



# Background Paper: UPDATING THE WELBORNE PLAN

October 2017

## 1.0 Introduction

- 1.1 The Local Plan is a plan for the future development of the local area prepared by the Local Planning Authority (LPA). To be effective, Local Plans need to be kept up-to-date. This is a key requirement of National planning policy.
- 1.2 The adopted Fareham Borough Council Local Plan is currently formed of:
- Local Plan Part 1: Core Strategy (August 2011)
  - Local Plan Part 2: Development Sites and Policies (June 2015)
  - Local Plan Part 3: The Welborne Plan (June 2015)
- 1.3 The Local Plan Part 1: Core Strategy (2011) was adopted in August 2011 prior to the publication of the National Planning Policy Framework (NPPF) (2012). Whilst Local Plan Part 2: Development Sites and Policies was only adopted in June 2015, as part of the Council's review of Local Plan Part 1, the Local Planning Authority (LPA) need to look at meeting housing, employment and other needs in order to support the future growth of the Borough. Therefore, updating Part 1 of the Plan will mean that consequential updates to the identified development sites which form Part 2, will also need to be undertaken.
- 1.5 Part 3 of the adopted Local Plan comprises the Welborne Plan, which sets out the broad type, location, amount and character of the development at Welborne; a strategic new 6000 home Garden Village located in the north of the Borough. The Council's adopted Core Strategy (2011) allocated the new community as a Strategic Development Area through policy CS13, however that policy is now out of date for a number of issues, including the quantum of development, and is effectively superseded by policy WEL2 of the Welborne Plan (2015). Policy CS13 will be superseded as part of the Council's review of Local Plan Part 1, however a replacement policy in the Draft Local Plan will ensure that the new Plan is aligned to the Welborne Plan (2015). There are no policies in Local Plan Part 2 which specifically relate to the development of Welborne.
- 1.6 The ambition is for Welborne to be as self-contained as possible and the Welborne Plan (2015) fully sets out the requirements for how this sustainable new community should be delivered and the infrastructure that is required to support it. As such, the Welborne Plan does not need to be amended to take into account any other policy changes across the wider Borough as proposed in the Draft Local Plan. Indeed, the Draft Local Plan will plan for development in the Borough up to 2036, which is consistent with the end date of the Welborne Plan.



## 2.0 Considering the review of the Welborne Plan

- 2.1 Policies age at different rates depending on local circumstances. The National Planning Policy Guidance assumes that most Local Plans are likely to only require updating in whole or in part every five years and that reviews should be proportionate to the issues in hand. Local Plans may be found sound conditional upon a review in whole or in part within five years of the date of adoption. The NPPF (2012) also makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas). However, it also sets out that Local Plans can be reviewed in whole or in part to respond flexibly to changing circumstances. There is provision for separate Local Plans, for example a separate site allocations document or Area Action Plan, but clear justification is required to do this.
- 2.2 This is particularly relevant for Local Plan Part 3: The Welborne Plan (2015). Although the Welborne Plan (2015) was adopted at the same time as Local Plan Part 2 it forms a 'standalone' planning document specifically for the delivery of a new settlement of circa 6,000 new homes and supportive infrastructure. Development of this strategic site, to deliver some of the Borough's much needed housing and employment land is one which has been long established and agreed by the Council.
- 2.3 The adopted Welborne Plan (2015) has due regard for current national policy, as well as joint-work undertaken by the Partnership for Urban South Hampshire (PUSH). It is also informed by a Sustainability Appraisal (updated 2014) which was undertaken in line with the current relevant legislation. Other evidence base documents include (but are not inclusive<sup>1</sup>):
- Concept Masterplan Final Report (2014)
  - Fareham Retail Study (2012)
  - Environmental Noise Assessment (2014)
  - Welborne Employment Strategy (2013)
  - Housing Market Assessment: Summary Report (2013)
  - Build out Rates Study (2013)
  - Welborne M27 Junction 10- Preferred Option Note (2014)
  - Landscape Study (2012)
  - Implementation plan Final Report (Indoor and Outdoor Sports Facilities Assessment) (2012)
  - Archaeological Review (Update) (2013)
  - Green Infrastructure Strategy (2014)
  - Welborne Plan- Wastewater Treatment (2014) (various documents)
  - Infrastructure Delivery Plan (updated report) (2014)
  - Welborne Infrastructure Funding Strategy (2014) (various documents)
- 2.4 Given the timing and publication of the evidence base documents which specifically relate to Welborne, it is the view of the LPA that most of these documents remain up-to-date and the Council is therefore not intending to review them.
- 2.5 However, there are two areas of the Welborne Plan which will be updated as part of the Draft Local Plan; the phasing programme and annual delivery trajectories for both housing (Welborne Plan Tables 10.1, 11.1 and 11.2) and employment floorspace (Welborne Plan Tables 10.2 and 11.1). The information in the Welborne Plan on these aspects is now out of date, due to unforeseen delays to the start of delivery and also

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<sup>1</sup> A full list can be found on the Council's website, via the following link:  
[http://www.fareham.gov.uk/welborne/local\\_plan/welbornesubmissionlibrary.aspx](http://www.fareham.gov.uk/welborne/local_plan/welbornesubmissionlibrary.aspx)

due to more up to date evidence on housing and employment delivery rates.

2.6 Updating the delivery rates is important, as the delivery of housing and employment floorspace at Welborne forms an intrinsic part of the LPA's assessment of the wider Borough housing land supply and Welborne's contribution to the Objectively Assessed Housing Need by 2036.

2.7 Further evidence studies have been undertaken which review the housing and employment delivery rates evidence for the Welborne Plan and set out updated delivery evidence, these are;

- Welborne Garden Village: A Delivery Trajectory for Welborne' (Lichfield & Fareham Borough Council, 2017);
- Employment Land Review (BE Group & Fareham Borough Council, 2017).

2.8 The level and type of retail provision planned for at Welborne by the Welborne Plan has also been reviewed in the context of the Draft Local Plan. This is set out in the following evidence study:

- Fareham Retail and Commercial Leisure Study (Nathaniel Lichfield & Partners, January 2017).

### 3 Is the Welborne Plan (June 2015) still “sound”

3.1 The Welborne Plan (2015) was assessed and found to be “Sound” by an Inspector (subject to modifications) in May 2015. By doing so it was confirmed that in accordance with section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF (2012) it was:

- Positively prepared
- Justified
- Effective
- Consistent with national policy

3.2 Given the long-established need for Welborne, the Welborne Plan remains a key part of the Council’s housing delivery strategy for meeting Objectively Assessed Housing Need in the Borough, in line with the national growth agenda. The Welborne Plan was positively prepared in consultation with the local community, infrastructure providers and other stakeholders and this remains so.

3.3 Although there is a need for the Council to meet its Objectively Assessed Housing Need there remains an appropriate balance to be achieved by the Council in ensuring that economic, social and environmental benefits can be achieved from development. As the total quantum of proposed development at Welborne is not changing, the Plan remains in line with the Sustainability Appraisal. Policies within the Welborne Plan (2015) set out the overarching quantum of development and supporting infrastructure needed to deliver the new sustainable community. However, policies are worded as such so they are sufficiently flexible to respond to the need and demand at the time development (and phases) take place.

Officers have reassessed all policies within the Welborne Plan (June 2015) and have set out how they remain justified, but have also identified areas which may in the future need to be revised. Furthermore officers have reviewed the Welborne Plan policies with respect to any changing legislation. The full policy review is contained within Appendix A to this paper.

3.4 Chapter 10 (paragraph 10.01- 10.37) of the Welborne Plan sets out the indicative trajectory for the delivery of Welborne, whilst paragraph 10.33 is clear that the trajectories are the Council’s preferred approach to delivery. The Council recognises that given the long build out of the development, it is essential that the approach is flexible and can adapt to changes over the life time of the plan. For these reasons the phasing plan should be seen as a guide. This is confirmed in policy WEL41 which requires the submission of an infrastructure and phasing plan as part of the initial planning applications.

3.5 As discussed in section 2, the development of Welborne is a key part for how the Council will meet its Objectively Assessed Housing Need. Therefore, the trajectory and timeline of both housing and employment floorspace delivery are being updated as part of the Draft Local Plan, in order to robustly demonstrate how Welborne will contribute to meeting the Borough’s overall Objectively Assessed Housing Need. The new trajectories set out in the Draft Local Plan will then supersede the trajectories in the Welborne Plan. However, it must be made clear that the trajectories and phasing do not form part of adopted planning policy and such would not directly affect the policies contained within the Welborne Plan (June 2015).

## 4.0 Delivery and Land Ownership

- 4.1 An outline planning application (ref: P/17/0266/OA) was submitted for the whole site by Buckland Development Ltd on 6 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.
- 4.2 In addition, a full planning application was submitted on 17th February 2017 (validated on 16th 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.
- 4.3 Land assembly took a major step forward in September 2017 with Buckland acquiring the Dean Farm Estate, some 50% of the allocated site, and consequently bringing over 90% of the Welborne Garden Village site under one single ownership.
- 4.4 Ultimately the purpose of this plan is to facilitate the delivery of a strategic new community and in light of the above planning applications it is considered that a review of the Welborne Plan at this time would only create uncertainty to both Officers and to the principal promoter looking at how to bring forward this site for development. This is because a review of the Welborne Plan implies a change in the policy requirements which could have material planning considerations. This could lead to further delays or costs (potentially impacting viability) on the delivery of Welborne.

## 5.0 Delivery Trajectories

5.1 Drawing on the evidence base report 'Welborne Garden Village: A Delivery Trajectory for Welborne' (Lichfield & Fareham Borough Council, September 2017), a revised housing delivery trajectory for Welborne is set out in Table 1. This delivery trajectory underpins the approach to housing delivery for the rest of the Borough as set out in the Draft Local Plan.

| Delivery Year | Year         | Dwellings per annum | Further Information  |
|---------------|--------------|---------------------|--|
|               | 2016/17      | 0                   | Outline Planning Application received.   |
|               | 2017/18      | 0                   | Anticipated determination of Outline Planning Application.                                   |
|               | 2018/19      | 0                   | Anticipated Reserved Matters applications for Phase 1.                                       |
|               | 2019/20      | 0                   | Anticipated commencement of Phase 1 site works.  |
| 1             | 2020/21      | 140                 | Anticipated first housing completions  |
| 2             | 2021/22      | 200                 |  |
| 3             | 2022/23      | 250                 |  |
| 4             | 2023/24      | 250                 |  |
| 5             | 2024/25      | 250                 | Anticipated delivery of Junction 10 improvements   |
| 6             | 2025/26      | 250                 |  |
| 7             | 2026/27      | 250                 |  |
| 8             | 2027/28      | 250                 |  |
| 9             | 2028/29      | 250                 |  |
| 10            | 2029/30      | 250                 |  |
| 11            | 2030/31      | 250                 |  |
| 12            | 2031/32      | 250                 |  |
| 13            | 2032/33      | 250                 |  |
| 14            | 2033/34      | 250                 |  |
| 15            | 2034/35      | 250                 |  |
| 16            | 2035/36      | 250                 | By 31 March 2036, a total of 3840 dwellings are expected to have been completed at Welborne. |
| 17            | 2036/37      | 250                 |  |
| 18            | 2037/38      | 250                 |  |
| 19            | 2038/39      | 250                 |  |
| 20            | 2039/40      | 250                 |  |
| 21            | 2040/41      | 250                 |  |
| 22            | 2041/42      | 250                 |  |
| 23            | 2042/43      | 250                 |  |
| 24            | 2043/44      | 250                 |  |
| 25            | 2044/45      | 160                 |  |
|               | <b>Total</b> | <b>6000</b>         |  |

Table 1: Revised Welborne Housing Delivery Trajectory

5.2 A revised employment floorspace trajectory for Welborne is also set out in Table 2. This floorspace delivery trajectory underpins the approach to employment floorspace delivery for the rest of the Borough, as set out in the Draft Local Plan. This revised trajectory is predicated on the basis that the majority of employment floorspace delivery will take place following the delivery of Junction 10 improvements.

| Phase                   | 1<br>(2015/16-<br>2018/19) | 2<br>(2019/20-<br>2021/22) | 3<br>(2022/23-<br>2025/26) | 4<br>(2026/27-<br>2029/30) | 5<br>(2030/31-<br>2035/36) | Beyond<br>2036 | Total       |
|-------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------|-------------|
| B1a                     | 0                          | 0                          | 600                        | 4,200                      | 6,600                      | 12,600         | 24,000      |
| B1c/B2                  | 0                          | 998                        | 2660                       | 6,319                      | 8,313                      | 14,965         | 33,255      |
| B8                      | 0                          | 0                          | 1600                       | 8,000                      | 9,600                      | 20,800         | 40,000      |
| Demolitions             | 0                          | 0                          | 0                          | 0                          | -13,860                    | 0              | -<br>13,860 |
| Total Net               | 0                          | 998                        | 4,860                      | 18,519                     | 10,653                     | 48,365         | 83,395      |
| Total Net<br>Cumulative | <b>0</b>                   | <b>998</b>                 | <b>5,858</b>               | <b>24,377</b>              | <b>35,030</b>              | <b>83,395</b>  |             |

*Table 2: Revised Welborne Employment Floorspace Delivery Trajectory*



## 6.0 Conclusions

- 6.1 For reasons set out, it is the view of the Local Planning Authority that the Welborne Plan remains a positively prepared, justified and effective plan which is consistent with national policy. It is based on an up-to-date and robust evidence base but is sufficiently flexible to respond to local demand and need. In view of this, and in order to facilitate the delivery of Welborne there is no justification at this time to review the Welborne Plan.