

The Welborne Plan

Statement on Issues and Questions

Issue 6: Education, Community and Health Facilities (WEL14 – WEL16)

September 2014

CD-13

6.1 *Is there evidence that capacity exists off-site to meet the wider healthcare needs of the Welborne community (for example at Queen Alexandra Hospital)?*

6.1.1 Through the period of representations on the Publication Welborne Plan, Portsmouth Hospitals NHS Trust made a representation (WP088) confirming that the future healthcare needs that are likely to arise from Welborne will be able to be managed at Queen Alexandra Hospital. Their representation also included the expectation that the appropriate infrastructure, such as Primary Care facilities, would be in place to support Welborne.

6.1.2 Evidence which shows what healthcare infrastructure is required at Welborne is identified in the Infrastructure Delivery Plan Review 2013 Stage 1 Report (EV27) and the IDP 2014 Stage 2 Update Report (EV29). This identified the following healthcare infrastructure requirements for Welborne:

Infrastructure	Details
Primary Care Centre	Capacity for at least 8 GPs (1530m ²) by 2035.
Dentists	Capacity up to a maximum of 11 dentists (561m ²) - within Primary Care Centre – by 2035
Pharmacy	Two units by 2030
Optician	Two units by 2030
Extra care housing	34 units by 2050.

6.1.3 These healthcare infrastructure requirements evidenced in EV27 and EV29 are specified in policy WEL14 and policy WEL19 in relation to Extra Care provision.

6.1.4 In terms of existing healthcare capacity in the Welborne locality, the Infrastructure Delivery Plan Review 2013 Stage 1 Report (EV27) indicates there to be an existing provision of one GP per 1538 patients. EV27 compares this to the population per GP ratio in the South Hampshire Sub Regional Strategy of 1,800-2,500 patients per GP, and as such indicating there to currently be some spare primary care capacity within 2.5 km of the Welborne policy boundary.

6.1.5 EV27 indicates the current situation with respect to dentists to be similar, with a ratio of 1,350 people per dentist within 2.5 km of the Welborne policy boundary. In terms of context, this level of provision is compared to the minimum standard developed by the University of Bath’s School of Health of one dentist per 2,000 people. As such, evidence indicates there to currently be some spare capacity in dentistry services in the Welborne area.

6.2 *Is the Council’s approach to securing the shared use of some school facilities for community use sufficiently robust?*

6.2.1 The shared use of school facilities at Welborne with the wider community is an ambition of the Welborne Plan, due to the spatial efficiencies and

reduced long-term running costs that can be gained from such an approach. This ambition is addressed through policies WEL13 and WEL15 both of which require robust assessments on how school facilities could be made available for use with the wider community, to be submitted as part of the planning application(s) for the site. Where such an assessment shows that community and event space cannot be adequately delivered through shared use, then suitable alternative space to meet community needs will be required by the Council.

- 6.2.2 Evidence from Hampshire County Council in their representation (SD06 – representation WP461) supports this ambition of the Borough Council for the shared use of school facilities with the local community.

6.3 *Is the Council's approach to Nursery provision, not on the primary school sites, sufficiently clear and robust?*

- 6.3.1 There is a clear expectation in LP3 paragraph 5.74 and policy WEL15 that space for nursery or early-years provision additional to that at each primary school will be expected to be provided as part of an outline planning application for the site. The evidence identified in the IDP 2014 Stage 2 Update Report (EV29), as detailed in Table 4.1 identifies that the demand for nursery places at Welborne will peak at approximately 390 places in 2035, which would equate to a requirement of up to eight 50 place nurseries.

- 6.3.2 In order to meet this demand at Welborne, policy WEL15 requires space for further nursery development in or near the district centre, local centre and community hub to be provided; requirements that must be considered by the principal landowners in the masterplanning of these areas.

- 6.3.3 Although land for nursery development may be allocated within the masterplanning of the site, there cannot be certainty over the delivery of additional nurseries as the built infrastructure and service will be delivered, funded and operated by the private market. Given the size of the proposed development at Welborne it is more than likely that suitable nursery provision will be provided by reason of market demand irrespective of any policy considerations.

6.4 *Is the timing of the provision of the first primary school by the end of Main Phase 1 appropriate? Should the aspiration be to have the school available sooner?*

- 6.4.1 The requirement for the first primary school, as set out in policy WEL15, is for it to be operational by the time that one form entry of primary aged school children are resident at Welborne. Although policy WEL15 indicates this may be around the end of Main Phase 1 (approx. 2018/19 – 500 homes completed), this timing is not a requirement. The policy provides the flexibility for the school to come forward sooner, particularly if more primary-

aged children are resident at Welborne earlier than the end of Main Phase 1. In preparing this part of Policy WEL15, an earlier trigger point was considered; however, the view of Hampshire County Council was that it would not be economic or feasible to operate a school with less than one form of entry.

6.4.2 The flexibility to allow for the first primary school to come forward sooner and the recognition of the important community role that it is likely to play is outlined in paragraphs 5.78 – 5.81. As such, LP3 allows for and supports the earlier delivery of the first primary school by Hampshire County Council, in their role as education provider.

6.5 *Although the Council has identified two potential sites for a secondary school, the preferred location for the school is to the south of Knowle:*

- ***Is this the most appropriate location for a secondary school, particularly in terms of sustainability (i.e. is it justified?)***
- ***Can this site be satisfactorily delivered (i.e. is it effective?). The secondary school playing fields would be provided within the boundary of Winchester City Council. Would this accord with the policies in the City Council's Development Plan? Is there evidence that the playing fields could be satisfactorily implemented?***

If the Council's current proposal is sound then what is the justification for identifying an alternative site?

6.5.1 The Council has proposed a Suggested Change to the Submitted Welborne Plan identifying an additional alternative location for the secondary school proposed at Welborne. The Suggested Change, along with an addendum to the Sustainability Appraisal and Habitats Regulation Assessment (CD-03a), was the subject of a consultation for a six week period between 25 June and 6 August 2014, following which the change and a minor additional amendment to the Strategic Framework Diagram was submitted to the Examination (CD-03).

6.5.2 A wide range of spatial, land use, infrastructure and thematic options have been considered during development of the Welborne Plan. As the Welborne Plan progressed toward submission, the Council undertook 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 consultation on the Draft Welborne Plan, evidence studies, the Sustainability Appraisal process, and ongoing discussions with the principal landowners and other key bodies.

6.5.3 The Sustainability Report on the Publication Welborne Plan (SA05) summarises the assessment of reasonable alternatives (page 26) and provides detailed sustainability appraisals of options in Appendix G. The outcome of that process identified the option to place the school at the western part of the site south of Knowle as the most sustainable option.

- 6.5.4 The Council recognises that all of the five options summarised in the Sustainability Appraisal Report (SA05) have various advantages and disadvantages. A detailed appraisal of the preferred option to locate the secondary school to the west of the site south of Knowle is set out on pages 7 and 8 of Appendix G of the SA Report (SA05). With regards to the alternative location adjacent to the District Centre, the main disadvantage identified in the appraisal in Appendix G is the following – *“Locating the school adjacent to the District Centre is an accessible location, but would reduce the amount of housing that could be delivered close to the centre, with negative effects on the viability of the centre. It would also leave an undeveloped gap close to the centre until the school is required later in the build-out.”* (SA05, Appendix G). This is also noted in the addendum to the combined Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA), and Habitats Regulations Assessment (HRA), for the Welborne Plan which accompanied the Suggested Change (CD-03a).
- 6.5.5 Welborne will be delivered in accordance with a Phasing Plan to be submitted by the principal landowners. Whatever the potential for accelerating the delivery of a secondary school (see answer to 6.6 below), there is still likely to be a period where this prominent site close to the A32 and adjacent to the District Centre would remain underutilised.
- 6.5.6 The Council believes that the preferred location for a secondary school to the west of the site is deliverable. The proposed layout of the site is set out in paragraphs 5.91 to 5.96 of the Plan.
- 6.5.7 The Welborne joint promoters have objected to the Council’s continued preference for the location of the school (WSC14). Their representations in response to the Proposed Submission Welborne Plan (SD06 – representation WP471) objected to the preferred location (at west side of Welborne) as playing fields are located upon third party land, within another authority area, raising delivery issues, as well as other masterplanning benefits from moving to a different location.
- 6.5.8 Winchester City Council has objected to identification of land within Winchester as school playing fields, stating that the whole school should be accommodated within the built-up part of Welborne within Fareham Borough.
- 6.5.9 Hampshire County Council, as Education Authority, has confirmed through their representation on the Welborne Plan that the site is one to which they would not object and that initial feasibility work shows that site can accommodate the school buildings within the development boundary as set out in Policies WEL3 and WEL16 (SD06 – representation WP461). One possible way in which the proposal may be delivered is set out in Appendix 6A to this statement.
- 6.5.10 The Borough Council has evidence that the owners of the site of the proposed playing fields in the Knowle triangle are supportive of the proposal

(SD06 – representation WP464).

- 6.5.11 The Borough Council notes the representations made by Winchester City Council regarding the layout and uses of land within Winchester and both parties agree on the principle of delivering Welborne as part of the delivery of the South Hampshire Strategy, and there has been significant co-operation as set out in the Duty to Co-operate Statement (SD04).
- 6.5.12 Should proposals come forward for a school to the west of the Welborne site, with playing fields within Winchester District, then it will be for Winchester City Council to determine if the proposed use of part of the land called ‘Knowle triangle’ as school playing fields is acceptable with regards to the adopted Winchester Local Plan and other material considerations. If they are not supportive then it is important that the Welborne Plan identifies alternative proposals to ensure the infrastructure requirements of the development can be met within the site.
- 6.5.13 When considering cross-boundary impacts, delivering a school to the west of the site with the playing fields on the Knowle Triangle has the potential benefits of; providing nearby education and after school facilities for residents of Knowle to access; delivering a substantial visual screening buffer across the remainder of the Triangle from Knowle; and securing the delivery of the remainder of the Knowle Triangle as public open space.
- 6.5.14 The Borough Council considers that the playing fields associated with the preferred option could be delivered in accordance with Winchester City Council’s adopted Local Plan policies. However, the Winchester City Council Local Plan Part 2 is currently being brought forward by the City Council which will provide more detailed planning policy for those parts of the District which are adjacent to Welborne. This provides a further mechanism for dialogue between the authorities for any necessary changes to the City Council’s Local Plan to be considered.
- 6.5.15 The Council is content that the current proposed location for the secondary school to the west of the site is sound, and it remains the Council’s preferred location for the secondary school. The Suggested Change identifying an additional alternative location for the school is justified because it provides a more flexible basis for decision making, in keeping with the flexible approach to the delivery of Welborne set out in paragraph 1.43 of the Plan. This gives a more appropriate balance between the certainty offered by the Welborne Policies Map allocations and the flexibility provided by the Strategic Framework Diagram set out in the Welborne Plan.
- 6.6 *Is the timing of the provision of the secondary school by the end of Main Phase 3 appropriate? Should the aspiration be to have the school available sooner?***
- 6.6.1 As LP3 paragraph 5.87 states; “it will take time to establish the school and to generate sufficient secondary aged pupils to make opening the Welborne

school economic and feasible”. Evidence supporting the Welborne Plan indicates the trigger point for this to be during 2025/26, which is equivalent to the end of Main Phase 3. Four hundred secondary-aged pupils was considered by the infrastructure planning evidence (EV27 and EV29) to be the point at which a secondary school would be economic and feasible to operate. Hampshire County Council has indicated support for this trigger point to be used at Welborne.

- 6.6.2 The ambition of the Council would be to have the Secondary School delivered and operational as soon as practicably possible; however this aspiration has to be balanced against site viability and when the development can afford to deliver this significantly expensive item of infrastructure. To require the earlier delivery of Secondary School would mean the delay in delivering other infrastructure and potentially obliging the educational operator to run an under-sized school, which is not considered to be practicable or resource efficient.
- 6.6.3 In line with paragraph 5.88, the delivery of the secondary school would need to be brought forward if there was insufficient spare capacity in the surrounding schools to meet the needs of Welborne is identified. In this circumstance, policy WEL16 would require the applicants to work with the Local Education Authority, Hampshire County Council, to address the deficit by potentially bringing forward the delivery of the Secondary School at Welborne.
- 6.6.4 In any case, policy WEL16 allows for flexibility in delivery and the exact phasing will be determined through discussion with the Local Education Authority. As such the following **minor modification** is proposed to policy WEL16;

WEL16 - Secondary School Provision (2nd paragraph, 1st sentence)

The school shall be phased to enable an initial intake of pupils by the end of Main Phase 3, or as agreed with the Council, in consultation with Hampshire County Council as Local Education Authority.

- 6.7 ***There is reference to an ‘all-through’ school which ‘will be explored further’. Should not that exploration have already taken place in order to ensure that LP3 is justified (the most appropriate strategy) and effective (deliverable)?***
- 6.7.1 The potential for an all-through school at Welborne has been explored through discussion with the Local Education Authority, Hampshire County Council who has provided broad support for this aspiration, through their representation on the Publication version of the Welborne Plan (LP3). As such, the Welborne Plan provides flexibility to allow for the delivery of one of the required primary schools alongside the secondary school, to function as an all-through school. The main benefit of which are financial savings from the shared use of buildings and services, which could subsequently

allow for the earlier delivery of the secondary school. Although the flexibility of an all-through school is provided, the main strategy for delivery of the schools as outlined in WEL16 of LP3 does not rely upon this strategy.

- 6.7.2 However, based on the County Council's representation, a **minor modification** is proposed to paragraph 5.95 of LP3:

Potential for an 'all-through' school

As referred to above, the opportunity exists to deliver ~~the~~ a primary school and secondary schools within the 'education cluster' adjacent to the Community Hub in the west of Welborne, as a single 'all-through school', and this will be explored further with the County Council. Developing an 'all-through school' in stages, as the new community evolved, could potentially facilitate an earlier provision of secondary education on site.

6.8 Are existing ambulance, fire and police service arrangements appropriate to cover the new community?

- 6.8.1 Evidence in the Infrastructure Delivery Plan Review 2013 Stage 1 Report (EV27) on emergency services identifies the emergency service requirement for Welborne. Taking into consideration existing provision, provision will peak in 2035 and will need to consist of the following requirements:

<i>Emergency service</i>	<i>Requirement</i>
Police Officers	7
Police Community Support Officers	7
Fire Stations	0.7
Ambulances	4

- 6.8.2 In response to these identified requirements, paragraph 5.63 and WEL13 of LP3 specifies the requirement for space within the main community building for a police service hub to function as a base for both the police officers and police community support officers.

- 6.8.3 In respect of ambulance provision, the Infrastructure Delivery Plan Review 2013 Stage 1 Report (EV27) provides evidence to show that specific ambulance infrastructure at Welborne is not required due to the new South East Hampshire Resource Centre at North Harbour which houses all of the South East Hampshire ambulance provision, including Fareham. The Welborne development will however be required to make appropriate financial contributions towards the required ambulances as specified above, but this provision has no land use implications for Welborne and as such is not covered by policy in LP3.

- 6.8.4 With respect to fire stations, evidence on page 13 of the IDP 2014 Stage 2 Update Report (EV29) and reproduced above identifies that Welborne will give rise to the need for some additional fire station provision, but not a complete new fire station. This position is supported following discussions

with Fire Service Officers during the preparation of the Draft Welborne Plan in 2012/13. These discussions indicated that in the short and medium term Fareham Fire Station will provide the service for Welborne, with some potential service being met from the Wickham Fire Station. We understand that in the longer term, a new location is potentially being sought for the Fareham Fire Station that will be better able to provide service to the full Welborne development of 6,000 homes and the surrounding area. However, The Fire Service has not asked the Council to plan for any new fire station provision within the Welborne site.

- 6.8.5 As with ambulance provision, as no Fire Service infrastructure is being planned at Welborne itself it is not covered by policy in LP3, as there are no land use implications for Welborne. The Welborne development however will be required to make appropriate financial contributions towards Fareham Fire Station in order to secure the additional provision that is required to meet the needs of Welborne. These are outlined in Table 9.5 of the Infrastructure Delivery Plan Review 2013 Stage 1 Report (EV27).

APPENDIX 6A

Possible Layout of Secondary School in west of Welborne

