aspirations for the delivery of the site. The Development Management Strategy (DMS) submitted with the planning application for Welborne outlines a number of principles expected to be adopted in bringing the site forward. This includes Buckland acting as a single master-developer in delivering serviced parcels for development, maintaining design standards and quality and providing overall management of Welborne. They also intend to explore ways of delivering a section of Welborne themselves, through for example, a joint venture with a housebuilder, or via direct build routes.

3.4 In terms of the delivery rate, Buckland's proposed approach as master-developer ensures that the phases of delivery can be brought to the market when required. Thus the site is not constrained by the abilities of a specific number of builders and can ensure that once land parcels are marketed they can quickly start delivering houses due to already having the necessary services installed.

3.5 Other factors of the delivery strategy that will impact on delivery rates that have also been considered include:

- **Outlets** - Buckland has stated that their current intention is to deliver Welborne with 2-3 national housebuilders and 2-3 regional housebuilders (though not necessarily all having outlets at the same time). They also intend to include elements of affordable housing, Private Rental Sector (PRS) housing, retirement living and self- and custom-build plots. It is generally considered that a higher number of outlets can deliver at a higher rate. This is improved if these outlets offer different products, as they can target different areas of the market and not provide competition for each other if building out at the same time. Buckland's outlet plans indicate that a wide range of different products will be delivered at the site, therefore ensuring that a higher delivery rate can be maintained without overwhelming the market.

- **Funding** - This is a continuing issue, however it is understood that there are a number of streams of funding available to assist in the delivery of Welborne, including the Garden Villages Capacity Fund, significant funding from the Department for Communities and Local Government's Housing Investment Fund, up to £29m of retained Solent Growth Deal funding and allocated Local Growth Deal funding, Starter homes funding estimated at £5M, as well as the New Homes Bonus. This will have an important role in the delivery trajectory of Welborne; in particular as this funding will impact on how quickly the new Junction 10 for the M27 can be delivered and therefore when the rest of the site can be opened up to deliver housing. Financial support through a high level of funding will ensure that higher delivery rates can be maintained throughout the build period.
- **Place-making** – Place-making in the early stages of a development encourages people to want to live there and therefore can help increase demand. This allows housebuilders to build at a faster rate as they then know they are more likely to sell them due to this demand. Place-making includes the upfront delivery of infrastructure including community facilities and schools. For Welborne in particular, Garden Village principles and high design quality will help place-making and could boost delivery rates. Buckland have set out their intention to deliver a primary school and other community facilities including a village hall, sports facilities, parks and elements of landscaping within Sequence 1.

3.6 In considering the above, Buckland intend to implement a number of approaches that would allow for a higher than average delivery rate. This includes the number of outlets it intends to include and their aspirations to deliver a number of place-making elements up front. These approaches should also support a delivery rate which is less likely to suffer from slow-down periods within and between phases.

## Different tenures, forms and housing products

3.7 As briefly mentioned above, different outlets deliver different products and can allow for a higher delivery rate as it means the market is not absorbed by the same product as quickly. This is because different outlets can attract different people with little cross-over in terms of wanting more than one of these products;

- **Affordable Housing** – In their Outline Planning Application, Buckland confirm that affordable housing will be delivered in accordance with the Adopted Welborne Plan (2015) (which requires the delivery of 30% affordable housing in each phase and a mix of different types) to be informed by the Council's emerging strategy. Affordable housing attracts a completely different sector of the market compared to market housing and therefore will increase the possible build rate, compared to sites with lower levels of affordable housing delivery, without resulting in increased competition between outlets.
- **Private Rented Sector (PRS)** - This is a Government aspiration which enables an additional area of the market to be targeted, and which can be delivered quickly to plug "supply gaps" when housing delivery may be slower, as PRS are owned and managed by an organisation. There is no requirement in the Welborne Plan for a specific proportion of PRS housing, however it is envisaged that PRS could provide approximately 10% of the overall housing mix.
- **Retirement living** – The Welborne Plan requires provision to meet the needs of older persons. In their Outline Planning Application, Buckland include provision of a care home. This is a further product that would likely attract an additional section of the market to Welborne and contribute towards higher delivery rates.
- **Self- and Custom-Build Housing** – The Welborne Plan requires c.1% of all homes at Welborne to be delivered as self / custom-building plots. FBC is receiving support from the

national Right to Build Task Force to enable this to be brought forward at an early stage. Although not a significant source of supply, this product may attract an additional section of the market to Welborne and contribute towards higher delivery rates.

- **Starter Homes** – Starter Homes are another element of housing that could help maximise the range of housing products. It has not yet been defined at this stage whether Starter Homes will be included and if so how much will be delivered. Up to £5M of Starter Homes Funding is potentially available to support starter home delivery at Welborne.

3.8 Overall, Welborne is expected to deliver a wide range of different housing products and tenures across the site. As a result it is expected to support a higher than average delivery rate- and one that will be less susceptible to dips in delivery- over the build period.

## 4.0 Infrastructure Provision

4.1 The timely delivery of infrastructure will ensure that the delivery of homes is not delayed and can also assist in increasing the delivery rate. In particular, this relates to hard infrastructure, such as roads and utilities, transport and active travel routes, and soft infrastructure, including community facilities. The following infrastructure provision is particularly important for the delivery of Welborne Garden Village:

- **The Delivery Strategy for the new M27 J10** – Currently it is anticipated that the new J10 will be required by the time Welborne has delivered c.1,500 homes. There are however a number of issues that need to be resolved before the junction can be brought forward- this includes funding, long-term maintenance, land ownership, design and layout, and the delivery strategy anticipated by the body that will be delivering it. Since the adoption of the Welborne Plan in 2015, the cost of delivering the J10 improvements has increased and there is presently a gap between funding streams and cost. This issue will need to be fully resolved. An application for gap funding has been made to the DCLG's Housing Infrastructure Fund and is awaiting determination. There is also a considerable amount of consultation and discussion that is taking place between the Council, Buckland and other bodies including Highways England and Hampshire County Council relating to the design and delivery strategy of the junction and how this will fit in with other programmed works. Funding and relevant bodies such as the Solent Local Enterprise Partnership, Homes and Communities Agency and the Department of Transport are also important in this process. Current funding allocations for M27 J10 are required to be spent by 2021 and there is concentrated effort by all parties to the scheme to ensure that this is the case. At the moment there is a possibility that the new junction could cause serious delays to the build period of Welborne if this funding is lost or reallocated. Until progress is made in resolving the above issues it is difficult to establish how long this may take and what impact it may have on the overall build programme. If the J10 programme is delayed, the delivery of homes after the first c.1,500 could be delayed for a period of time. How the junction ties in with existing road (such as Wickham Road and Knowle Road) could also in turn have some impact on delivery rates.
- **Soft infrastructure** – The Infrastructure Delivery Plan submitted as part of the outline planning application anticipates delivering a number of elements of soft infrastructure. This includes education, health, community and leisure facilities as well as the green spaces that will define the character and spirit of the Garden Village. As previously mentioned these facilities can assist in place-making and encouraging not just people to want to buy houses, but also attractive to the wider buyer market, thus allowing housebuilders to deliver houses at a higher rate. Additionally, some of these facilities will have to be delivered at certain points in the build period to ensure that they can meet the needs of new residents of

Welborne. As a result, their timely delivery needs to occur to ensure there are no gaps in delivery.

- 4.2 On the whole, the timing of the delivery of infrastructure could have a significant impact on the delivery of Welborne, with many of the further details still to be defined. This is particularly important for the new motorway junction as this is critical in allowing the development to expand beyond c.1,500 dwellings. In all, there are a number of uncertainties that at the current juncture are still to be resolved and as a result, more information surrounding the delivery trajectory of Welborne will be made available at the next stage of the Local Plan process, the Publication (Regulation 19) Plan. At this stage it is likely that the Council will be able to give a much more comprehensive and probable assessment of how delivery will look.

## 5.0 How quickly will new homes come forward?

- 5.1 There is ongoing work and communication between the Council, Buckland and other related bodies to constantly make sure that the emerging delivery position of Welborne Garden Village is known and can be factored into the overall housing trajectory of the emerging Local Plan.
- 5.2 Overall conclusions that can be made on the delivery rate of Welborne include that:
- Buckland propose a delivery rate and phasing schedule in their outline planning application consistent with that set out in the Welborne Plan and supporting evidence base. This includes an average delivery rate of 300-315dpa over the period.
  - At this stage, Buckland anticipate incorporating a mix of delivery methods including selling serviced parcels to housebuilders and jointly working to deliver houses. This will allow housing delivery to be boosted in times when across the site it might have slowed, as Buckland will maintain a certain level of control in Welborne's delivery.
  - At this stage, a mix of market, affordable, PRS, retirement and starter homes is expected to come forward on the site consistent with the requirements of the Welborne Plan. Based on this, it is expected that delivery rates should be higher than average if these elements come forward across each of the sequences, as these products will all target different areas of the market in Fareham and beyond.
  - The overall delivery of Welborne will be heavily influenced by when certain key pieces of hard and soft infrastructure come forward. This is particularly related to the new J10 works which are required following the completion 1500 dwellings, to allow the whole site to be opened up for development. There are however significant uncertainties relating to the delivery of infrastructure and as a result the Council and Lichfields have included some assumptions (set out below) to conclude on Welborne's delivery rates at this stage.
- 5.3 Buckland presents a delivery rate average of 300-315dpa in their Outline Planning Application, which is based on the assumptions that have been set out in sections 3.0-5.0 of this report and which substantively draw on the evidence that underpinned the original Welborne Plan (including the Built-Out Rates Study from GVA which indicated delivery rates of c.320-343dpa).
- 5.4 Lichfields and the Council have been reviewing what is likely to be achievable on Welborne with reference to the local market and what has previously been achieved on similar sites. This includes drawing on Lichfields' evidence<sup>2</sup> of how quickly large scale housing sites deliver, which

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<sup>2</sup> As can be found in '[Start to Finish: How Quickly Do Large-Scale Housing Sites Deliver?](#)' (Lichfields, November 2016) RTPI Award Winner for Research Excellence 2017

indicates that whilst on average large schemes deliver an average of c.160 dpa, there are large variations on individual sites with ranges from c.60 dpa to c.320 dpa. Overall, and drawing upon relevant case studies<sup>3</sup>, our emerging work suggests that c.200-250dpa is what has typically been achieved on average on schemes of this size and within similar housing markets. Albeit our work has also identified examples of where factors such as the upfront delivery of infrastructure and the incorporation of masterplans and design codes, which Welborne will also incorporate, have helped to boost delivery rates.

5.5 Following on from this, Lichfields and the Council believe that although the general approach to delivery in terms of phases and future applications identified by Buckland is feasible, the delivery rate is relatively optimistic. It is similar to that included in the Welborne Plan which so far has not been proven in practice in any case study example, and as a result it cannot be confidently supported at the current point, without further evidence on the delivery strategy that may be brought forward in due course.

5.6 In the context of Buckland's strategy and the wider evidence, the **delivery rate is based on the following assumptions:**

- 1 Two to three national housebuilders (at a delivery rate of c.40-45 homes p.a. each) and two to three regional housebuilders (at a delivery rate of c.30 homes p.a. each) resulting in an average private market delivery rate across the site once it is fully under way of c.140-225 dwellings per annum. This reflects the delivery strategy for the Welborne site as set out in the Buckland Developments' Phasing Plan and as established in discussions with them, which envisages several sales outlets across two concurrent areas of development;
- 2 30% affordable housing delivery - in delivery terms equivalent to either an additional outlet, or additional completions from each individual outlet. This would provide affordable housing across the phases and, based on sales rates for the outlets, could deliver up to a further c.40-70 homes p.a. once construction is fully under way, as such increasing overall delivery up to c.180-295 dpa;
- 3 This approach would be complemented by the delivery of other elements of private housing, which could include PRS, self- and custom-build, and retirement living which would support the delivery rate being at the upper end of the range set out above. There is also the assumption that a suitable mix of types and sizes of market dwellings, including as set out in policies within the Adopted Welborne Plan (2015), with differentiation between outlets so as to the target varied market segments (e.g. from smaller entry-level flats to larger family housing);
- 4 Five phases of delivery as set out by Buckland in their sequencing plan in the outline application;
- 5 The development of strategic design codes and an infrastructure delivery plan (as required in Policy WEL7 and WEL41 of the Welborne Plan respectively and included in the outline planning application) which would support the average delivery rates of 250 homes per annum (after the bedding-in period to get the site up and running) over a long period of time and also ensure no gaps between the delivery of phases;
- 6 The new M27 Junction 10 to be delivered in time for the development to reach 1,500 homes and thus continue housing delivery with no break;
- 7 A two year 'bedding-in' to achieve peak delivery rates and up-to six years to deliver M27 Junction 10; and,

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<sup>3</sup> Including, among others, Icknield Way, Test Valley (175dpa); Cranbrook, East Devon (316dpa to 2015/16); Cambourne, Cambridgeshire (239 dpa), The Hamptons, Peterborough (224dpa)

8 Completion of all 6,000 homes over a 25 year delivery period.

- 5.7 Taking account of the above evidence, Lichfields and the Council believe that a delivery rate of c.250 homes per annum (following a two-year bedding-in period) is the realistic maximum annual rate of delivery that can be supported by evidence, at this juncture. It builds in flexibility against the Buckland strategy and adopts a cautious approach to ensure that the Plan does not fail to deliver against overall housing requirements. This delivery rate allows for flexibility in the delivery trajectory of Welborne, to allow for things such as outlets not delivering at the rate or within the timeframe expected or longer timescales for delivery of the new Junction 10. Thus while supportive of Buckland targeting an average delivery rate of 300+dpa, the Council and Lichfields are of the view that at the current time, to ensure that there is a robust housing trajectory for the Local Plan that can be relied upon, a rate of c.250 homes per annum (with the possibility of an increase to 275 dpa once further emerging evidence is known and confirmed) is the appropriate delivery rate for Welborne Garden Village (albeit still reasonably stretching in its own right).
- 5.8 Both Lichfields and the Council will review and keep the emerging evidence up to date at key stages of the Local Plan process, up to Local Plan Examination, taking account of any factors that might emerge or change. This can in turn support future alterations to the delivery rate expected at Welborne and the impact this could have on other housing sites in the Borough.



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