

The Welborne Plan

Statement on Issues and Questions

Issue 3 - Site, Setting, Allocations, Design Principles and Character Areas (WEL3 to WEL8)

September 2014

CD-10

3.1 *Is the proposed boundary of Welborne appropriately justified?*

- 3.1.1 The adopted Fareham Core Strategy provides a broad indication of where Welborne (North of Fareham Strategic Development Area) will be located, together with an assessment of the development potential within that area. The expectation was that the precise boundary would be identified in the proposed Area Action Plan (now known as the Welborne Plan). The broad area identified in the adopted Core Strategy represented the extent of the unconstrained available land, but further testing of constraints together with an assessment of the most appropriate balance of land-uses would be required before a definitive boundary could be drawn.
- 3.1.2 As part of the front-loading exercise for the preparation of the Welborne Plan a number of options were tested, and a round of consultation was undertaken in July 2012 (FBC16). The 4 main options included an option which proposed employment at Junction 11 of the M27 motorway, with the A32 effectively diverted to this junction; and an option with employment at J11 but with no new road; an option broadly similar to the preferred option in the Welborne Plan; and an option which placed all the development west of the A32.
- 3.1.3 A Sustainability Appraisal was undertaken in April 2013 (SA03), to test the emerging options. This process found that the option to locate all development west of the A32 was identified as the most sustainable at that point. This option was also the most favoured by respondents to the 2012 consultations. However, a large number of respondents to this option expressed concerns that a development of the scale proposed would not have sufficient critical mass to meet all its infrastructure requirements or effectively mitigate its traffic impacts, and could lead to pressures for higher densities.
- 3.1.4 Further testing of the options was undertaken, in the light of emerging evidence studies, including the Economic Strategy, which informed the preparation of the Draft Welborne Plan which was published for consultations, as required by Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012, in April 2013. This draft version of the Plan identified the preferred boundary for Welborne, which has remained unchanged and is the same as the submitted Plan.
- 3.1.5 The preferred boundary option, as set out in the submitted Welborne Plan, is consistent with the adopted Core Strategy and has been developed with the intention of establishing a balance between the number of homes and employment floorspace, open space provision and community facilities in order to promote sustainable development and maximise opportunities for self-containment. It is also considered as the most sustainable option when tested against the three broader dimensions of sustainable development, (economic, social and environmental), as defined in paragraph 7 of the NPPF. The proposed boundary as set out in the Welborne Plan, therefore, represents the most sustainable and effective use of the available unconstrained land.

3.2 Has the Council satisfactorily assessed the constraints to development in the area, including biodiversity, agricultural land value, highway capacity and noise, flood risk, utilities infrastructure, archaeological and other heritage assets, and landscape quality? Where necessary are identified assets afforded appropriate protection?

3.2.1 The Council feels that it has satisfactorily assessed the constraints through the development of a comprehensive evidence base which informs LP3. The full evidence base documents are listed in LP3 - Appendix A, but those documents which address the identified issues above have been compiled into Table 1 below in order to provide additional clarity.

Table 1

Environmental and Built Environment indicator	Evidence	Document Reference
Biodiversity	➤ Sustainability Report; Appendix B, pp.17-38	SA05
	➤ Appropriate Assessment Report	HRA04
	➤ Welborne Plan; Appendix B.1	SD01
Agricultural land value	➤ Sustainability Report; Appendix B, pp. 97-99	SA05
Highway capacity and noise	➤ North Fareham Strategic Development Area: Smarter Choices Study	EV14
	➤ Transport Modelling Summary	EV16
	➤ Welborne Transport Strategy	EV17
	➤ Environmental Noise Assessment	EV07
	➤ Welborne Plan; Appendix B.1	SD01
Flood risk	➤ Sustainability Report; Appendix B, pp.104-106	SA05
	➤ PUSH Strategic Flood Risk Assessment	LD01
	➤ Welborne Plan; Appendix B.1	SD01
Utilities	➤ Welborne Plan; Appendix B.1	SD01
Archaeology	➤ Sustainability Report; Appendix B, pp. 62-64	SA05
	➤ Archaeological Review, Fareham SDA	EV20
	➤ Welborne Plan; Appendix B.1	SD01
Heritage	➤ Sustainability Report; Appendix B, pp. 59-62	SA05
	➤ Welborne Plan; Appendix B.1	SD01
Landscape quality	➤ Sustainability Report; Appendix B, pp. 73-82	SA05
	➤ New Community North of Fareham Landscape Study	EV18

Note: Only the most recent report has been referenced in Table 1 in regard to Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA). However, both SA and HRA consist of iterative processes which have produced a range of reports. For reference, for SA these consist of SA01 – SA05 and for HRA these consist of HRA01 – HRA04.

3.2.2 The Sustainability Appraisal (SA) (including Strategic Environmental

Assessment; SEA) addressed the full suite of environmental receptors listed on Schedule 2 of the SEA Regulations, as well as the relevant socio-economic factors which are necessary to complete an SA. An explanation of how the SA has addressed the identified constraints is presented in Appendix 3A to this statement.

Affording Appropriate Protection

3.2.3 The Welborne Constraints Plan (LP3, Appendix B.1) identifies a range of constraints within or close to the Welborne site which will be protected during detailed design considerations. These include listed buildings, overhead electrical lines, the noise constrained area for residential development, high and intermediate pressure gas pipelines, ancient woodland, ancient woodland remnants, Sites of Importance for Nature Conservation, flood zones 2 and 3, minerals safeguarding areas, ground water source protection zones, and air quality assessment zone, and the Neolithic long barrow.

3.2.4 Protection is afforded to these constraints through policy and the supporting text in LP3, a summary of which is provided in Table 2, and through the Habitats Regulations Assessment.

3.2.5 Table 2

Constraint	Appropriate Protection measures in LP3
Biodiversity	Paragraphs 3.15-3.16 identify the need for buffers along the edge of new built development, the need to retain certain hedgerows and trees and the need to protect Sites of Importance for Nature Conservation (SINC). Protection provided through policy WEL31: which requires initial planning applications to be supported “ <i>by a full ecological assessment</i> ”
Agricultural land value	The loss of agricultural land was considered by the Inspector at the examination of the Fareham Core Strategy (LP1). The inspector took this loss into account when finding LP1 sound and as such, agreeing to the principle and boundary of Welborne. As such, although the loss is regrettable, this issue has already been overcome.
Highway capacity and noise	Paragraph 3.11 identifies traffic noise as a potential constraint against residential development in areas of the site. Highway capacity is afforded protection through policy WEL23 which stipulates that “ <i>Proposals to develop all or part of Welborne must be accompanied by a full Transport Framework and Transport Assessment for the site as a whole.</i> ”
Flood risk	Paragraph 3.12 indicates the site to be at very low risk of fluvial flooding. Evidence indicates that development of the site may increase the risk of downstream communities due to an increase in surface water. As such, protection for downstream communities is afforded by policy WEL39 which requires that “ <i>The development of Welborne shall manage flood risk through the integration of a Sustainable Drainage System (SuDS)</i> ” and that “ <i>The site promoters shall carry out a flood risk assessment for the development</i> ”

	<i>site, to demonstrate that the proposed development will not increase flood risk on the Welborne site or elsewhere.”</i>
Utilities	Paragraphs 3.8 - 3.10 identify the on-site utilities infrastructure constraints that exist; gas pipelines (high and intermediate pressure), high-voltage overhead power lines and high pressure water mains, and provide an indication of how such constraints must be taken into consideration within development proposals for the site.
Archaeology	Paragraph 3.21 identifies that there is a Neolithic Long Barrow on-site and as such policy is afforded through policy WEL8 <i>“Before commencing any development, the area shall be assessed for its archaeological and historic environment potential in accordance with the heritage strategy and historic environment management plan agreed by the Council.”</i>
Heritage	Paragraphs 3.17 – 3.20 identify the listed buildings on the site which will require protection. This is afforded through policy WEL8 which requires that <i>“Initial or outline planning applications shall be accompanied by a heritage strategy and an historic environment management plan, prepared by site promoters”</i>
Landscape quality	Paragraph 3.22 identifies the areas of the site which are of high landscape sensitivity, whilst paragraphs 8.40 - 8.45 further determine the landscape quality. Protection to the landscape is afforded through WEL33 which specifies that <i>“Initial planning applications for the development of Welborne will be permitted where they are accompanied by a structural landscaping scheme which identifies how the existing landscape features on and around the site can be strengthened and used to create a unique 21st century model for a new garden community”</i> . Protection will also be afforded through the design measures specified in the draft Welborne Design Guidance SPD.

Habitats Regulations Assessment

- 3.2.6 The HRA screening procedure (HRA03 and HRA04) concluded that a range of likely significant effects on European sites required consideration during the appropriate assessment stage, including atmospheric pollution, disturbance, effects on supporting habitats, water abstraction and supply, and waste water treatment and discharge. All of these likely significant effects are relevant to the question.
- 3.2.7 HRA04 (section 7.2) concluded that LP3 would not adversely affect the ecological integrity of relevant European sites as a result of these impact pathways, with the exception of Solent Maritime SAC and Solent and Southampton Water SPA/Ramsar. Regarding these European sites HRA04 concluded that there was currently uncertainty regarding the potential for wastewater treatment and discharge impacts, and this is further addressed by the Council’s response to Inspector’s questions 1.5 and 9.3.
- 3.2.8 However, HRA04 (para 7.3.3) also included a range of recommendations for consideration within the HRA at the planning application stage under Regulation 61. It is understood that the principal landowners are currently

undertaking work to enable the provisions of Regulation 61 to be met.

- 3.3 *In broad terms, is the disposition, scale, density and type of proposed land use (for example as shown on the Strategic Framework Diagram), appropriate and justified? Are the uses proposed for land at 72, Kiln Road (employment) and to the east of the A32, west of Pook Lane and north of the M27 (landscape buffer), justified and achievable? (See representations WP465 and WP466).***
- 3.3.1 Paragraphs 1.48 to 1.53 of the submitted Welborne Plan outline how work to build an understanding of the character, capacity and constraints of the site area informed the distribution of land uses and the extent of the site area necessary to provide the required scale of development.
- 3.3.2 The Concept Masterplan process brought together the various strands of evidence to produce a coherent vision for how a sustainable new community can be developed. The masterplan has been through an iterative process, outlined in the Options Study (EV04), Preferred Option Report (EV05) and Final Report (EV06). At each stage the concept masterplan has been tested through consultation with the principal landowners, community representatives and with other relevant bodies.
- 3.3.3 The Council's Sustainability Appraisal process has also informed the decision making process. A record of the extensive testing of options is set out in the various Sustainability Appraisal reports, culminating in the Sustainability Report on the Publication Welborne Plan (SA05).
- 3.3.4 Paragraph 1.50 makes it clear that the Strategic Framework Diagram is indicative and does not seek to fix the exact location of the various spatial elements of the development. Rather it provides the appropriate level of flexibility to deal with development proposals, but provides a suitable basis for guiding the delivery of the next stage of the detailed comprehensive masterplanning, which will be needed to accompany planning applications for Welborne.
- 3.3.5 The Strategic Framework Diagram covers the whole of the Welborne site, including other land holdings not under the control of the two principal landowners of the site. Paragraphs 3.49 to 3.51 of the Welborne Plan outline the position regarding those third party landholdings within the Plan Boundary.
- 3.3.6 None of these landholdings are specifically required to achieve the overall vision for Welborne, but facilitate a more comprehensive approach. Should these landholdings come forward, the appropriate use is established by the Strategic Framework Diagram and Welborne Policies Map, but individual proposals will be judged on their own merits.
- 3.3.7 It should be clear that the Strategic Framework Diagram is not a Policies Map for Welborne – it sets the broad spatial expression of the policies in the

Welborne Plan. Nonetheless it is based on a careful consideration of the available evidence of constraints and opportunities for how the new community may be developed.

- 3.3.8 Regarding the land at 72 Kiln Road, given the noise constraints affecting part of the site (see Constraints Map at Appendix B.1 in LP3) as set out in the Council’s Environmental Noise Assessment (EV07) and the likely employment uses of land to the east and the west of the site, should it come forward for development, it is considered that employment is likely to be the most suitable use for the site. This is reflected in the Strategic Framework Diagram.
- 3.3.9 The principal landowner’s aspirations for residential development on the site are recognised (SD06 – representation WP471). However, the Council has no compelling evidence to date that the site could be delivered in a way in which would overcome the relevant noise constraints and be delivered in an acceptable way, in accordance with the policies within LP3. Nonetheless, the Council is not ruling out the potential, subject to significant further work and evidence on behalf of the owners, for the site to accommodate some residential development in an acceptable manner which would not prejudice delivery of the employment and other uses in that part of the Welborne site. However, the purpose of the Strategic Framework Diagram is to provide guidance for the delivery of subsequent masterplanning for the development and for the consideration of planning applications – it is not intended to allocate land uses.
- 3.3.10 Regarding land west of Pook Lane and north of the M27, the land is subject to constraints as recognised by the landowner in their representation (SD06 – representation WP471). In addition, the site is separated from the likely area to come forward for employment east of the A32 by Pook Lane. This land also provides an opportunity to contribute towards a landscape buffer running along a significant section of the A32, as identified in the Council’s Green Infrastructure Strategy (EV21). However, it is possible that employment land may be deliverable on this site, subject to the consideration of detailed matters including access arrangements, noise constraints and the high pressure gas pipeline.
- 3.4 *There are a number of proposed land uses where uncertainty remains, yet paragraph 1.60 of the Plan advises that planning applications need to be ‘consistent with the Strategic Framework Diagram’. Does this reliance on the Diagram provide sufficient flexibility to accommodate any change in circumstances?***
- 3.4.1 The preparation of the Strategic Framework Diagram has been informed by the outcomes of the concept masterplanning process. This process set out to help define the landscape character of the site and surrounding area, and importantly to test potential site capacity. The concept masterplan was never meant to be prescriptive.

- 3.4.2 Paragraph 1.50 of the Welborne Plan stresses the point that the Strategic Framework Diagram is indicative and does not seek to fix the exact location of the various land-uses. While paragraph 1.52 makes it quite clear that the principal landowners should not feel constrained, as the Strategic Framework provides sufficient flexibility for a range of different masterplanning solutions.
- 3.4.3 Importantly the Strategic Framework Diagram is based on a realistic land budget which clearly demonstrates that the proposed land-uses at Welborne are realistic and deliverable. It also shows how the component parts might all fit together regardless of whether there is one or more comprehensive masterplans prepared for the site, and is expected to influence and guide the preparation of the principal landowners' Structuring Plan, as required by policy WEL4.
- 3.4.4 Paragraph 3.44 of the Welborne Plan also makes it clear that the Strategic Framework Diagram is a high level plan that is not designed to cover all the detail required to guide future planning applications. The detailed form and layout of Welborne will be determined through the Structuring Plan and comprehensive masterplanning process for the whole site. Therefore, to some extent the importance of the Strategic Framework Diagram will be superseded by the Structuring Plan once it is approved at the initial planning application stage and by the approval of successive comprehensive masterplans. These will provide another layer of detail to guide the development of Welborne alongside subsequent detailed planning applications.
- 3.4.5 The wording of paragraph 3.44 is therefore, in the opinion of the Council, sufficiently clear in stating that planning applications will need to comply with the relevant policies in the Welborne Plan, including the Policies Map and be consistent with, but not necessarily stringently follow, the Strategic Framework Diagram. An example of this is the employment area depicted on the Strategic Framework Diagram and the flexibility that WEL9 provides over the quantum of employment floorspace. See also the Council's responses to Q4.2, Q4.4 and Q4.6.
- 3.5 ***There are references in the policies to over 20 documents that the Council would expect from prospective developers at various stages in the development process. Bearing in mind local plans should make clear what is intended to happen, where and when this will occur and how it will be delivered, is there sufficient clarity regarding the Council's expectations in terms of delivery. Is the Council's comprehensive approach as set out in policy WEL4 sufficiently clear and will it be effective? If not how could clarity be improved?***
- 3.5.1 The Welborne Plan refers to a number of documents that would be required at various stages in the development process. The number of documents required is proportionate to the scale and complexity of the Welborne site. Several of the documents referred to are also included within the list of local

requirements. The table in Appendix 3B to this statement provides a summary of the documents referred to within the Welborne Plan, where they are referenced within the plan, when they are required and the information they would have to provide. Documents referred to in the draft Welborne Design Guidance SPD are also included in the table.

- 3.5.2 Policy WEL6 sets out the general design principles which will guide the future development at Welborne. The design principles within policy WEL6 are high level principles which are designed to be read in conjunction with the Welborne Design Guidance SPD which provides more detailed guidance under several headings.
- 3.5.3 Policy WEL7 requires the applicants to prepare design codes to demonstrate how the proposed development responds to the unique characteristics of the area and how they will need to ensure consistency in the approach to designing key items of infrastructure. The draft Welborne Design Guidance SPD (EV49) sets out what is required by the design codes in terms of: concept and vision; development character; access and movement; green infrastructure; residential areas; employment areas; community centres and the public realm. The current draft Welborne Design Guidance SPD outlines what is required by the design codes in terms of content and also makes it clear what the design codes must achieve in terms of securing the overall vision for Welborne.
- 3.5.4 The Council considers that the expectations for Welborne in terms of delivery have been clearly specified within policy WEL6, policy WEL7 and the draft Welborne Design Guidance SPD. The requirements of policy WEL6, policy WEL7 and the draft Welborne Design Guidance SPD make it clear what is required in terms of the quality expected, while also remaining sufficiently flexible so as not be overly prescriptive.
- 3.5.5 Policy WEL4 is designed to ensure that a comprehensive approach is taken to the design of the Welborne site as a whole. It requires the applicants to jointly prepare a Structuring Plan and provides details of what the Structuring Plan will incorporate. Policy WEL4 also explains the relationship between the Structuring Plan and the applicants' individual comprehensive masterplans and how the documents should relate to the Council's overall Strategic Framework Diagram.
- 3.5.6 The flowchart contained within the draft Welborne Design Guidance SPD (EV49) provides a summary of the main documents required to ensure a comprehensive approach. The Council considers that policy WEL4 clearly explains the stage at which each of the main documents are required, the role of each document and what should be contained within each document.
- 3.5.7 To ensure that the comprehensive approach is effective, policy WEL7 requires strategic design codes to be submitted with initial applications and with applications for each phase of development. The strategic design codes will illustrate how the future development relates to each of the main

components of the Structuring Plan and the relevant masterplan. The strategic design codes will also ensure design consistency and quality throughout the phases of Welborne. The Schedule of Changes to the Publication Draft Welborne Plan (SD02) includes a minor change to policy WEL7 which provides further clarity.

3.6 *Will the identified settlement buffers be sufficient to ensure the satisfactory achievement of the Council's objective of maintaining settlement separation? Are the references to precise distances in policy WEL5 unduly prescriptive?*

3.6.1 Policy CS13 in the adopted Core Strategy requires green buffers to be incorporated into the layout of Welborne to prevent the coalescence with Knowle, Wickham, Funtley and Fareham, but did not specify the width of the buffer. The settlement buffers were identified through the concept masterplanning process and buffers with a minimum width of 50 metres were set out in policy WEL5 in respect of Knowle, Wickham and Funtley. Fareham Common acts as a buffer to the north of Fareham and is considerably wider than 50 metres.

3.6.2 The northern boundary of Welborne is approximately 725 metres from the settlement boundary of Wickham as defined in the Winchester Local Plan Review 2006. However, there is a pocket of ribbon development adjoining Welborne, in the Winchester District along the A32. To the east adjoining the A32 is Blakes Copse which has been identified as a Site of Importance for Nature Conservation because it is a remnant of ancient woodland, to the west is the ancient woodland at Dash Wood, which has been identified in the Plan as potential mitigation land. Therefore a 50 metre buffer strip is proposed along the northern most boundary to link the two areas of woodland and to provide a landscape buffer, to soften this edge and to ensure sufficient separation between Welborne and the nearest housing.

3.6.3 The Knowle Triangle will act as a buffer between Welborne and Knowle, but it is considered necessary for a further strip of land to be identified to the north of the Knowle Triangle to maintain the sense of separation from the nearest housing in Knowle and Ravenswood a secure hospital.

3.6.4 A 50 metre buffer is also proposed for Funtley; however as Appendix 3C (to this document) clearly shows in practice the degree of separation is much wider due to the presence of the recreation ground and back gardens.

3.6.5 A number of respondents have argued that 50 metres does not represent a sufficient gap to properly avoid Welborne from coalescing with the adjoining settlements, while the principal landowners (SD06 – representation WP471) feel that the policy is too prescriptive, especially in respect of the buffer with Wickham.

3.6.6 It is an integral part of the vision for Welborne that it should be set apart but connected to Fareham. The Council maintains that the extent of the

proposed buffers as shown on the Welborne Policies Map achieves a proper balance between effectively using the available land, allowing for good pedestrian and cycling links, while ensuring that there is no coalescence.

3.7 *Should policy WEL6 make reference to potential housing densities (or elsewhere in the Plan)?*

3.7.1 The Concept Masterplan for Welborne was predicated on an average site density of around 33 dwellings per hectare. However, the eventual residential density at Welborne will be dependent on a range of inter-relating factors such as place-making and the provision of infrastructure. Given the large-scale nature of the site, and the length of time it will take to build out, the average residential density will inevitably vary across it, dependent on the different constraints and prevailing market conditions that will be associated with the respective phases. As such, arbitrarily imposing a density target at this stage in the planning process would add an unnecessarily restrictive constraint to the development.

3.7.2 The Welborne Plan and associated draft Welborne Design Guidance Supplementary Planning Document (EV49) instead focus on striking a balance between ensuring that development makes efficient use of the site to provide housing, with character and design considerations. This approach is consistent with the NPPF which, unlike its predecessors, deliberately avoids the stipulation of residential density, shifting the emphasis to the qualitative aspects that define good design.

3.7.3 Policy WEL3 requires the delivery of approximately 6000 dwellings at Welborne. Policy WEL4 requires the applicants' Structuring Plan to be consistent with the Strategic Framework Diagram and policies of the Plan and to set out the disposition of the main land-uses within an agreed land budget. The applicants' Structuring Plan will, therefore, demonstrate that the residential capacity of approximately 6000 dwellings can be comprehensively achieved. The applicants' masterplan will be consistent with the agreed Structuring Plan, including in terms of the disposition of uses and land budget. As such, whilst the plan does not stipulate minimum density requirements, the Council will be able to assess whether the residential capacity of approximately 6000 dwellings is achieved in planning application proposals. As such, the absence of a density target does not prevent the Council from being able to ensure that development at Welborne makes the best use of the site.

3.7.3 The Council is also satisfied that the policies in the Welborne Plan and the associated draft Welborne Design Guidance Supplementary Planning Document (EV49) will ensure that the resultant residential density will not have adverse character and design impacts. The Welborne Plan and draft Welborne Design Guidance Supplementary Planning Document (EV49) set out the intention for the site to develop as a 21st Century Garden Community. In particular, paragraphs 4.1 to 4.18 of the Welborne Plan and

section 6.0 of the draft Welborne Design Guidance Supplementary Planning Document (EV49) set out the landscape sensitivities that will influence the approach taken to density. The response of planning application proposals to these sensitivities, including the densities of different residential phases, will be secured through the Strategic Design Code for the whole site. The focus, of the Plan therefore, is on the spatial and qualitative characteristics needed to achieve a high-quality, context-sensitive development, irrespective of density.

3.8 *The last paragraph in policy WEL6 is not a policy but a statement of intent by the Council to prepare a Design Guidance SPD. Would it be more appropriate to make the reference in the supporting text?*

3.8.1 The purpose of Supplementary Planning Documents (SPDs) is set out in the Glossary to the NPPF. Their role is to add further detail to the policies in the local plan. While they are capable of being a material consideration, they are not part of the development plan.

3.8.2 The Welborne Design Guidance SPD is referred to in policy WEL6, but the reference is a statement of intent to produce the SPD and not a policy requirement. However, the Design Guidance SPD is equally relevant to the implementation of Policy WEL4, but there is no mention of the SPD in the text.

3.8.3 Therefore the Council considers that the current wording of Policy WEL6 and its reference to the SPD to be superfluous as it is adequately covered in the supporting text, but that reference to the SPD should be added to supporting text to Policy WEL4, and minor modifications are proposed to address this as follows:

3.8.4 Delete the final paragraph of WEL6: ~~*“In order to assist the process of comprehensive masterplanning and preparing the strategic design codes the Council will prepare the Welborne Design Guidance SPD, setting out those principles which should be further explored and incorporated into the above documents.”*~~

3.8.5 And add after the final sentence of paragraph 3.47: *“In order to give sufficient guidance on what is required from the Structuring Plan, Comprehensive Masterplanning Process, and the Strategic Design Guides the Council has prepared the draft Welborne Design Guidance SPD, which sets out those principles which should be further explored and incorporated into the relevant documents”.* The intention of the Council is to adopt the Welborne Design Guidance SPD alongside the Welborne Plan, if it is found sound.

3.9 *Will the Strategic Design Codes be subject to any form of consultation or review in order to ensure consistency across the area?*

- 3.9.1 Policy WEL7 of the Welborne Plan requires the Strategic Design Codes to be submitted with the initial planning applications for the Welborne site. As such, they would be subject to the Council's adopted local requirements for pre-application community engagement as well as to the planning application consultation requirements.
- 3.9.2 That said, as set out in the Council's Summary of Representations to the draft Welborne Design Guidance SPD (CD-04), the Council proposes some amendments to the draft Welborne Design Guidance SPD to complement the statutory requirements set out above. This would include highlighting the need for effective community engagement for the production of the Strategic Design Codes.
- 3.9.3 In addition to this, CD-04 also sets out the Council's proposed changes to policy WEL7 which includes clarifying the process and triggers for reviewing the Strategic Design Codes subsequent to their approval. The ability to review Strategic Design Codes is crucial to ensure flexibility over the course of the long build-out period. The Council would expect engagement with the new community at Welborne as well as with residents in neighbouring communities when the Design Codes are reviewed.
- 3.10 *It is suggested in section 3.4 of Core Document EV09 (New Community for North Fareham) that by 2050 over 22% of the residents of Welborne could be working at home. Do the Council's policies provide sufficient advice on the provision of homes, which are able to accommodate work requirements? (See also question 4.5)***
- 3.10.1 The Final Paper on Employment and Workspace in April 2013 (EV09) predicted that by 2050 around 22.2% of the working population could be either mainly working at home or from home (paragraph 3.4). The level of home working is questioned in the Welborne Employment Strategy which was prepared by Wessex Economics in November 2013 (EV46) and suggests that to move from the current rates of home working which is around 5.5% of the workforce to over 20% will represent a substantial change in working practice (page 22). They suggest that it is more likely to be around 15% by 2036, with the largest increase expected from those who sometimes work from home.
- 3.10.2 The Employment and Workspace study (EV09) concluded that to help facilitate home working flexible accommodation should be considered, together with space for formal and informal meetings. The Welborne Employment Study (EV46) also notes that most home based businesses do not have particularly demanding broadband requirements.
- 3.10.3 The individual floorspace requirements of those people working from home are difficult to predict and will depend on the nature of the work which can range between trades people, to creative design work, to various business services. Many employers actively encourage home working, but this often requires nothing more than sufficient space for a computer to access the

parent office IT network. On the other hand some trades people will need space for secure storage/ van parking.

- 3.10.4 Given the uncertainties as to the type of business which might operate from individual premises and their changing spatial needs, it would be inappropriate to be prescriptive over the type of accommodation required at Welborne to meet the growing numbers who will work at or from home. However, policy WEL 9 does encourage entrepreneurship and small businesses, and requires consideration of a Business Incubation Centre which would include business support facilities (paragraph 5.22). The policy also encourages the provision of flexible communal office and meeting space. Please also see the Council's response to question 4.5.

3.11 *Is sufficient weight placed by the Council on issues of noise, light pollution and air quality?*

- 3.11.1 Whilst the Welborne Plan does not incorporate stand-alone policies on each of these respective issues, each issue has been considered in detail in the Sustainability Appraisal: Sustainability Report on the Draft Welborne Plan (SA05) and have been taken into account in the policies of the Plan in the following ways.
- 3.11.2 Existing road transport noise from the M27 is recognised as a significant development constraint at paragraph 3.11 of the Plan. The Welborne Plan responds to this by carefully guiding employment uses to the south of the site, both to enable these buildings to mitigate the impact of road transport noise from the motorway and also to minimise the impact of noise on sensitive uses. Policy WEL9 of the Plan also requires the design of the employment area to avoid adverse impacts on existing and proposed residential properties. In addition to this, paragraph 10.51 of the Plan sets out that planning applications will need to secure careful construction management, to include measures to minimise construction-related noise disturbance to residents.
- 3.11.3 Light pollution impacts from Welborne would have particular relevance to ecological considerations as well as to residential amenity. The Welborne Plan has measures in place to ensure that development does not adversely impact on ecology (policy WEL31 refers) and to secure high quality design approach. Section 7.0 of the draft Welborne Design Guidance Supplementary Planning Document (EV49) also requires proposals to consider adverse biodiversity impacts when lighting solutions are designed for the site.
- 3.11.4 The Council intends to expand this section in the Design Guidance to ensure that any floodlighting that may be associated with sports pitches, the main employment uses and car parking is designed to avoid adverse light spillage impacts on highway safety, residential amenity and ecology. A similar minor modification could be made to policy WEL6 (General Design Principles) that would require any floodlighting to be designed to avoid

adverse impacts on highway safety, residential amenity and ecology.

3.11.5 As such the following minor modification is suggested to WEL6 as follows:

WEL6 - General Design Principles

The following are the design principles which will guide the future development of Welborne. All proposals for the development of Welborne shall clearly demonstrate how;

- i. They have responded to the landscape setting and character area within which they sit, and set out the urban design principles which have directly influenced the design and layout of the proposals and demonstrate how they contribute towards creating a unique Fareham garden community;**
- ii. The various constraints and opportunities on the site have influenced and been addressed in the design proposals;**
- iii. The layout and design will help to create safe well-connected neighbourhoods;**
- iv. The scheme has been designed to ensure that the new buildings and spaces are flexible and adaptable to accommodate changes in technology, and personal or family circumstances;**
- v. the issues of noise, light pollution and air quality have been considered in developing proposals, and shall set out the measures necessary to mitigate any likely impacts.**

In order to assist the process of comprehensive masterplanning and preparing the strategic design codes the Council will prepare the Welborne Design Guidance SPD, setting out those principles which should be further explored and incorporated into the above documents.

3.11.6 The Welborne Plan identifies air quality as a development constraint in Appendix B.1 of the Plan and this follows on from the requirement in policy CS13 of the Fareham Core Strategy for planning application submissions to demonstrate how the National Air Quality Standards will be met. Moreover, air quality considerations are intrinsically linked to the approach to transportation taken within the Plan, particularly in terms of the emphasis on sustainable travel and self-containment within policies WEL 26, WEL27 and WEL28.

3.11.7 Furthermore, issues of noise, light pollution and air quality would be fully assessed as part of the Environment Statement that would need to be submitted with planning applications for the Welborne site. In addition to this, the matter of air quality would also need to be addressed further as part of the Habitats Regulations Appropriate Assessment of planning application proposals, in relation to likely air quality effects on nearby European designated sites.

3.11.8 The Council is, therefore, satisfied that proportionate weight has been given to these three issues in the Welborne Plan to enable satisfactory resolution

through the planning application process.

APPENDIX 3A

Identified Constraints addressed by Sustainability Appraisal

- Biodiversity
- 3A.1 The SA Scoping Report (SA02) identified features of biodiversity importance and protected flora and fauna on and around the Welborne site using available secondary data, and presented this information at Chapter 6. The information was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council.
- 3A.2 Additional information was added to the SA as it became available; amendments to the baseline summary were included in the Sustainability Report for the Draft Plan (SA04, para. 4.2.11-4.2.23); the amended full baseline was included as an appendix to the Sustainability Report for the Publication Plan (SA05, Appendix B, part 3). The additions included extracts from a range of habitat and protected species surveys carried out at the site level, including surveys for overwintering birds, great crested newt, reptiles, breeding birds, bats (roosting and activity), badger, dormouse and terrestrial invertebrates.
- 3A.3 The conservation and enhancement of biodiversity is fully represented within the SA Framework at Objective 7. Sub-criterion 7a was amended following scoping consultation and republished in the SA Options Report (SA03, Appendix I) and all subsequent SA documents. The likely effects on biodiversity were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.16-5.3.17, 5.3.30, 5.3.36, 5.3.43, 5.3.48, 5.3.51, 5.3.54, 5.3.57, 6.2.10-6.2.14, 7.2.1) and the results of appraisal given under SA Objective 7 in the detailed assessment matrices (SA05, Appendices G and I).
- Agricultural land value
- 3A.4 The SA Scoping Report (SA02, Chapter 15) addressed soils including Agricultural Land Classification (ALC), stating that a significant part of the Broad Area of Search for Welborne was classified as Grade 2 (Best and Most Versatile) agricultural land. This information was expanded upon following consultation on the Draft Plan, and republished within an appendix to the Sustainability Report for the Publication Plan (SA05, Appendix B, part 12).
- 3A.5 The additions explained that the data displayed in the original ALC map included in the Scoping Report (obtained from the Natural England website) was produced in the 1970s, and only include five grades because its preparation preceded the subdivision of Grade 3 and the refinement of criteria, which occurred after 1976. They went onto include post-1988 data provided by the Multi-Agency Geographic Information for the Countryside website, which indicates that a significant area in the north of the site is assessed as Grade 3a, while land within the policy boundary to the north and south of the M27 is Grade 3b, which is excluded from the Best and Most Versatile definition.

3A.6 The conservation and management of natural resources (including water, land, minerals, agricultural land, materials) is represented within the SA Framework at Objective 8 (SA02, Appendix B), which includes sub-criterion 8d (“Minimise the loss of best and most versatile agricultural land”). The likely effects on loss of best and most versatile agricultural land were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.18, 5.3.31, 5.3.37, 6.2.46, 7.2.1) and the results of appraisal given under SA Objective 8 in the detailed assessment matrices (SA05, Appendices G and I).

Highway capacity

3A.7 The SA Scoping Report (SA02, Chapter 4) addressed accessibility and transport, and acknowledges that parts of the highway network are already congested, with the potential for the SDA to add further congestion. It used available secondary data which was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council.

3A.8 Additional information was added to the SA as it became available; amendments to the baseline summary were included in the Sustainability Report for the Draft Plan (SA04, para. 4.2.1-4.2.5); the amended full baseline was included as an appendix to the Sustainability Report for the Publication Plan (SA05, Appendix B, part 1). The additions included extracts from the Sub-Regional Transport Model outputs for run 8b as this was believed to most closely represent the likely option to come forward, and updates to reflect the latest available Census data.

3A.9 The SA Framework did not address highway capacity explicitly but instead focused on promoting accessibility to encourage travel by sustainable means (Objective 4 and sub-criteria 4a to 4g (SA02, Appendix B)) as this was considered to be more suited to the purpose of SA. The likely effects on accessibility and levels of travel by sustainable modes were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.12-5.3.13, 5.3.28, 5.3.35, 5.3.40, 6.2.1-6.2.5, 7.2.1) and the results of appraisal given under SA Objective 8 in the detailed assessment matrices (SA05, Appendices G and I). Additionally, LP3’s policies on Strategic Road Access (WEL24) and Local Road Transport and Access (WEL25) were considered to be potentially significant contributors to adverse effects and received particular attention in paragraphs 5.3.33-5.3.44.

Noise

3A.10 The SA Scoping Report (SA02, Chapter 12) addressed noise in relation to tranquillity using available secondary data. The information was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council. Additional information was added to the SA as it became available; amendments to the baseline were included within an appendix on human health in the Sustainability Report for the Publication Plan (SA05, Appendix B, para 6.2.7-6.2.13). The

additions included extracts from baseline noise monitoring undertaken to inform the masterplanning process and the Environmental Noise Assessment (EV07).

- 3A.11 The minimisation of noise pollution is represented within the SA Framework at Objective 6 (SA02, Appendix B), which includes sub-criterion 6e (“Limit noise pollution and the impact of motorway noise pollution on new residents”). The likely effects of noise pollution were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.15, 5.3.34, 5.3.41, 5.3.47, 6.2.24, 7.2.1) and the results of appraisal given under SA Objective 6 in the detailed assessment matrices (SA05, Appendices G and I).

Flood risk

- 3A.12 The SA Scoping Report (SA02, Chapter 12) addressed flood risk using available secondary data. It identified that the policy boundary is within Flood Zone 1 but stated that surface water flooding was potentially an issue that required consideration.

- 3A.13 Flood risk is represented within the SA Framework at Objective 5 (SA02, Appendix B), which includes sub-criterion 5d (“Sustainably manage water run-off and avoid any potential flood risk”). This sub-criterion was amended following scoping consultation to read “Sustainably manage water run-off, ensure that the risk of flooding is not increased (either on site or downstream) and where possible reduce flood risk”. The likely effects of flood risk were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.14, 5.3.29, 5.3.41, 5.3.47, 6.2.48) and the results of appraisal given under SA Objective 6 in the detailed assessment matrices (SA05, Appendices G and I).

Utilities infrastructure

- 3A.14 The SA Scoping Report did not address utilities infrastructure, focusing instead on material assets (including waste management, minerals, energy production and previously developed land) as an environmental receptor listed on Schedule 2 of the SEA Regulations (SA02, Chapter 13). The information was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council.

- 3A.15 Additional information was added to the SA as it became available; amendments to the baseline were included within the sections on material assets and water in the Sustainability Report for the Publication Plan (SA05, Appendix B, section 10.2 and 13.2). The additions included the location of high pressure gas mains within the site and further detail regarding water resource availability and waste water treatment capacity.

- 3A.16 Utilities infrastructure is implicitly represented within the SA Framework at Objective 5 and 8 (SA02, Appendix B). Objective 5 includes sub-criteria 5a and 5b regarding the use and production of energy, while Objective 8 includes sub-criteria 8a to 8f regarding the sustainable use of water, land,

agricultural land, waste, minerals and materials. The likely effects on these resources, and by implication the utilities infrastructure which would supply them to Welborne, were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.45-5.3.58, 6.2.37, 6.2.49-6.2.51, 7.2.1) and the results of appraisal given under SA Objective 6 in the detailed assessment matrices (SA05, Appendices G and I).

Archaeological and other heritage assets

- 3A.17 The SA Scoping Report (SA02, Chapter 10) addressed archaeological and other heritage assets using available secondary data. The information was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council.
- 3A.18 Additional information was added to the SA as it became available; amendments to the baseline were included within the Sustainability Report for the Publication Plan (SA05, Appendix B, part 7). The additions included further information on historic landscape character, the setting of heritage features, results from recent archaeological investigations and entries on the Historic Environment Record.
- 3A.19 The conservation and enhancement of built and cultural heritage (including archaeology) is represented within the SA Framework at Objective 2 (SA02, Appendix B), which includes sub-criteria 2a to 2d. Each sub-criterion was updated following scoping consultation. The likely adverse effects on built and cultural heritage were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.8-5.3.9, 5.3.24-5.3.25, 5.3.34, 5.3.41, 5.3.47, 5.3.52, 5.3.55, 6.2.25-6.2.28, 7.2.1) and the results of appraisal given under SA Objective 6 in the detailed assessment matrices (SA05, Appendices G and I).

Landscape quality

- 3A.20 The SA Scoping Report (SA02, Chapter 12) addressed landscape using available secondary data. The information was updated, where relevant, following consultation responses and ongoing technical work being prepared by or on behalf of the Council.
- 3A.21 Additional information was added to the SA as it became available; amendments to the baseline were included within the Sustainability Report for the Publication Plan (SA05, Appendix B, part 9). The additions included extracts from the HCC draft integrated character assessment, the LDA Design Landscape Study for the new community (EV18), initial work on the Zone of Theoretical Visibility and the potential for light pollution impacts.
- 3A.22 The conservation and enhancement of landscape character is represented within the SA Framework at Objective 3 (SA02, Appendix B), which includes sub-criteria 3a to 3e. The likely adverse effects on landscape character were duly assessed at each iterative stage of options appraisal throughout the development of LP3. See for example SA05 (paras 5.3.8-5.3.11, 5.3.26, 5.3.34, 5.3.42, 5.3.47, 5.3.52, 5.3.55, 6.2.31-6.2.36, 7.2.1)

and the results of appraisal given under SA Objective 6 in the detailed assessment matrices (SA05, Appendices G and I).

APPENDIX 3B

Summary of the Documents Referred to within the Welborne Plan

Document	Reference in plan	When required	Rationale
Site wide viability assessment	1.44	With any application that includes a reduced or delayed provision of infrastructure.	Required to justify the reduced or delayed provision of infrastructure.
Structuring plan	3.44	Initial applications	To ensure a comprehensive approach.
Comprehensive masterplan	3.44	Initial applications	To ensure a comprehensive approach.
Strategic design codes	WEL7	Initial applications & applications for phases of development	Demonstrate how they ensure consistency in the approach to designing key items of infrastructure.
Design & access statement	4.15	Each phase of development	To set out how proposals accord with the principles set out in the comprehensive masterplan & strategic design codes.
Heritage strategy	WEL8	Initial & outline applications	Sets out broad principles and options re heritage assets.
Historic environment management plan	WEL8	Initial & outline applications	Sets out broad principles and options re heritage assets
Retail impact assessment	WEL10 & WEL11	Applications for retail uses	To demonstrate that the amount of retail proposed is consistent with CS policies
Transport Framework (incorporating a public transport plan and a framework travel plan)	WEL23	With structure plan, as part of initial application	To justify the layout of the access points and primary road network including BRT route and main pedestrian and cycle routes. Will be used to inform the transport assessments.
Transport Assessment	WEL23	Proposals to develop all or part of Welborne	To demonstrate: how a sustainable public transport system will be achieved (including an extension to BRT); implementation of travel planning to reduce the reliance on the car; delivery of access via the A32 and an improved junction 10; rate of development delivery and any transport interventions to mitigate traffic impact on local and strategic road network and environmental impact.
Public Transport Plan	WEL26	Part of Transport Framework	Demonstrate how Welborne will be served by public transport links
Framework Travel Plan	WEL27	Applications for all/part of the site & subsequent applications for residential, employment, education, retail & leisure development.	To demonstrate how modal shares by walking, cycling and public transport and the encouragement of more sustainable transport will be achieved.
Open space & green infrastructure strategy	WEL29	Initial applications	Identify location, quantity & type of provision.
Habitats Regulations Assessment	WEL30	Conservation of Habitats and Species Regulations 2010	'Screening' followed by an appropriate assessment if proposals are likely to have a significant (adverse) impact on a nature 2000 site.

Document	Reference in plan	When required	Rationale
Appropriate Assessment	WEL30	Conservation of Habitats and Species Regulations 2010 outlines how to determine when an appropriate assessment is required	Assessment of potential impacts on habitats and biodiversity of all sites of national and international importance. Shall consider the impacts in combination with other nearby sites allocated for development as identified in the accompanying Habitats Regulations Assessment. Set out on-site and off-site measures proposed in order to avoid or mitigate potential impacts on these identified internationally protected sites.
Ecological assessment (Biodiversity survey and report)	WEL31	Initial applications	Identify and address potential impacts on designated sites, priority habitats and priority and protected species within and immediately adjacent to the site boundary and explain how biodiversity interests will be protected and where possible enhanced.
Structural landscaping scheme	WEL33	Initial planning applications	Identify how the existing landscape features on and around the site can be strengthened and used to create a unique 21 st century model for a new garden community. To include a detailed phasing and management plan.
Landscaping scheme	WEL34	Initial planning applications	To explain how existing landscape features will be protected and enhanced, including details of the methods to be used to properly protect those features during construction. Also to set out species and location or proposed tree, shrub and ground cover.
Green Infrastructure Network Plan	WEL35	Initial planning applications	To be accompanied by an implementation, phasing and management plan which clearly sets out how and when the network will be completed and how it will be maintained in perpetuity and identify who will ultimately adopt and have responsibility for managing and maintaining the green infrastructure.
Energy strategy	WEL36	Revised/updated for each phase of development	Outline the overall energy requirements and building standards to be employed; the mechanism for supplying energy and the capacity of the existing energy supply network to serve the development.
SUDS strategy	9.11		
Flood risk assessment	WEL39	Any development other than minor development in a designated critical drainage area	Identify and assess the risks of all forms of flooding to and from the development and demonstrate how these flood risks will be managed, taking climate change into account. The FRA should identify opportunities to reduce the probability and consequences of flooding.
Phasing Plan and implementation strategy	10.26	Initial planning applications	Details of size and location of phases of development and the timing of delivery.
Employment and training plan	WEL43	Initial planning applications	Demonstrate how local people will be included in the development process and can develop relevant construction and related skills.

Document	Reference in plan	When required	Rationale
Affordable housing statement	Welborne Design Guide & Local list of requirements	Any application for 5 dwellings and above.	Details contained within the Affordable Housing SPD
Community involvement statement	Welborne Design Guide & Local list of requirements	Required for full and outline major planning applications.	Set out how the applicant has complied with the requirements for pre-application consultation set out in the local planning authority's adopted statement of community involvement and demonstrating that the views of the local community have been sought and taken into account in the formulation of development proposals.
Contamination assessment	Welborne Design Guide & Local list of requirements	Criteria within the local list of requirements	Details in local list of requirements
Foul sewage and utilities assessment	Welborne Design Guide & Local list of requirements	Required for full planning applications if the proposed development results in any changes or replacement to an existing system or the creation of a new one and all applications where existing sewage flooding takes place.	Details in local list of requirements
Noise impact assessment	Welborne Design Guide & Local list of requirements	Applications for developments that raise issues of disturbance by noise to the occupants of nearby existing buildings, and for developments that are considered to be noise sensitive and which are close to existing sources of noise.	Guidance in NPPF.
Tree survey/arboricultural assessment	Welborne Design Guide & Local list of requirements	Required for householder, full and outline planning applications, when there are trees on the site that may be affected by the proposed development.	Information regarding which trees are to be retained and how these trees would be protected during construction works.
Lighting assessment	Local list of requirements	Significant proposals involving provision of publicly accessible developments, in the vicinity of residential properties, a listed building or conservation area, or open countryside, where external lighting would be provided or made necessary by the development.	Details and specifications of external lighting and hours of use.

APPENDIX 3C
Funtley buffer zone

