

## Eastleigh Strategic Development - Options B and C Strategic Site Rationale and Proposed Delivery Strategy

Highwood Group and Drew Smith Group  
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# 1. Introduction

- 1.1 This report has been prepared by WYG, supported by Savills and Richards Urban Design, on behalf of Highwood Group and Drew Smith Group who are together promoting land north of Fair Oak and Bishopstoke in Eastleigh Borough as a strategic location for development.
- 1.2 Work is progressing on a new Local Plan to provide a framework for guiding development in Eastleigh Borough for the next twenty years. Land to the north of Fair Oak and Bishopstoke is included in a number of the options being considered by the Borough Council for the delivery of strategic scale mixed-use development to meet the Borough's needs, which Highwood Group and Drew Smith Group are together uniquely positioned to be able to deliver.
- 1.3 This document sets out the rationale for development north of Bishopstoke and Fair Oak and summarises the work undertaken to date by Highwood Group and Drew Smith Group on the suitability, availability and achievability of the strategic development location. A masterplan framework and rationale is provided, prepared following an extensive analysis of key constraints and opportunities. Strategic development north of Bishopstoke and Fair Oak in the manner proposed has the ability to deliver the following key benefits for the Borough:
- Over **6,000 new homes** – of a mix and range of types and tenure that will include: open market housing, Affordable Housing (across a range of tenures), homes for the elderly and other specialist accommodation
  - Strategic **transport infrastructure** – including a North of Bishopstoke By-pass alongside improvements to the local highway network
  - Measures to promote **sustainable travel** – new strategic cycle and pedestrian routes and improvements to existing facilities in the local area; new and improved public transport infrastructure
  - Strategic **Green Infrastructure** - including public open space and formal recreation facilities, green routes and ecological linkages; extensive areas for strategic ecological mitigation / enhancement
  - **Community infrastructure** - primary and secondary schools, nurseries, community facilities (e.g. community halls), healthcare facilities (e.g. GP / dentists surgeries)
  - Over 30,000 sqm of new **business and employment** floorspace
  - New Local / District Centres to provide **shops, services and facilities** in hub locations
- 1.4 A particular focus of the report is on the proposed mechanisms being formulated by Highwood Group and Drew Smith Group to guide the delivery of necessary strategic and other infrastructure ahead of and alongside the construction of a significant number of new homes.
- 1.5 The report is set out under the following section headings:
- Introduction
  - Context
  - Strategic Site Assessment:
    - Suitability Assessment and Indicative Masterplan
    - Availability Assessment
    - Achievability Assessment



## 2. Context

### Planning Policy

- 2.1 The saved policies of the Eastleigh Borough Local Plan 2001-2011 form part of the adopted development plan for the borough, along with policies of the Hampshire Minerals and Waste Plan 2013. The local plan saved policies and proposals map confirms that areas north of Bishopstoke and Fair Oak are located within Countryside, outside of the defined settlement boundaries, but (with the exception of land north of Allbrook Hill) do not form part of any Strategic or Local Gap. This is also the case for areas north of Eastleigh Borough, located within Winchester City district.

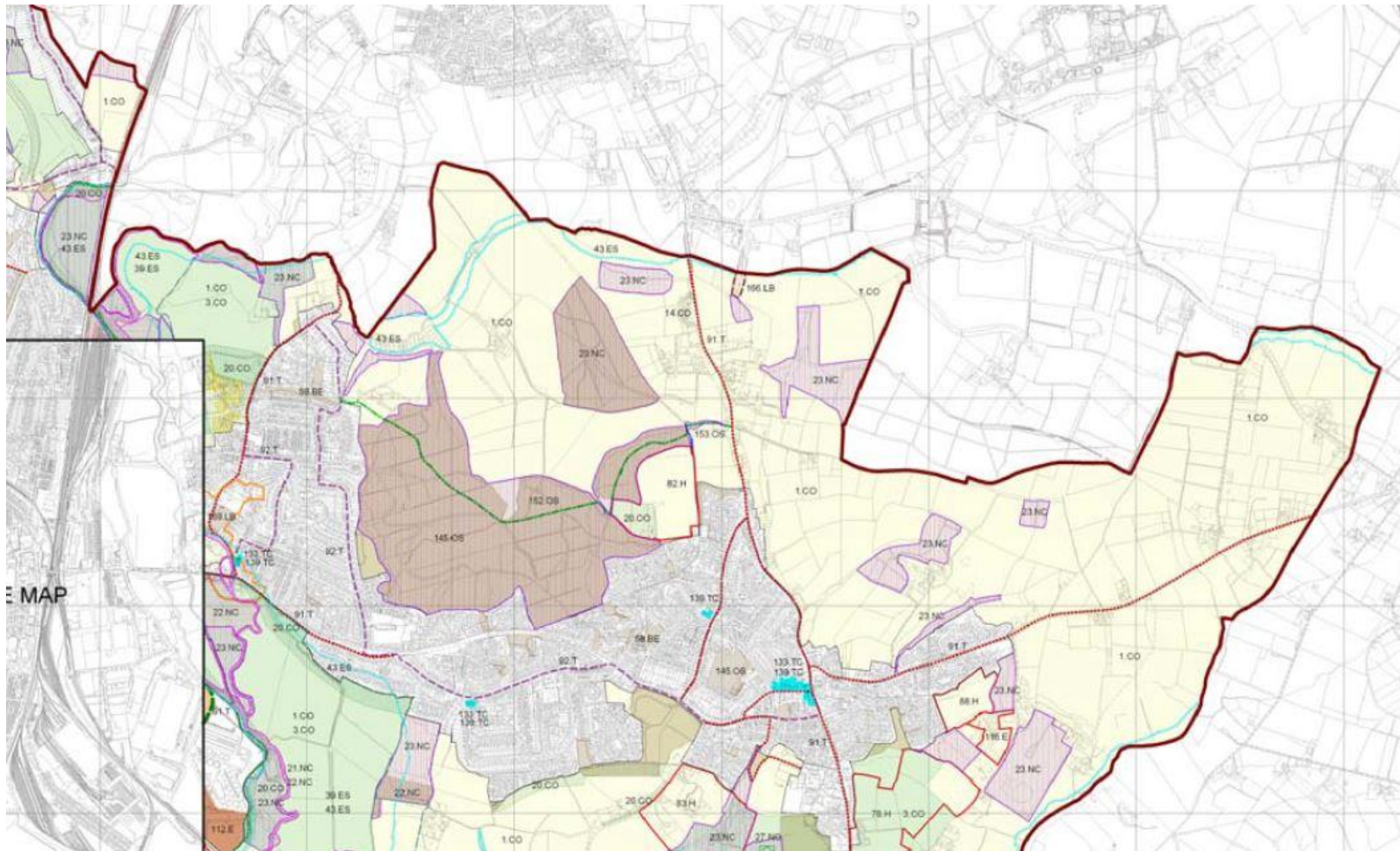


Fig 1: Extract from Eastleigh Borough Local Plan 2001-2011, Proposals Map

- 2.2 With local plan policies being out-of-date, Eastleigh Borough Council are in the process of preparing a new local plan. In July 2014, EBC submitted the draft Eastleigh Borough Local Plan 2011-2029 for examination by independent Inspector. However, in February 2015 the Inspector issued a report which concluded that the draft plan was unsound, principally due to insufficient housing provision and in particular a lack of affordable housing.
- 2.3 The Council are now reviewing the local plan afresh, with a revised plan period of 2011-2036. An Issues and Options paper was published in December 2015, which set out various options being considered in order to plan for and accommodate the expected development needs of the borough for a period of twenty years from 2016. The Issues and Options consultation identified the following key strategic issues as being of particular importance in preparing a new Local Plan for 2011-2036:
- The need to accommodate a significant increase in new housing to meet the housing needs of the Borough and take into account the wider Southampton housing market area;
  - Making sure that there is sufficient land for businesses to support economic growth within the Borough and across South Hampshire;
  - Responding to ongoing changes in how people shop and spend their leisure time and the implications this has for our existing centres;
  - The capacity of existing infrastructure to accommodate future development including:
    - roads;
    - public transport;
    - utilities;
    - community facilities including schools, health facilities (eg GP surgeries),
    - sports facilities and meeting spaces, such as village halls and pubs; and
    - open spaces.
  - The Borough's environmental capacity to accommodate new development including:
    - potential impacts on wildlife through air pollution associated with traffic;
    - potential impacts of increased human disturbance on fauna and flora within the Borough and in, or close to, protected areas including the Solent, the South Downs National Park and the New Forest National Park; and
    - need for a sufficient supply of water and dealing with waste water exceeding environmental limits.
  - To reduce the Borough's impact on the world's natural resources and adopt proactive strategies to mitigate and adapt to climate change; and
  - To ensure a sense of identity for the Borough's communities in addressing the above issues.
- 2.4 The vision in the Borough Council's Corporate Plan 2015-25 is as follows:
- "To lead and support Eastleigh Borough and its communities: developing a strong and sustainable economy that supports improved standards of living for residents; promoting thriving and healthy communities; and maintaining an attractive and sustainable environment that residents value."
- 2.5 The Council wants to implement this vision in the new Local Plan. The Corporate Plan contains a number of corporate objectives arranged under three themes – Green Borough, Healthy Community and Prosperous Place. The table below sets out a summary of those objectives:

	<b>Green Borough</b>	<b>Healthy Community</b>	<b>Prosperous Place</b>
<b>What do we want to achieve?</b>	<p><b>Tackling congestion</b> - Tackle local traffic congestion and associated pollution by reducing car usage and improving transport infrastructure.</p> <p><b>Developing green infrastructure</b> - Ensure future development contributes to the Borough’s sustainability and resilience through effective low carbon planning and design, incorporating access to and between local facilities, joined up open space and safeguarding of wildlife and natural resources.</p> <p><b>Excellent environment for all</b> - Create a clean and attractive environment that provides for people’s social, occupation and recreational needs, and is desirable for all, including residents, employees, visitors and investors.</p> <p><b>Minimising waste and managing resources</b> - Work with residents and businesses to use resources more efficiently and consume fewer of them, while ensuring maximum value is generated from any waste produced.</p>	<p><b>Enabling healthier lifestyles / wellbeing</b> - Facilitate better physical and mental health and wellbeing by improving the places people live and work, meeting the challenge of the ageing population, and promoting cultural and physical activity.</p> <p><b>Tackling deprivation</b> - Reduce health inequalities by engaging with and prioritising our services towards those groups and communities in most need.</p>	<p><b>Increased provision and more diverse mix of housing</b> - Ensure a sufficient supply of well-designed homes that can meet the diverse needs of residents both now and in the future.</p> <p><b>Ensuring appropriate infrastructure including employment land</b> - Secure an ongoing provision of employment land and infrastructure that can support current and future business needs, and stimulate sufficient economic growth to sustain a rising population.</p> <p><b>Enabling the right skills and employment mix</b> - Developing an appropriately skilled workforce in the Borough and a varied mix of employment opportunities, ensuring the Borough is seen as desirable location to set up a new business or to relocate a growing business, so as to sustain economic demand and increase job security and satisfaction.</p> <p><b>Reinvigorating town and local centres</b> - Creating vibrant, active places where people want to spend time, creating the right environment for economic, social and cultural prosperity.</p>

Table 1: Summary of EBC Corporate Themes, which strategic development in the north of the Borough would support

- 2.6 The Council indicated in the Issues and Options consultation report that the new Local Plan will need to identify some 4,000 to 10,000 homes on new sites in predominantly greenfield locations. Land to the north of Bishopstoke and Fair Oak under the control of Highwood Group and Drew Smith Group was included in the following Spatial Strategy Options put forward for consultation:
- Option A (part) – ‘Extensions to Settlements’
  - Option B – ‘Expansion of Fair Oak and Bishopstoke to the north/north-east with related development in Allbrook Village’ for an estimated 3,700 dwellings and 29,000 m2 of employment floorspace; and
  - Option C – ‘Expansion of Fair Oak to the east and north’ for an estimated 2,500 dwellings.
- 2.7 Responses to the Issues and Options consultation were collated and presented to EBC Cabinet in June 2016. A further Cabinet report was presented in July 2016 outlining the way forward and included consideration of a Position Statement published by the Partnership for Urban South Hampshire (PUSH) in June 2016.

- 2.8 PUSH has been working on a review of the South Hampshire Strategy since 2014 and progressed technical work, including an update to the Strategic Housing Market Assessment (SHMA), Transport Study and Sustainability Appraisal, published in June 2016. The work has been used to inform PUSH's considerations of options for development across South Hampshire and the Isle of Wight, culminating in the completion of their Position Statement setting out the outcomes of work to date.
- 2.9 The Position Statement addresses important issues concerning the distribution of future development across south Hampshire, potential major development locations in the longer-term, and key infrastructure to support sustainable growth. The Position Statement identifies the need for new housing and development for employment uses. It distributes development totals to each of the local authority areas in a way which aims to meet needs to 2026, and a very high proportion of needs to 2034 and significantly increases the rate of development across South Hampshire in response to the evidence on housing need. The statement identifies a distribution of housing across the sub-region, which **includes a minimum figure of 650 dwellings per annum for Eastleigh Borough.**
- 2.10 The Position Statement also states that, based on preliminary desktop studies of site constraints, there is potential capacity in the **northern part of Eastleigh Borough to accommodate strategic-scale mixed use development.** This strategic location is expected to deliver new housing, employment and local services; and support investment to improve infrastructure within the sub-region. This conclusion was reached following a comprehensive assessment of the PUSH area. Assessed factors included environmental and other designations, categorised according to the strength of protection afforded to them by the National Planning Policy Framework; countryside gaps; the potential to create new or expanded communities; transport infrastructure (walking / cycling, bus, rail, road, and the potential for improvements); water / waste water and green infrastructure.
- 2.11 EBC currently anticipates that some 10,000 dwellings will be built within the urban areas or on sites with permission and therefore that some **6,300 additional dwellings will be needed on greenfield sites.** The housing requirement figure of 650 dpa and the assumptions made by the Council in their estimates of future supply arising from urban areas and commitments will be subject to further testing through the plan making process.
- 2.12 The Council are currently testing feasibility and deliverability of the strategic development options, involving discussions with developers, infrastructure providers and other key stakeholders ahead of a further report going to Cabinet in December 2016.

## **A Plan Led Approach to Strategic Development**

- 2.13 The proposals set out in this document for co-ordinated, strategic development in the north of the borough provide a unique opportunity to facilitate and deliver the Council's stated aspirations as set out in the Corporate Plan, making a significant contribution the development needs of the Borough to 2036 being met.
- 2.14 The co-ordinated masterplan and infrastructure planning approach proposed by Highwood Group and Drew Smith Group will allow for:
- Significant improvements to the existing transport infrastructure and green infrastructure, accessibility, services and facilities for existing and future communities.
  - Planned delivery of new social and physical infrastructure to support the growth of the area.
  - Accurate phasing of development to ensure funding and provision of development and infrastructure.
  - Collaboration between developers, the local authority and other community stakeholders (such as Parish Councils, Neighbourhood Steering Groups and others) to bring forward development for the benefit of the borough.
  - Delivery of planned-for and co-ordinated housing, alongside delivery of key infrastructure to assist the Council in meeting the requirement to secure a five year housing land supply and a sound local plan.
- 2.15 A plan-led strategic approach enables development and infrastructure to be planned for and delivered in a co-ordinated manner. The alternative approach of planning for smaller, less focused developments across a wider area places pressure on existing facilities in those areas and would rely on the local authority to lead and deliver the necessary infrastructure provision. In such cases, the benefits of new development often only caters for the new growth itself and misses the opportunities of integrating strategic infrastructure and addressing the outstanding issues that may be present across the borough.

## **New Neighbourhoods**

- 2.16 To deliver the future growth, new neighbourhoods are proposed in the north of the borough, as described in the following sections.
- 2.17 Each of these areas will be distinct places which respond the characteristics of their site attributes, character and context. They will also integrate into the existing settlements and reinforce their quality and vitality.
- 2.18 At a local level the sites will ensure retention of integrity of the existing neighbourhoods at Bishopstoke, Fair Oak and Crowdhill (and other nearby settlements located outside of the borough), with appropriate local landscape buffers, open spaces and design solutions. At a wider level they will connect to these existing places to reinforce their vitality and viability and ensure integration of the communities. Strong connections will also be made to Eastleigh Town Centre providing good links to existing services, facilities and the national transport network. Linkages to the wider countryside including the South Downs National Park and Itchen River Valley will also be provided.

### **3. Strategic Site Assessment**

#### **Suitability Assessment & Indicative Masterplan**

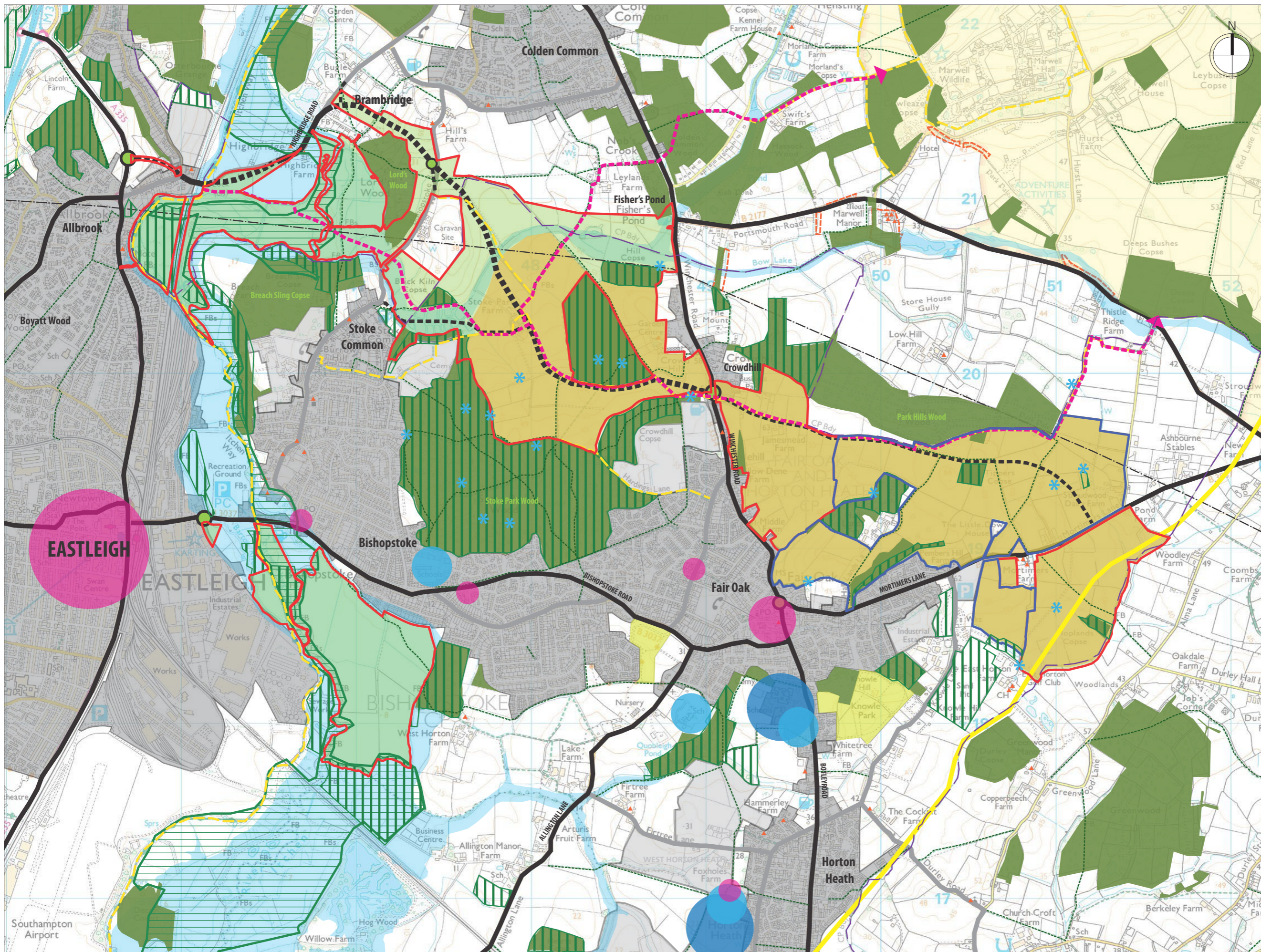
##### **The Site**

- 3.1 The land controlled by the site promoters covers approximately 445 hectares in total. It comprises various parcels of what is predominantly agricultural and grazing land – from the east at Stroudwood Lane and either side of Mortimers Lane, to the north of Fair Oak and south of Park Hills Wood, extending towards Winchester Road at Crowdhill. Land control extends west of Winchester Road, north of Stoke Park Wood, then northwards to include Stoke Park Farm and northwards towards Brambridge and Allbrook.

##### **Opportunities and Constraints**

- 3.2 An Opportunities and Constraints Plan has been prepared, which is informed by technical studies produced on behalf of the site promoters, Highwood Group and Drew Smith Group. The Plan shows areas considered to be suitable for development related uses, public open space uses, strategic highway linkages and other access roads and cycle links in the context of the key constraints that are present in the local area.





- KEY**
- Highwood Land LLP
  - Drew Smith Group
  - Borough Boundary
  - Existing built up area
  - Existing woodland
  - Overhead Power Lines
  - Floodplain
  - Contours
  - Public rights of way
  - Bridleway
  - Primary Roads
  - Secondary Roads
  - Allocated / permitted sites
  - Existing open space
  - Existing local centres
  - Existing/approved primary school
  - Existing/approved secondary school
  - SSSI
  - SINC
  - South Downs National Park
  - Scheduled Monuments
  - ▲ Listed Buildings
  - BP Pipeline
  - ✱ Headwater locations
  - Areas suitable for development related uses
  - Areas suitable for public open space uses
  - Strategic Highway linkages
  - New access roads
  - Strategic cycle links to SDNP

## Opportunities and Constraints Plan



## Topography and Landscape

- 3.3 The site falls within National Landscape Character Area NCA 128 – South Hampshire Lowlands, and within approx. 2km of both NCA 125 South Downs and NCA 130 Hampshire Downs.
- 3.4 Landscape considerations of developing to the north of Bishopstoke include:
- Development on the southern areas of the site (on higher ground) need to consider long views to Winchester and SDNP;
  - Consider BAP Priority habitats;
  - Retain and enhance mature hedgerows / woodland connections / buffers to development;
  - Maintain PRow links along historical lane network;
  - Enhance riparian habitats adjacent to watercourse.
- 3.5 Landscape considerations of developing to the north and east of Fair Oak include:
- Development in the northern areas must consider longer views to and from the south and east;
  - Woodland buffers to development;
  - Maintain PRow links along historical lane networks;
  - Retain and enhance mature hedgerows / woodland connections
- 3.6 An appropriate strategic landscape strategy will be developed to minimise and mitigate any landscape impact, the broad principles of which are explained in the following section on Masterplan Rationale.

## Enhancing the Strategic Highway Network

- 3.7 One of the key opportunities presented by the proposals arises from the fact that Highwood Group and Drew Smith Group are uniquely positioned to be able to deliver significant strategic transport infrastructure for the Borough. The Eastleigh Strategic Transport Study 2015 (Interim) defines the need for potential multi-modal strategic transport infrastructure improvements to be delivered in the Local Plan period to 2036. Due to the scale of new housing development required in Eastleigh there is a need to look at how the impact of this level of development could be mitigated in highways terms. The ESTS 2015 identified a number of potential highway mitigation schemes, which include:
- a new link road to the north of Bishopstoke between the B3354 Winchester Road and the B3335 Highbridge Road, including improvements to Highbridge Road, i.e. the **North Bishopstoke Bypass**;
  - a new link road between the B3335 Allbrook Hill/Highbridge Road and the A335 Allbrook Way, i.e. the **Allbrook Hill Relief Road** and an integral part of the North Bishopstoke Bypass;
  - junction improvements along the B3037 Bishopstoke Road corridor;
- 3.8 The proposals will ensure delivery of the first two of these strategic infrastructure aspirations, whilst also contributing towards a package of improvements to the existing local highway network.
- 3.9 Hampshire County Council has progressed high-level technical work in consultation with the Environment Agency and Natural England to determine potential route options for a bypass north of Bishopstoke. Discussion is taking place with Network Rail regarding Highbridge Road as it passes under the railway to the east of Allbrook. No critical impediment has been identified.
- 3.10 The preferred routes for the NBB and AHRR are shown on the Opportunities and Constraints Plan and described in the following sections on Masterplan Rationale. The costs of constructing the new roads as planned are estimated by HCC to be in the region of £31m.

## Local Highway Considerations

- 3.11 EBC prepared a Background Paper on Transport as part of the Issues and Options consultation in 2015. Whilst smaller localised residential roads will obviously be affected to some degree by adjacent development, onwards it would be anticipated that the main issues for development in surrounding highway network arising from Options B and C could be:
- the capacity of the existing road network to accommodate the additional traffic on the Bishopstoke Road corridor from Eastleigh Town Centre to Fair Oak; northwards through Twyford village towards Winchester (in particular the 'Fishers Pond' junction); southwards through Horton Heath towards Hedge End; and Allbrook Hill which is already congested due to its restrictive width and mix of uses (parking);
  - the impact of increased traffic on routes which are in close proximity to sensitive nature conservation areas, and in particular congestion on Bishopstoke Road where it crosses the River Itchen;
  - the potential impact upon the Eastleigh AQMA;
  - the lack of public transport in this location; and
  - lack of connectivity and the distance of travel for pedestrians and cyclists to the main employment and amenity area of Eastleigh Town Centre.
- 3.12 The Background Paper highlighted that the impacts are likely to be severe unless suitable new transport infrastructure is provided, including the provision of good access to public transport, increased provision of cycle routes and potentially new road links to the north of Bishopstoke to provide alternative routes to those already existing. Proposals for mitigating the impacts through the provision of new transport links are being assessed through the Eastleigh Strategic Transport Study as referenced above. Suitable new infrastructure for all modes of travel is promoted - this may be through completion and linking into existing routes is provided as part of development in regard to pedestrians and cyclists; financial contribution to bus services; or additional highway infrastructure likely to be through junction upgrades and potentially new highway links to the north of Bishopstoke.

## Public Rights of Way

- 3.13 There are a number of public rights of way / bridleways across the sites which are shown on the Opportunities and Constraints Plan. These will be incorporated into any future development, with additional (new) pedestrian and cycle linkages to the wider area including strategic links to the South Downs National Park and Eastleigh Town Centre, providing a significant expansion in pedestrian accessibility.

## Ecology

- 3.14 The site is located close to or adjoins the following environmental designations, as indicated on the Constraints and Opportunities Plan:
- River Itchen Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI)
  - Sites of Importance for Nature Conservation (SINCs)
- 3.15 The draft Habitats Regulations Assessment (HRA) prepared by LUC on behalf of EBC to accompany the Local Plan Issues and Options consultation highlighted the following issues in relation to Options B and C potential for significant effects upon the River Itchen SAC:
- The western-most part is within 150m of the River Itchen SAC, albeit separated by a road (Allbrook Hill) and existing residential properties. Other parts are up to 3.5km from the SAC.
  - There are small watercourses traversing these areas, which are likely to drain into River Itchen SAC thus presenting a water quality pathway.
  - Continuing to enable otter passage along these watercourses from the River Itchen SAC will also be an important consideration.
  - A suitable buffer will need to be incorporated either side of any watercourse, in addition to swales to ensure no net increase in Greenfield runoff and measures to protect the water quality of those streams.
  - Flows within these tributaries will also require protection to ensure no change in water supply to the River Itchen.

- A new link road from Fair Oak to Junction 12 of the M3 would require a new crossing of the River Itchen. It will be necessary to undertake detailed transport modelling calculations to assess the potential air quality impact of this option.
- It will also be necessary that there is no loss of riparian habitat, that the River Itchen remains passable for otter and that any construction works adjacent to the River Itchen do not result in aquatic pollution or (via piling) any adverse noise impacts on migratory fish such as Atlantic salmon.
- Any proposal which involved land-take from the SAC would almost certainly result in an adverse effect on the integrity of that site and would therefore need to be able to demonstrate that there were a) No Alternatives and b) Imperative Reasons of Over-Riding Interest as to why such a project should nonetheless proceed (as well as compensation to preserve the overall Natura 2000 network).

3.16 In relation to the Solent and Southampton Water SPA and Ramsar, the HRA notes that,

- Option B is over 6km from the Solent European sites at their closest.
- There are small watercourses traversing these areas, which are likely to drain into River Itchen SAC thus presenting a water quality pathway to the Solent European sites, albeit a long way downstream.
- A suitable buffer will need to be incorporated either side of any watercourse, in addition to features to ensure no net increase in greenfield runoff and measures to protect the water quality of those streams.
- Flows within these tributaries will also require protection to ensure no change in water supply to the River Itchen (and thus the Solent Maritime SAC downstream).
- In terms of features to ensure no net greenfield runoff, it is understood that normal practice in Eastleigh is to require naturalised SuDS within three forms of filtration and coverage of construction drainage in a Construction Environment Management Plan.

3.17 Headwater locations are indicated on the Constraints and Opportunities Plan and buffers to watercourses will need particular consideration as part of the masterplanning process.

3.18 There are a number of woodland areas located close to or adjoining the site. Several of these have ancient woodland status and are designated SINCs. The relationship of development to woodland areas will need particular consideration in the masterplanning of the site.

3.19 The Council's Sustainability Appraisal highlights that the strategic location is likely to be important for a number of protected species including: water voles, otters, Beckstein's bats, Great Crested newts, badgers and reptiles. There are also pockets of priority habitat at this strategic location and other protected species are likely to be present, particularly along the established field and hedgerow network which provides ecological connectivity between woodlands. Further detailed surveys will be needed to inform masterplan development and to identify any mitigation measures that are necessary.

3.20 Agricultural Land Classification across the site is almost entirely 'Grade 4' (Poor).

## **Flood Risk**

3.21 The majority of the site falls within Flood Zone 1 (lowest risk). Northern parts of the site fall within Flood Risk Zone 2 (medium probability) and are indicated on the Constraints and Opportunities Plan as 'Floodplain'.

## **Utilities**

3.22 High voltage power lines run east west through the northern parts of the site requiring buffers to built development and in areas of public open space to deter activity beneath the lines. A BP pipeline extends underground through the area of the site located south of Mortimer's Lane, Fair Oak. There are no known constraints on water supply, sewage, electricity or gas provision.

### **Conservation and Heritage Assets**

- 3.23 There are no Listed Buildings located within the site, but a number are situated adjacent to the site boundaries as shown on the Constraints and Opportunities Plan. Special regard must be given to these buildings and their setting in accord with statutory requirements and the NPPF, to ensure that they are sensitively integrated into the scheme. Opportunities to incorporate views of these buildings into the detailed layout should be considered at the detailed design stage. There are no Scheduled Ancient Monuments within the site or in close proximity. The nearest Conservation Area to the site is Bishopstoke, which will not be directly affected by the proposals.

### **Local Facilities**

- 3.24 The site is within walking distance of Fair Oak centre and facilities in Bishopstoke and Crowd Hill that include a range of local community facilities, shops and services. However, for a development of this scale, new local / district centres will be required – to include a range of shops, services and facilities, community venues and health care (GPs/Dentists) facilities, employment floorspace and schools. The nature and scale of facilities will be subject to liaison with service providers (e.g. the Clinical Commissioning Group/Hampshire County Council and others), the council, key stakeholders and the local community.

### **Constraints and Opportunities - Conclusion**

- 3.25 There are no known site constraints that could prevent development coming forward subject to an appropriate design response and mitigation. The following pages set out the Vision for the masterplan and identification of key responses to the identified opportunities and constraints.

## Illustrative Masterplan

### Masterplan – Vision

#### 3.26 **Stoke Park / North of Bishopstoke**

The vision for the site is to deliver a new community neighbourhood with its own unique character derived from its location and landscape context. The site offers opportunities for provision of a wide range of land uses including significant areas of public open space, habitat creation areas and landscape enhancement to support growth in this part of the borough.

Development of the site will facilitate and enable a new strategic link road and cycle links, connecting Winchester Road in Fair Oak with Allbrook Way and the M3 beyond to form a 'North Bishopstoke Bypass'. As well as connecting the site, the road will improve access for the existing communities in Fair Oak, Bishopstoke and Horton Heath and will importantly relieve congestion pressure along Bishopstoke Road/Eastleigh Road and Twyford Road as well as Winchester Road through Colden Common and Twyford.

The scale of development will ensure that it is capable of self-sustaining for everyday living, with the provision of a range of housing, a school, a small local centre, a new mixed use area and recreation facilities.

Development respects the separation between Colden Common and Bishopstoke / Fair Oak, with the river valley corridor and potential for large areas of open space providing a significant gap in perpetuity.

#### **Fair Oak North**

The vision for the site is to deliver an urban extension to Fair Oak which enhances the quality and vitality of the village and supports the wider infrastructure improvements for the area. The site provides opportunities to enhance the existing village centre and highway network with complementary new facilities including retail, education, employment, public open space and a range of housing. This will benefit both existing and future residents.

The scale of the site allows for a wide range of ancillary land uses which includes significant areas of public open space, habitat creation areas and landscape improvements in order to enhance the quality of environment for existing communities and support growth in this part of the borough.

Development of the site will also support the delivery of the new strategic link roads at Stoke Park, with a new cycle link which will connect both the sites and improve access for the existing communities in Fair Oak, Bishopstoke and Horton Heath. A new road through the site will link Mortimers Lane to the northern strategic road link. These improvements will provide significant benefits in relieving pressure on Bishopstoke/Eastleigh Road, Winchester Road and the village centre as well as northwards through Colden Common and Twyford.



**Masterplan Framework - Rationale**

3.27 The following pages illustrate and summarise the overarching rationale for the Masterplan Framework.

## 1. Enhancing the strategic highway network and improving accessibility



- ■ ■ Strategic Highway linkages
- - - New access roads
- New / enhanced junctions

- A new strategic relief road connecting Winchester Road to Allbrook Hill and Junction 12 of the M3 Motorway;
- A new distributor road connecting Mortimers Lane to Winchester Road; and
- The creation of a new east – west link between Junction 12 of the M3 Motorway and Mortimers lane along with other interventions which will:
  - Remove traffic from Eastleigh, Bishopstoke, Twyford and Colden Common;
  - Remove traffic from Allbrook Road;
  - Provide relief to existing bottlenecks at Colden Common, Fishers Pond and junctions on the Bishopstoke Road corridor,
  - See traffic volumes through Fair Oak centre reduced; and
  - Create headroom to provide more attractive public transport services and walking and cycling environments.

## 2. Creating a green infrastructure enhancing the landscape character and open space opportunities for the borough



- ▨▨▨ Strategic landscape planting / ecological corridor
- Informal public open space
- Formal recreation / sports pitches

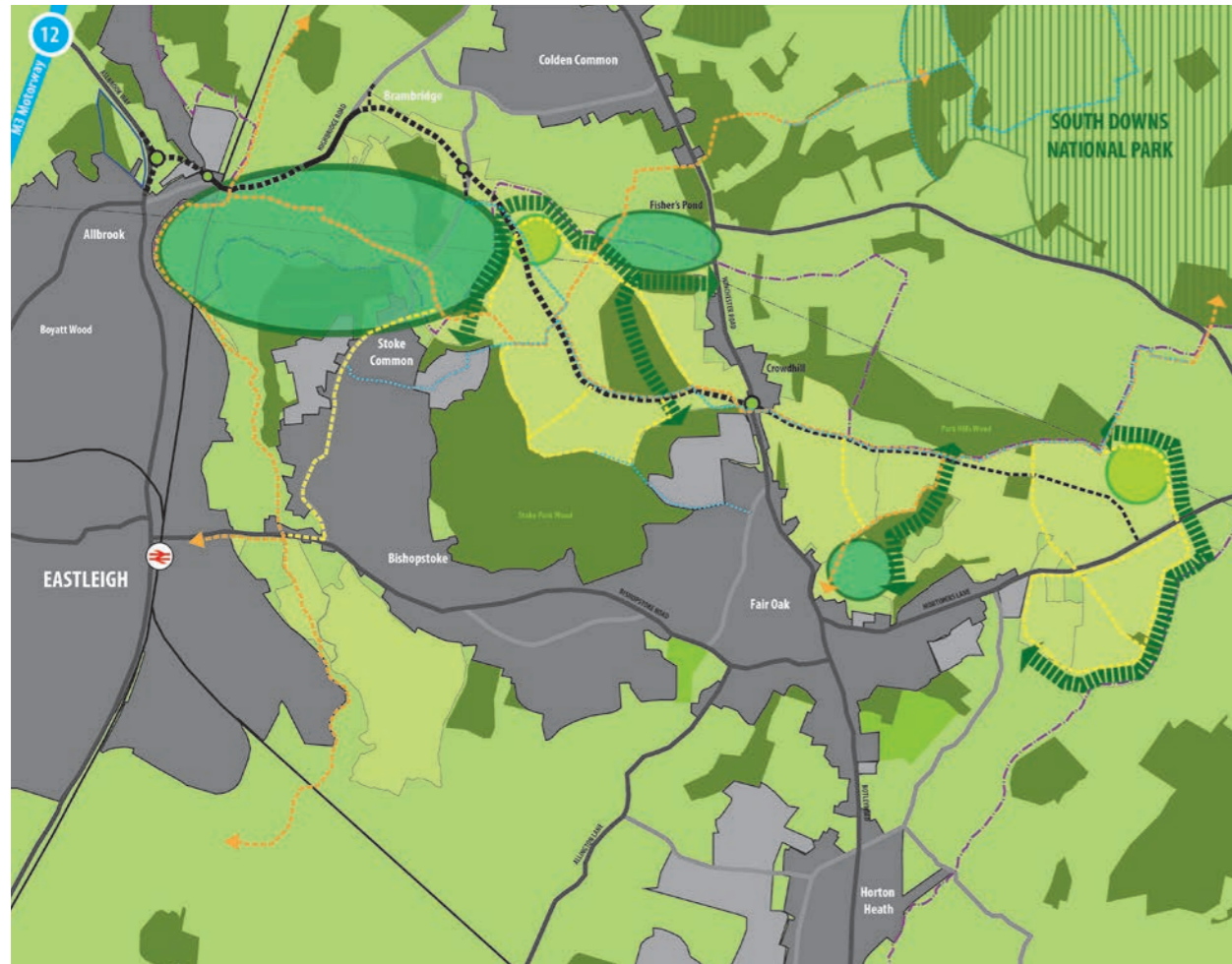
- Providing new strategic landscape planting which contains and screens the new development
- Creating new ecological linkages through the site and on its edges to promote biodiversity
- Locating 2 new strategic formal recreation facilities within green buffers on the edges of the site
- Delivering a significant area of informal open space to enhance the ecology of the area and improve public accessibility to the countryside
- Distributing a range of local parks, children's play areas, allotments and recreational facilities across the development site

### KEY

- ▬ Borough Boundary
- Existing built up area
- Existing woodland
- - - Overhead Power Lines
- Motorway
- Primary Roads
- Secondary Roads
- Allocated / permitted sites
- Existing open space
- ▨▨▨ South Downs National Park

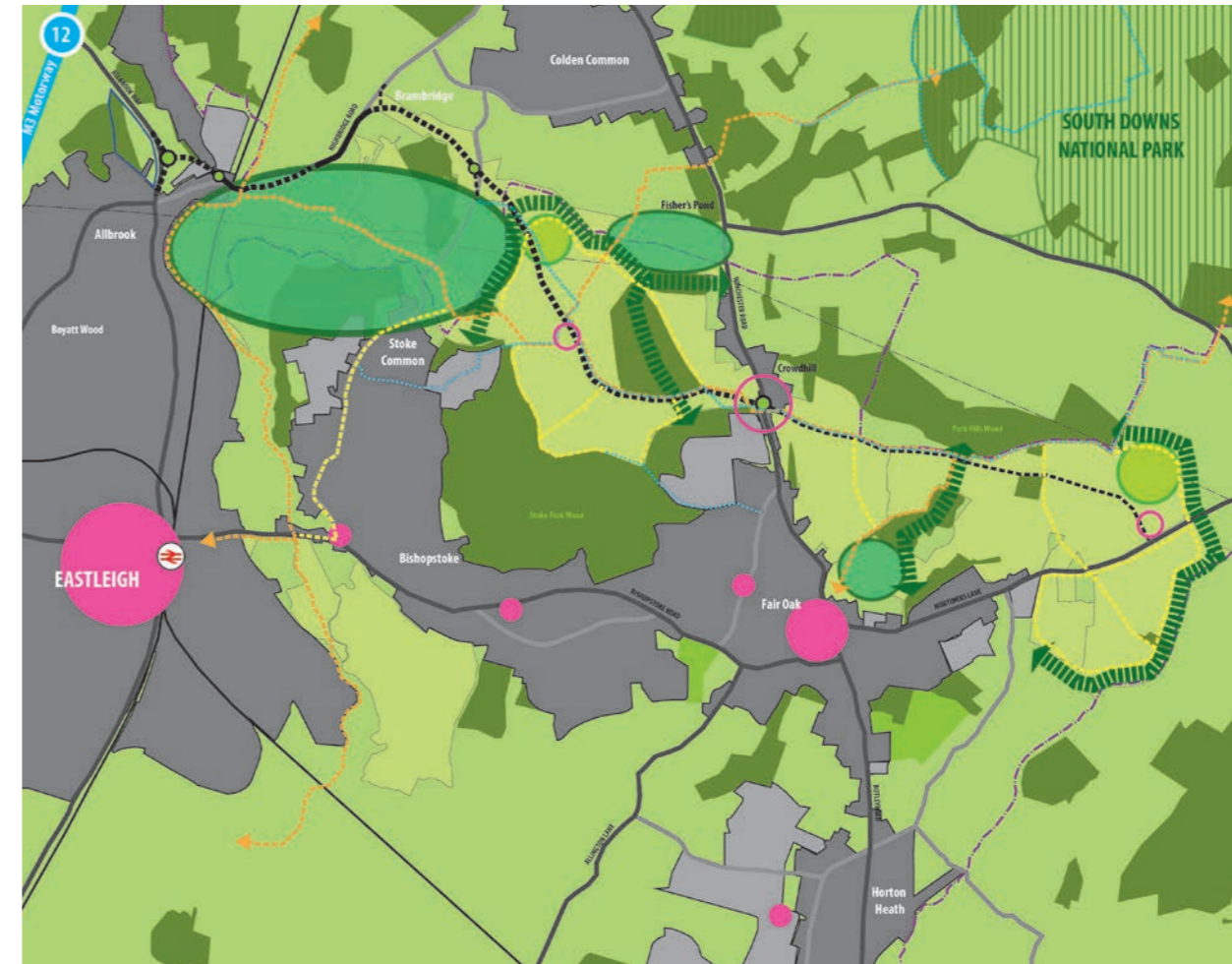


### 3. Putting cycling and walking at the heart of the movement strategy



- Existing bridleways
- Primary / strategic cycle links
- Secondary links

### 4. Complimenting existing centres in sustainable and viable locations



- Existing centres
- Proposed new centres

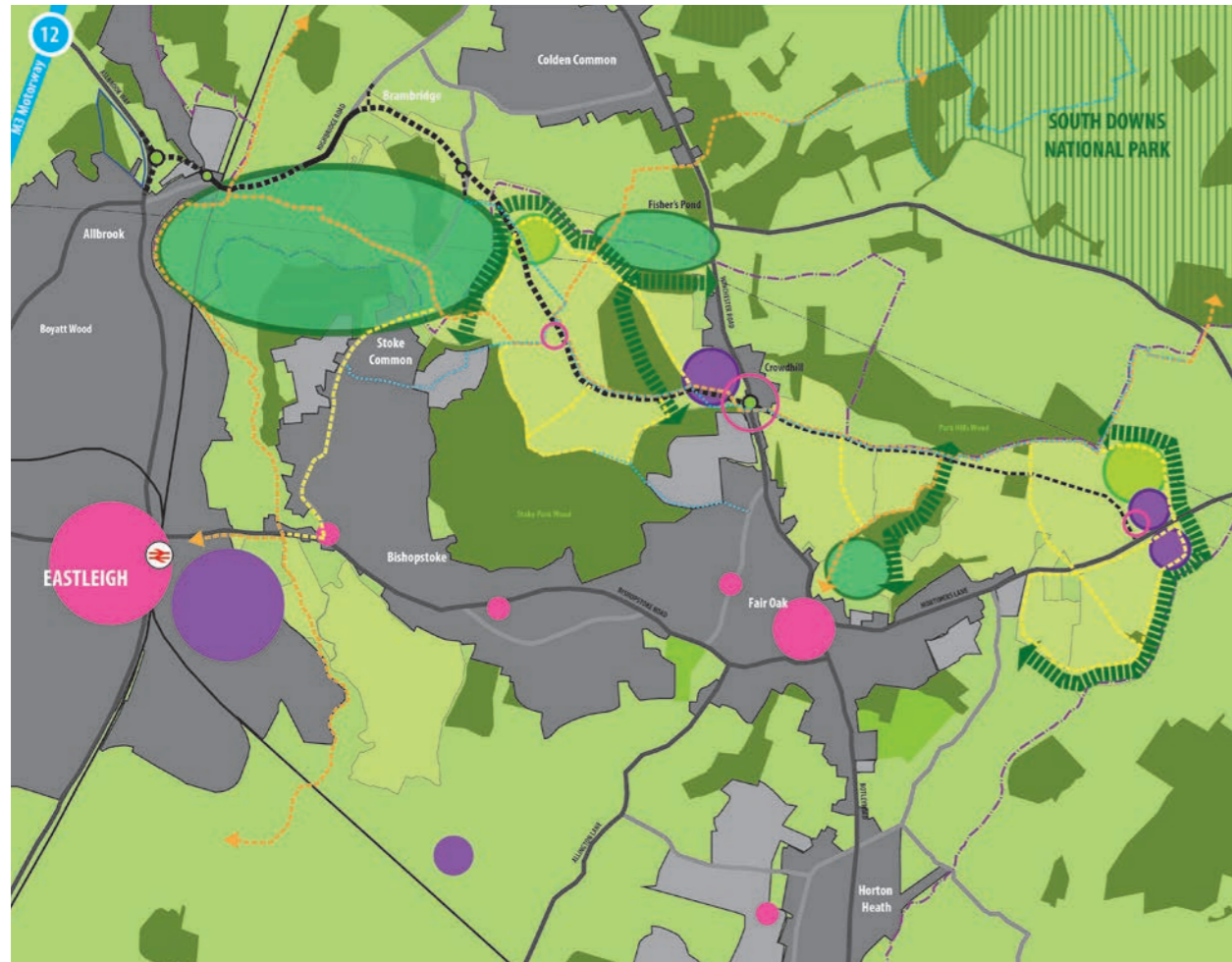
- KEY**
- Borough Boundary
  - Existing built up area
  - Existing woodland
  - Overhead Power Lines
  - Motorway
  - Primary Roads
  - Secondary Roads
  - Allocated / permitted sites
  - Existing open space
  - South Downs National Park

- Making connections to facilities and services at Eastleigh Town Centre, Fair Oak and station
- Incorporating cycling into the public open spaces and providing recreational routes including links to the South Downs National Park and within the new informal open space
- Providing dedicated cycle routes within the development and providing facilities for cyclists and pedestrians across the site

- Providing a new district hub for the area with new services and facilities to compliment those in Fair Oak and in other existing local centres
- Locating smaller local centres to the east and west to meet the daily needs of residents
- Delivering a range of healthcare, community and commercial facilities alongside schools, employment and residential uses to minimise travel
- Incorporating high quality public realm, built form and landscape treatment to enhance the character and quality of the area



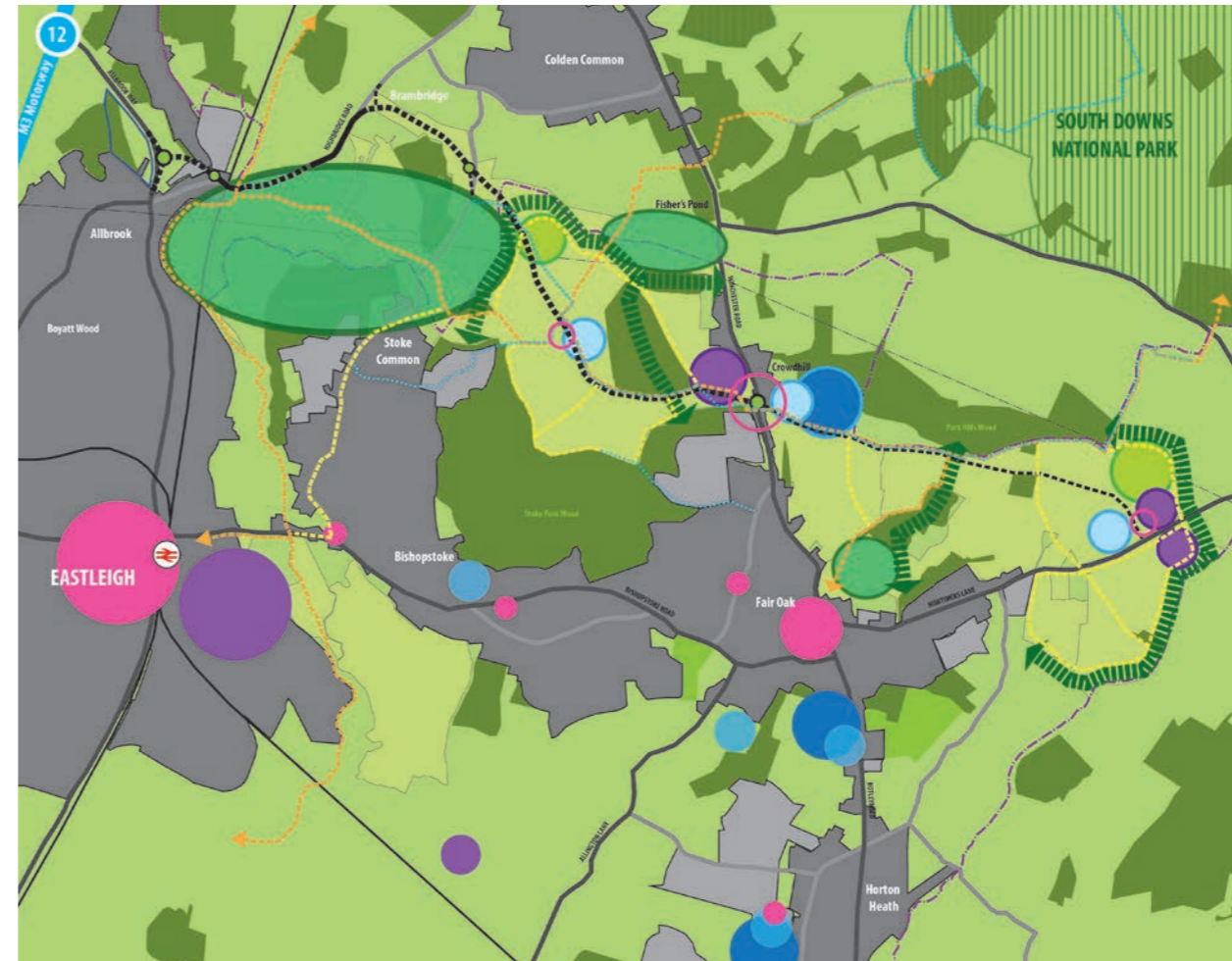
## 5. Providing a mix of employment opportunities accessible to new and future residents



- Existing employment sites
- Proposed new employment sites

- Creating employment opportunities within mixed use centres and in dedicated business areas
- Locating new employment opportunities in accessible locations or distinct from residential uses
- Allowing for a mix of commercial uses including offices, light industry and science and technology

## 6. Delivering new schools within walking distance of new and existing housing



- Existing / approved location for secondary school
- Proposed secondary school
- Existing primary school
- Proposed primary school

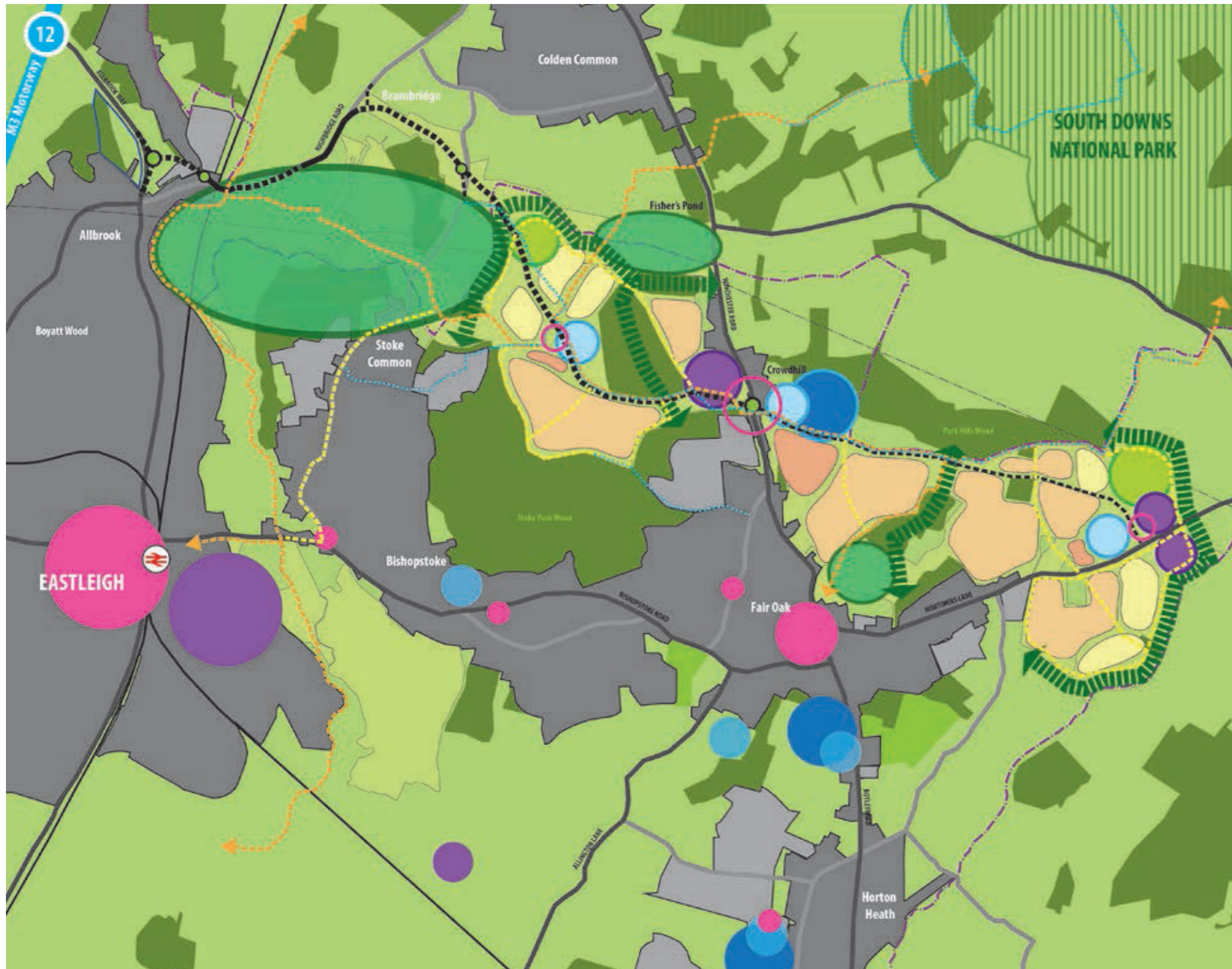
- Providing a new secondary school in the centre of the development accessible to the existing and future population
- Locating three new primary schools which are within easy walking distance of the new housing areas
- Using schools as part of the community infrastructure
- Locating the secondary school in a part of the site more sensitive to views from the wider area

### KEY

- Borough Boundary
- Existing built up area
- Existing woodland
- Overhead Power Lines
- Motorway
- Primary Roads
- Secondary Roads
- Allocated / permitted sites
- Existing open space
- South Downs National Park



## 7. Creating a pattern of housing development which responds to the site and the character of the wider area



### KEY

- Borough Boundary
- Existing built up area
- Existing woodland
- Overhead Power Lines
- Motorway
- Primary Roads
- Secondary Roads
- Allocated / permitted sites
- Existing open space
- South Downs National Park

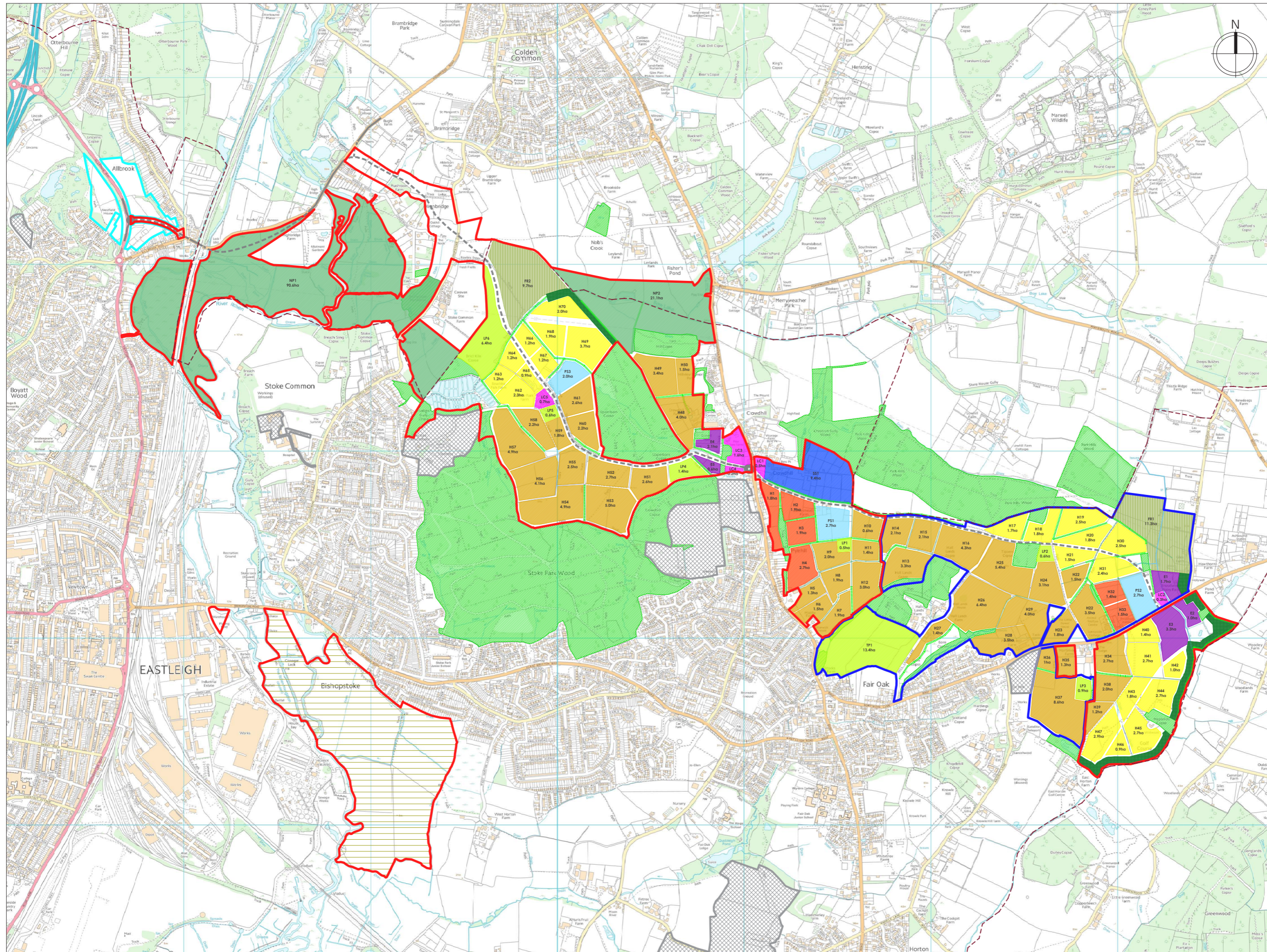
- Providing a range of densities across the site to accommodate a mix of unit sizes, types and tenures
- Locating lower density housing on the fringes of the development and in more sensitive locations
- Creating opportunities for higher densities close to centres, public transport routes and in less sensitive landscape settings
- Allowing for a wide range of residential uses including self build areas, specialist accommodation including sheltered housing and care homes, family houses and starter units across a range of tenures including affordable housing

- Higher density housing areas
- Medium density housing areas
- Lower density housing areas

### **Development Framework Plans**

- 3.28 Placemaking is at the heart of this proposal, which has a clear vision to deliver a development of exemplary quality.
- 3.29 It is a development of very significant scale; the preparation of even an outline master-plan is a sophisticated task, the proper discharge of which requires not only a thorough understanding of the site and its physical and social context, but also a huge amount of intricate design work.
- 3.30 Therefore, whilst what follows is an exposition of the core principles, the plan itself should be considered as illustrative pending further detailed design and consultation with all stakeholders.



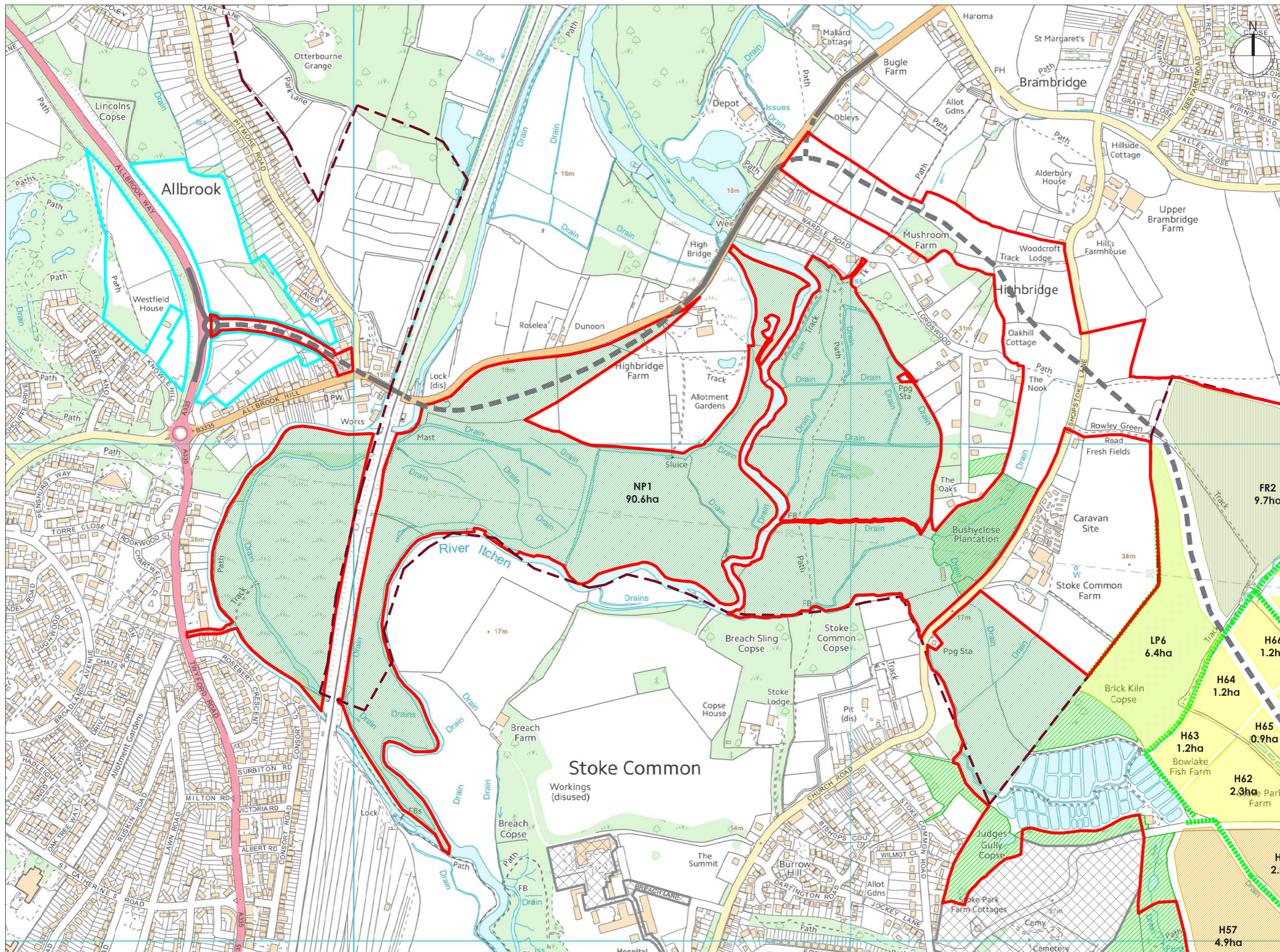


**KEY**

- Highwood Land LLP
- Drew Smith Group
- Borough Boundary
- Existing woodland
- Existing hedgerow / tree belt
- Strategic planting
- Informal Public Open Space
- Formal Recreation
- Natural Open Space
- Air Quality Mitigation Land
- Distributor Road
- Housing (high density)
- Housing (medium density)
- Housing (low density)
- Primary school
- Secondary School
- Local centre / mixed uses
- Employment
- Site with planning permission for residential development
- Site subject of separate allocation

# Development Framework Plan



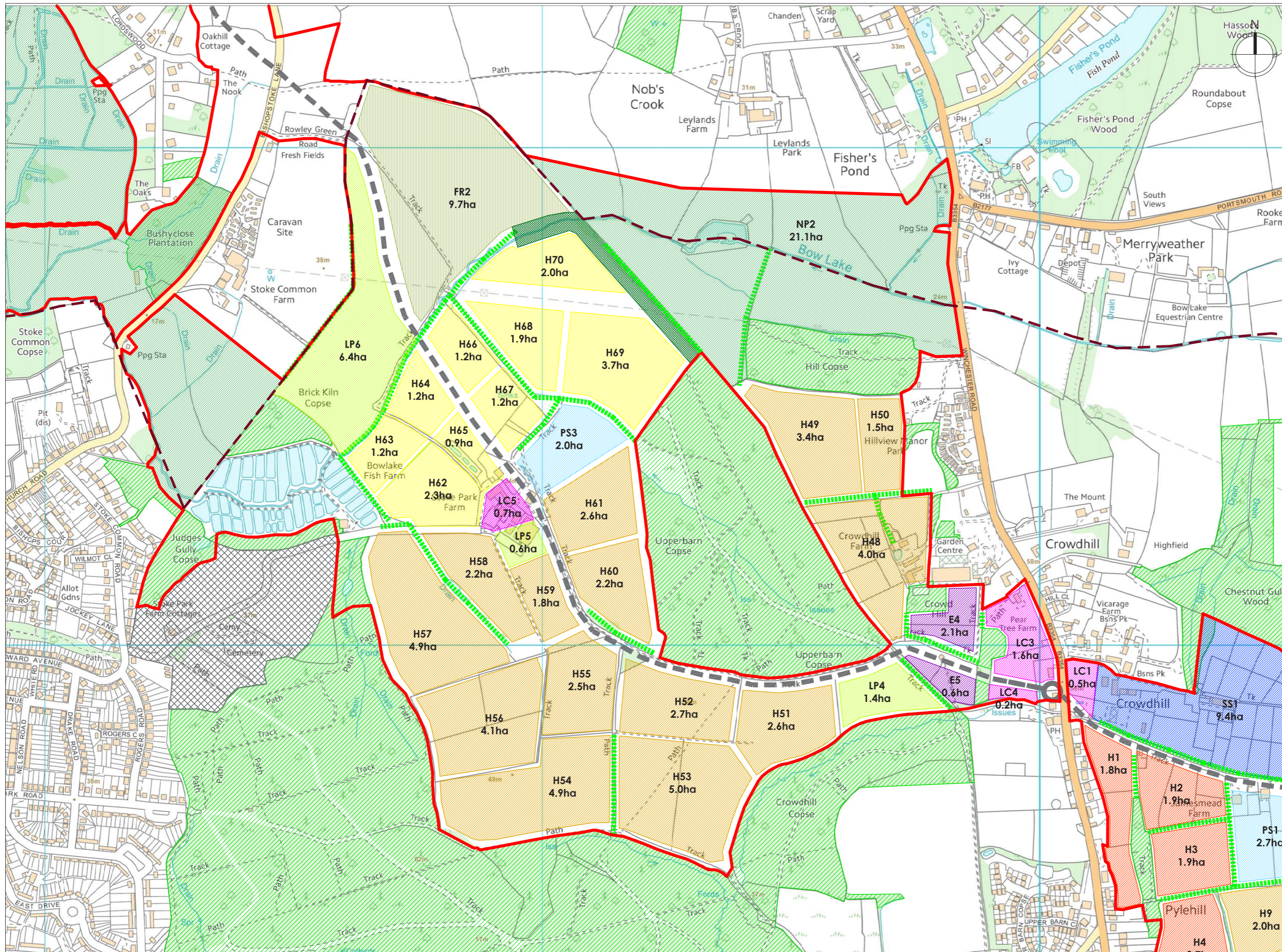


**KEY**

	Highwood Land LLP
	Drew Smith Group
	Borough boundary
	Existing woodland
	Existing hedgerow / tree belt
	Natural Open Space
	Distributor Road
	Mixed use / commercial
	Site subject of separate allocation

Allbrook / Development Framework Plan



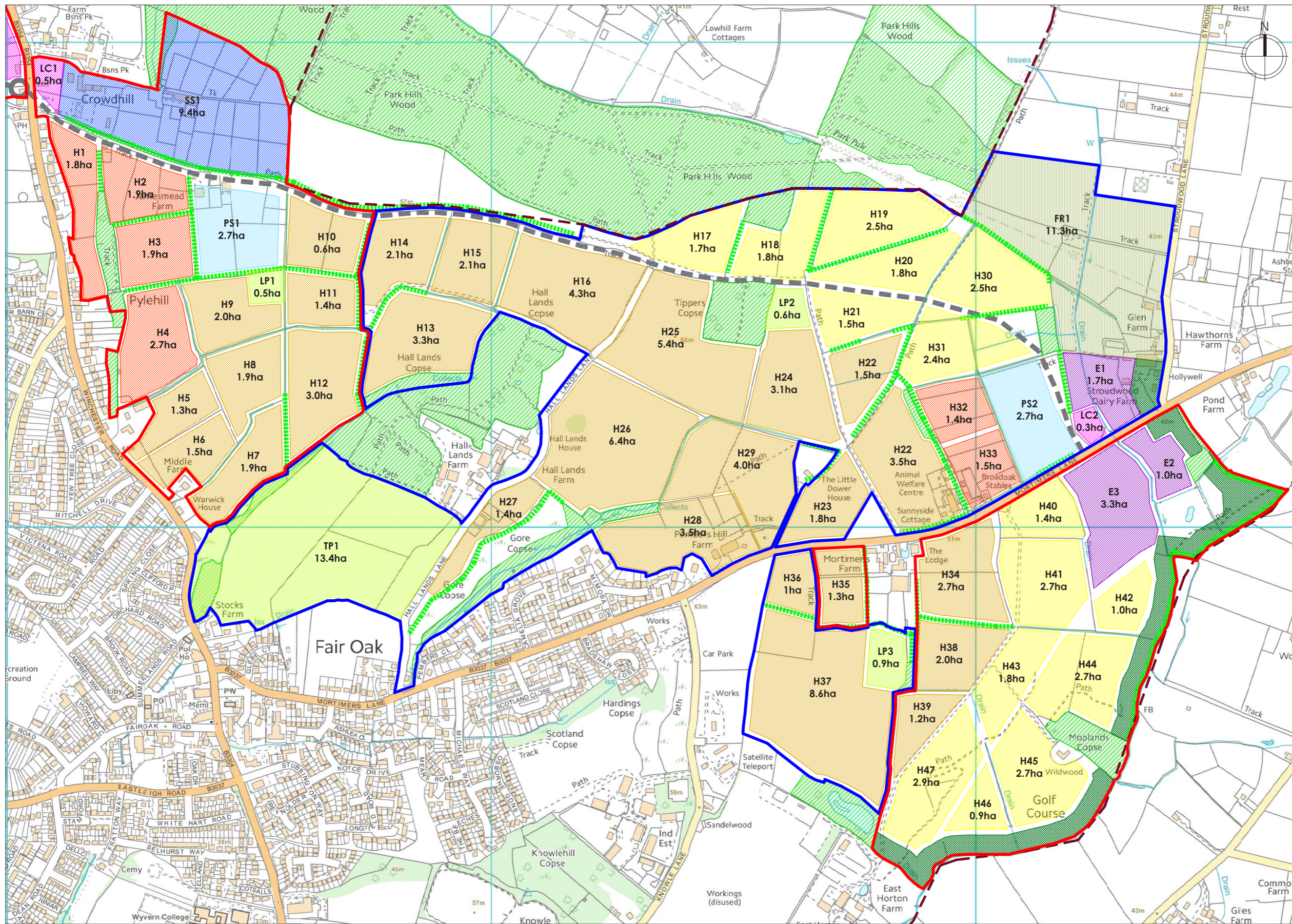


**KEY**

	Highwood Land LLP
	Drew Smith Group
	Borough boundary
	Existing woodland
	Existing hedgerow / tree belt
	Strategic planting
	Informal Public Open Space
	Formal Recreation
	Natural Open Space
	Distributor Road
	Housing (medium density)
	Housing (low density)
	Primary school
	Mixed use / commercial
	Employment
	Site with planning permission for residential

Stoke Park / Development Framework Plan





**KEY**

- Highwood Land LLP
- Drew Smith Group
- Borough Boundary
- Existing woodland
- Existing hedgerow / tree belt
- Strategic planting
- Informal Public Open Space
- Formal Recreation
- Natural Open Space
- Distributor Road
- Housing (high density)
- Housing (medium density)
- Housing (low density)
- Primary school
- Secondary School
- Mixed use / commercial
- Employment

Fair Oak North / Development Framework Plan



## Land Use

- 3.31 The Development Framework Plans show proposed development areas and relationships with strategic and green infrastructure. The Development Schedules attached at Appendix 1 set out the proposed areas of the various land uses as currently illustrated within the concept master-plan.

## A Healthy and Vibrant Community

- 3.32 Supported by an aspiration for the development to achieve BREEAM Communities 'Excellent' certification, this will be a place in which access to open space, play and sports facilities will be a priority. Connected by a network of safe walking and cycling routes, there will be an emphasis on promoting opportunities for healthy and active lifestyles. In particular, ensuring good access is provided from existing settlements through the development and to the new green infrastructure, with onward connectivity to the South Downs National Park.
- 3.33 A wide range of housing types, sizes and tenures will be made available to ensure housing choice and inclusivity for the widest possible group of residents. The layout and design of residential areas will seek to create local distinctiveness in response to the setting of the area. Variety will be evident as people move through the development, however, a sense of cohesion should prevail as a result of the materials used.
- 3.34 The local needs of residents will be catered for through provision of a mix of services which are easily and safely accessible on foot, bike or by public transport. Higher order needs will be met through ensuring safe and attractive accessibility to Eastleigh town centre and the railway station. Provision for convenient public transport for those undertaking journeys beyond the development will be secured, and the use of alternative modes of travel will be made appealing and attractive for local trips. Incentives and innovations will be put in place to encourage residents to adopt sustainable travel patterns from the scheme's inception.

### **Strategic Highway Network, Cycling and Walking**

- 3.35 The Development Framework Plans make provision for a new strategic relief road connecting Winchester Road to Allbrook Hill and on to Junction 12 of the M3 motorway and a distributor road connecting Winchester Road with Mortimer's road to the east. A circa 20m wide corridor has been allowed for in the Framework Plans, which will provide sufficient space for road, cycle and pedestrian routes as well as necessary services and associated landscaping. The new access links represent a significant benefit of the project - facilitating the delivery of strategic development, whilst also relieving pressure on local roads in Fair Oak/Bishopstoke, Colden Common and Twyford.
- 3.36 Cycling and walking are placed at the heart of the development strategy. Existing public rights of way and bridleways will be retained, with potential for new connections along road routes, but also making the most of opportunities arising from the proposed new public open space and other green infrastructure. Strategic links to the South Downs National Park, the Itchen Valley, Eastleigh Town Centre and other nearby settlements will be provided.

### **Green Infrastructure / Landscape / Ecology**

- 3.37 The green infrastructure strategy adopted in the masterplan jointly considers and responds to the landscape, ecological and open space opportunities to provide multifunctional green spaces and inter-connecting links made up of:
- Strategic landscape planting
  - Ecological linkages
  - Formal and informal recreation and public open space

#### Strategic Planting Belts

- 3.38 Strategic planting belts are proposed to the east and north of the site, acknowledging the landscape and topographical constraints and opportunities. The extensive planting areas (40m in depth on the eastern boundary and 30m in the north), will restrict and minimise long distance views to the north and east towards the SDNP and mitigate local visual effects, whilst both physically and visually containing the site.

#### Ecological Buffers

- 3.39 Ecological assets are to be protected, including woodland SINC's on the edges of the site, which will be protected by semi-natural buffers of at least 15m (in accordance with current Natural England and Forestry Commission standing advice). Management Plans will also be produced, specifying measures to be adopted that will protect and to enhance woodlands and SINC's wherever possible.
- 3.40 Local tree belts and field hedgerow structures are to be retained wherever possible and will be subject to appropriate buffers outside of and within development parcels.

#### Headwaters and Watercourses

- 3.41 Minimum 8m standoff buffers have been applied to development parcels in accordance with current Environment Agency guidance.. In co-operation with the Environment Agency, the final extent of buffers and off-sets will be given further consideration as the masterplan process progresses.



### Public Open Space

- 3.42 Over 137 hectares of public open space is illustrated within the Development Framework Plans. This would serve not only the residents of the new development, but also existing residents and could make a significant contribution to the strategic Green Infrastructure Strategy for the Borough and indeed the wider PUSH area, including neighbouring Winchester district.
- 3.43 Over 21 hectares of formal recreational open space (provision of 1.42 hectares per 1,000 population) is proposed. The masterplan makes provision for two areas of formal sports recreation, located within green buffers at the northern and eastern edges of the site.
- 3.44 Local parks, children's play areas, allotments and recreational facilities are spread across the site. A significant village park is proposed to the west of Hall Lands Lane, close to the centre of Fair Oak.

### **Biodiversity Offsetting for the River Itchen SAC**

- 3.45 Eastleigh's Draft HRA Screening of the issues and options concludes that all potential pollutant pathways associated with the strategic spatial options under consideration could be substantially reduced (and potentially entirely eliminated) through the incorporation of adequate buffers along watercourses and standard noise/vibration and water quality controls. It also concluded that none of the options posed a fundamental conflict with the River Itchen SAC that could not be overcome by careful design and development practices.
- 3.46 However, one of the factors believed to potentially affect the conditions within the River Itchen SAC habitats is Nutrient Nitrogen deposition which can be associated with traffic exhaust. The specific areas which may be affected by strategic highway measures north of Bishopstoke are yet to be confirmed. However, it is clear that where options are required to take land from the SAC and where traffic levels are anticipated to increase within 200m of the SAC, impacts upon the integrity of the SAC and therefore the protected species which it supports, may occur. However, it is recognised within the Habitat Regulations Assessment (HRA) Screening Report of the Issues and Options that the supporting habitats for the SAC are primarily limited by phosphorus levels, rather than atmospheric nitrogen. Further work is therefore required to determine the likely effect the highways infrastructure will have on the integrity of the SAC, although it is of note that the HRA Screening Report does not conclude that any broad spatial option presents insurmountable issues regarding European sites.
- 3.47 Where it does not prove possible to avoid all impacts upon the integrity of the SAC, the Council would need to consider whether there are alternative solutions that would have a lesser effect, or avoid an adverse effect, on the integrity of the site. If it can be demonstrated that there are no alternative solutions, it would then be necessary under the Conservation of Habitats and Species Regulations 2010 to demonstrate that there are 'imperative reasons of overriding public interest' (IROPI) sufficient to override the harm to the site, before being able to proceed with the plan or project in question. The Council may only consider Biodiversity Offsetting as a compensatory measure to ensure that the overall coherence of the SAC is protected, if IROPI can be demonstrated.
- 3.48 Any biodiversity offsetting associated with the environs of the River Itchen would obviously require detailed study to first attribute a number of biodiversity units to the areas to be lost or affected and then to assess the potential biodiversity units attributable to the offset site. However, there are some local sites which are within developer control, which may, with the correct management, have the potential to reach the required number of biodiversity units and become suitable offset land.
- 3.49 Over 70 hectares of natural public open space is available in the north of the site to the south of Highbridge Road, which may be suitable for conservation management. Further areas of open space totaling 67 hectares to the south of Bishopstoke Road are also within the control of the site promoters which could be made available for biodiversity off-setting or conservation management (or SANGS) if necessary.

## Housing and Density

- 3.50 Housing is the largest proposed land use within the development, with anticipated delivery of circa 6,135 dwellings making a significant contribution towards the Borough's strategic housing needs.
- 3.51 The development will provide a mix of housing types and sizes to meet the different needs within the existing and proposed new communities – including affordable housing, starter homes and accommodation for the elderly. It is anticipated that affordable housing will be provided in accordance with the emerging local plan requirement of 35% and that the mix will broadly accord with local needs (currently prescribed by the Eastleigh Housing Needs Study 2015, see Table 3 below). The mix is not yet fixed and will be subject to ongoing review and liaison with the Council, with details to be determined on a phase-by-phase basis at outline planning stage.

	1-bed	2-bed	3-bed	4-bed
Market	5%	35%	45%	15%
Affordable	30%	40%	25%	5%
All dwellings	15%	35%	40%	10%

Table 3: Eastleigh Housing Needs Survey Suggested Housing Types (borough-wide)

- 3.52 The housing density within development parcels varies across the masterplan related to accessibility to public transport and local services, with consideration to localised constraints such as landscape and topography, ecology etc. For the purposes of masterplan formulation, three grades of notional density have been used – 'High Density' at 45 dwellings per hectare, 'Medium Density' at 37 dwellings per hectare and 'Low Density' at 32 dwellings per hectare. These densities are effectively close to 'net' densities rather than 'gross' as public open space and distributor roads are excluded from the calculation.
- 3.53 Lower densities are envisaged on the fringes of the development and in the most sensitive locations. Higher densities are proposed close to new and existing centres, public transport routes and in less sensitive landscape settings.

## Employment Land

- 3.54 Provision is made within the masterplan for 34,800 sqm of employment floorspace based on delivery at a ratio 0.4 of the employment land area of 8.7 hectares. Further work is required in cooperation with the Council to establish the most appropriate uses, location and overall provision.
- 3.55 Floorspace is likely to be provided through a combination of offices and business units. Integrating business floorspace in hub locations alongside local centres (commercial/shops), community facilities and schools, close to homes, will encourage linked trips, minimise the need to travel, and promote increased spending in the new commercial facilities rather than the employment areas having to provide their own.

### **District / Local Centres**

- 3.56 The masterplan makes provision for a new district hub for the area in the core of the development centred on the new junction of the NBBP/distributor road with Winchester Road at Crowdhill. This hub location will provide new shops, services and facilities to complement those in Fair Oak and other local centres, and locates them alongside proposed employment and schools to promote linked trips and commercial vitality.
- 3.57 Two smaller local centres are to be provided to the east and west in accessible locations within the core of the housing areas that will meet the daily needs of residents.
- 3.58 Further work is required in relation to the nature and scale of the proposed retail/commercial provision, but 3.3 hectares has been provided for in the masterplan. Proposals will seek not to undermine the higher-order shops, services and facilities (i.e. the vitality and viability) provided in Eastleigh town centre or other nearby centres and will be of a size and scale appropriate to meet the needs of the resulting resident population and relevant commercial catchment.

### **Schools**

- 3.59 The masterplan makes provision for three new primary schools and one new secondary school. Schools are proposed in accessible locations within walking distance of new homes, alongside local centre shops, services and other community facilities.

### **Other social and community facilities**

- 3.60 The development will deliver a range of healthcare, community and commercial facilities alongside schools, employment and residential uses to minimise the need to travel. Other social and community facilities may include community venues and health care (GPs/Dentists) facilities. The nature and scale of facilities will be subject to liaison with service providers (e.g. the Clinical Commissioning Group/Hampshire County Council and others), the council, key stakeholders and the local community.

### **Utilities – Power Lines and Pipeline**

- 3.61 Power Lines: detailed design will determine whether buffers of 30m will be needed to playing pitches in the areas of formal recreation space affected by the power lines. Landscaping can be utilised to deter uses such as kite-flying beneath the lines which can warrant a reduction in the buffer in appropriate circumstances. Detailed design of parcel H19 may require off-set of housing as part of the detailed layout design of that parcel.
- 3.62 BP Pipeline: an easement of 6m each side of the pipeline has been provided. Further detailed work, in consultation with the relevant pipeline protection agency, will be undertaken to ensure appropriate safeguarding measures.
- 3.63 Water and Wastewater: Southern Water have advised the Council that increased wastewater treatment capacity and additional water resources are likely to be required over the planning horizon. This can be planned, funded and delivered through the water industry's price review process. This is undertaken every five years, so there are repeated opportunities over the life time of the Local Plan to identify and deliver investment. New and improved sewerage infrastructure as well as water mains would be required to serve individual sites. In principle, this is not a constraint to development but the necessary infrastructure would need to be planned and delivered in parallel with development, in collaboration with developers and the planning authority.



3.64 In response to the Issues and Options consultation in 2016, Southern Water responded:

“New and improved water supply and wastewater infrastructure will be required to serve the development proposed in Eastleigh Borough's Local Plan 2011-2036, or to meet stricter quality standards in the treatment of water and wastewater. Depending on the exact location of development, this is likely to include improved local sewers and water mains, and potentially strategic assets such as trunk sewers, pumping stations and treatment works. Delivery of infrastructure improvements needs to be supported by Local Plan policies, planning consents and, in the case of wastewater treatment, effluent discharge consents from the Environment Agency. Southern Water would like to see policies that positively encourages the provision of new and improved utility infrastructure and suggest the following wording: “New and improved utility infrastructure will be encouraged and permitted in order to meet the identified needs of the community”

3.65 There are no indications that utility providers will not be able to service the new development in relation to electricity and gas.

### **Flood Risk and Drainage**

3.66 Surface water drainage will be sustainably managed through SUDS features across the development including open water features such swales and attenuation ponds. A drainage strategy for the project will be developed alongside the more detailed hydrological assessment work that will be undertaken. Detailed Flood Risk Assessments will accompany all planning applications.

### **Air Quality**

3.67 Eastleigh has declared four Air Quality Management Areas in the borough:

- Along the A335 Leigh Road/Romsey Road/Southampton Road/Wide Lane corridor between Bournemouth Road and Southampton Airport Parkway;
- At properties close to the M3 between junctions 12 and 14;
- In the vicinity of the Hamble Lane / A3025 Portsmouth Road junction; and
- Along the A334 through Botley, between the Woodhouse Lane and Winchester Street junctions

3.68 Eastleigh's high level strategic assessment methods have not identified any air quality impacts as occurring to the existing AQMAs in the Borough arising from development north of the Borough. However, it is recommended that more detailed assessments are undertaken at the appropriate stages in the development process.

## **B – Availability Assessment**

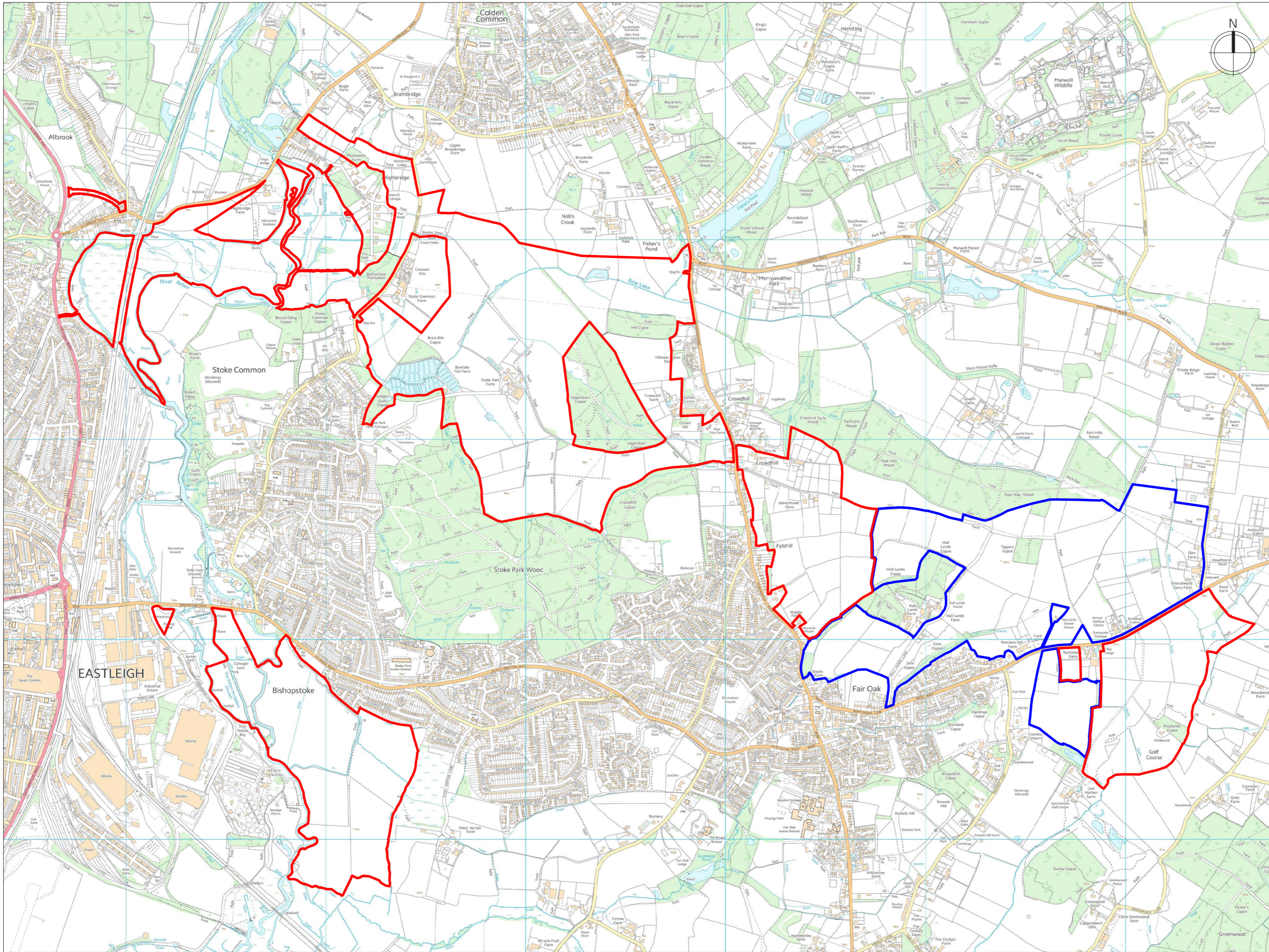
### **Land Control**

- 3.69 The Land Control Plan shows the extent of the sites which are currently being promoted by both Highwood Group (shown in red) and Drew Smith Group (shown in blue).
- 3.70 The land controlled by the site promoters comprises various parcels of what is predominantly agricultural and grazing land – from the east at Stroudwood Lane and either side of Mortimers Lane, to the north of Fair Oak and south of Park Hills Wood, extending towards Winchester Road at Crowdhill. Land control extends west of Winchester Road, north of Stoke Park Wood, then northwards to include Stoke Park Farm and northwards towards Brambridge and Allbrook.

### **Construction and Delivery**

- 3.71 As developers and land promoters both the Highwood Group and Drew Smith Group have the experience, capability and resources to deliver this strategic development as intended. It is anticipated that elements of the development will be delivered by both Highwood Group and Drew Smith in partnership with one or more Registered Providers.
- 3.72 Additionally, and to ensure planned rates of delivery are achieved, it is anticipated that components of the site will be delivered by their respective development partners (e.g. to regional and national housebuilders) who will tender or bid for the opportunity of developing phases and sub-phases at the appropriate times – e.g. through the sale of serviced parcels or by phase.
- 3.73 To ensure that the development is plan-led and that key strategic infrastructure is delivered at the appropriate times by whomever delivers the development on the ground, policy mechanisms will be put in place to ensure that a co-ordinated approach is taken (e.g. consortium agreements, strategic development masterplans, infrastructure delivery plans etc) to guarantee delivery.





**KEY**

- Highwood Land LLP
- Drew Smith Group

Land control plan



### **Policy Structure to Facilitate Delivery Strategy**

- 3.74 It is envisaged that the development would be underpinned by overarching strategic policies in the Local Plan, including a 'Key Diagram', which would specify key requirements such as the number and location of new homes and the delivery and phasing of key supporting infrastructure. These policies, would effectively support a single allocation for the strategic development. The Local Plan policies would require a Strategic Development Masterplan and Infrastructure Delivery Plan to be prepared and submitted to and approved by the LPA.
- 3.75 The approach would:
- provide certainty over relationship between delivery of housing and key strategic infrastructure
  - set out key parameters and issues to be resolved by subsequent planning applications

### **Strategic Development Masterplan (SDMP)**

- 3.76 The assumption is that planning applications would be determined in accordance with the single co-ordinating Strategic Development Masterplan (and site-wide Infrastructure Delivery Plan).
- 3.77 Such a masterplan would be a detailed plan, evolved from the work described in earlier sections of this document, having been subjected to public and stakeholder consultation following allocation in the Local Plan. The Masterplan document will describe the quantum, type and framework for development, including infrastructure and a Phasing Plan. It will also provide guidance on character areas, landscape strategy, access and connectivity and design principles to be followed by applications.

### **Infrastructure Delivery Plan (IDP)**

- 3.78 A principal component of the successful delivery of the Strategic Development will be its Infrastructure Delivery Plan (IDP), which will sit alongside a Masterplan for the whole site. The IDP will establish not only the quantum and type of infrastructure to be provided, but, of vital importance, how and when that infrastructure will be funded and delivered.
- 3.79 The ability to demonstrate that the chosen approach is robust falls to both the Local Planning Authority and the development interests. Therefore, it is prudent to commence joint working at the earliest opportunity.
- 3.80 A robust IDP (underpinned by a site wide masterplan and phasing plan), is central to the delivery of a strategic site via more than one planning application.
- 3.81 The function of the IDP is to ensure that relevant development contributes to the delivery of the infrastructure on which balanced communities within the overall development envelope depend.
- 3.82 Based upon a site wide masterplan, the IDP will include a range of infrastructure measures drawing on the spatial vision and Local Plan Policy from which the allocation flows. The IDP can also aid in the forming of emerging planning policy by providing specific commentary of infrastructure requirements and delivery as part of the housing trajectory. Such measures will include, but are not limited to:
- New roads
  - New Education Facilities
  - New Healthcare Facilities
  - Public Transport integration
  - Local Centre(s), including retail and community use
  - Formal sports provision

- 3.83 The IDP will contain a sequence of works, informed by both the Borough Council and service providers, where the phased delivery of infrastructure and housing is set out. In respect of the funding of future phases of infrastructure, the IDP could provide for alternative mechanisms towards financing, such as the Borough Council acting as a facilitator/ bank, and holding payments made for future investment or, more specifically, individual phases of development overpaying for one item of infrastructure (e.g. a road or school), and under contributing towards a facility which will be delivered in a later phase.
- 3.84 Such mechanisms need to be considered in depth, but there are many options available (depending upon priorities), which need to be discussed and agreed between all parties.
- 3.85 The IDP will demonstrate co-ordination of the cumulative impacts, ensuring that each phase of development contributes to or delivers components of the strategic infrastructure. When forming the IDP, analysis will be required to identify which types of infrastructure are 'strategic' (i.e. applicable across the whole strategic development location), and those which can be dealt with by development phase (i.e. within an individual application site, or associated directly with the phased proposals themselves).
- 3.86 The strategic element will require a collaborative delivery approach, over the lifetime of the housing trajectory, through proportionate contributions by each component and via the involvement of both the County Council and Borough Council. The phased delivery could, however also proceed on the basis of associated infrastructure provision being provided directly by the developer, provided that the infrastructure provision was within land controlled by the development interests / Highway Land. A principal consideration of the mechanics of the IDP will be CIL, and whether the Strategic Sites to be delivered in the Plan Period will be CIL exempt, or if elements of infrastructure are to be met, in part, by the CIL.
- 3.87 The IDP should be developed in as much detail as possible but remain flexible to change. By setting out each component of the overall infrastructure requirement, the IDP is able to allocate delivery (or contribution towards it) from all parties, and where and when these items will be delivered by individual planning applications / phases. It will also attribute an accurate cost of each component of infrastructure required, particularly the strategic components where costs will be shared between the parties. The IDP will be continually reviewed to ensure that costs remain accurate. The IDP will be a key document against which Legal Agreements in support individual applications will be framed.
- 3.88 The IDP would not represent Draft Heads of Terms for a Planning Application. Rather, it is to be used in the formation of draft Heads of Terms of the Section 106 Agreement for each phase of development it will include the following:
- a list of the likely infrastructure requirements (based on the predicted need or known constraints and the necessary mitigation) and as outlined by the Local Plan.
  - a split of the infrastructure requirements into 'strategic' and, subsequently, indicative development phasing
  - a split of the broad percentage contribution applicable by phase and infrastructure components, to define the likely costs per phase.
  - achieve the infrastructure proposed based on a range of evidence sources
  - produce a site delivery trajectory and broad phasing plan on which to base the phased Heads of Terms.
- 3.89 It would not outline measures to implement affordable housing or site specific/ plot specific build costs as it relates to strategic infrastructure only. In effect the infrastructure elements in the IDP relate exclusively to abnormalities, and relevant Section 106 and Section 278 costs (off-site and strategic contributions subject to a legal agreement).
- 3.90 Affordable Housing and site specific/ plot costs will be covered by phase specific viability toolkits where required.
- 3.91 There are numerous advantages to the approach described, not least of which is the ability to progress more than one planning application at the same time albeit that each is linked by an overarching masterplan and IDP which will inform legal agreements.
- 3.92 Development of this scale must be freed, wherever possible, of encumbrances to the delivery of housing and infrastructure provision. At any one time there must also be multiple outlets on site, so as to maintain a deliverable supply of housing and to mitigate the potential limiting effects of market demands on supply.

3.93 The approach described was considered as part of the Kentwood Farm Appeal process, (APP/X0360/A/11/2157754), where the Secretary of State in common with the Inspector found that an IDP constitutes “another relevant mechanism”, which is capable of delivering the infrastructure of Strategic Development Locations in accordance with the requirements of the Development Plan, and implemented via more than one Planning Application.



## C – Achievability Assessment

### Infrastructure Provision and Viability

3.94 The site is considered to be financially viable for development set out in the previous sections. The infrastructure considered necessary to deliver the development includes:

- Provision of land for and construction of strategic transport improvements associated with the North Bishopstoke Bypass and Allbrook Hill Relief Road
- Off-site improvements to local highway network, public rights of way and cycle tracks
- Provision of land for and delivery of a new Secondary school
- Provision of land for and delivery of 2 no. 3FE Primary schools 1 no. 2FE Primary school
- Provision of new Local/District centres
- Affordable housing provision
- Provision of land for and delivery of formal recreational sports facilities (21ha)
- Provision of land for and delivery of informal public open space and land to be used for the implementation of ecological mitigation strategies
- Provision of land for and delivery of strategic landscape green buffers and other ancillary green infrastructure
- Ecological enhancements – e.g. enhancement of setting to SINCs and ancient woodlands; hedgerow network; water courses and headwaters
- Provision of sustainable urban drainage systems, potentially including attenuation ponds and swales
- Connections to existing utility infrastructure
- Planning obligations - S106 / Community Infrastructure Levy (CIL) costs
- BREEAM Communities

### Timetable for Delivery

3.95 The efficient delivery of housing and strategic infrastructure is of primary importance for the council to meet its identified needs.

3.96 In order to significantly boost the supply of housing within the borough, it would in our view, be prudent to accelerate delivery from compatible components of the strategic site. In these cases, it must be shown that the selected sites would otherwise be acceptable as standalone development when considered against the prevailing local and national policy context, providing the delivery of such sites is in accordance with the IDP.

3.97 The co-operation of the Council will be sought in order to maximise the opportunity to address the Borough's clearly identified housing need and to advance the delivery of the associated strategic infrastructure.

3.98 Market absorption also militates in favour of the approach outlined above.

## Conclusions

- 4.1 This document sets out the rationale for development north of Bishopstoke and Fair Oak and summarises the work undertaken to date by Highwood Group and Drew Smith Group on the suitability, availability and achievability of the strategic development location. A masterplan framework and rationale is provided, prepared following an analysis of key constraints and opportunities. Strategic development north of Bishopstoke and Fair Oak in the manner proposed has the ability to deliver the following key benefits for the Borough:
- Over **6,000 new homes** – of a mix and range of types and tenure that will include: open market housing, Affordable Housing, homes for the elderly and other specialist accommodation
  - Strategic **transport infrastructure** – including a North of Bishopstoke By-pass alongside improvements to the local highway network
  - Measures to promote **sustainable travel** – new strategic cycle and pedestrian routes and improvements to existing facilities in the local area; new and improved public transport infrastructure
  - Strategic **Green Infrastructure** - including public open space and formal recreation facilities, green routes and ecological linkages; extensive areas for strategic ecological mitigation
  - **Community infrastructure** - primary and secondary schools, nurseries, community facilities (e.g. community halls), healthcare facilities (e.g. GP / dentists surgeries)
  - Over 30,000 sqm of new **business and employment** floorspace
  - New Local / District Centres to provide **shops, services and facilities** in hub locations
- 4.2 A particular focus of the report was on the proposed mechanisms being formulated by Highwood Group and Drew Smith Group to guide the delivery of necessary strategic infrastructure contemporaneously with the construction of a significant number of new homes. Key to this will be the Strategic Development Masterplan and in particular the Infrastructure Delivery Plan which will provide the much needed detail and mechanism for co-ordinating and delivering the key strategic infrastructure elements.
- 4.3 There are a number of analytical refinements that will be undertaken to inform the detailed planning of the strategic development and associated infrastructure proposed. Co-ordination between the site promoters, planning authority, statutory and technical consultees and the local community will be necessary to facilitate the planning and implementation of the development going forward.
- 4.4 Highwood Group and Drew Smith Group will work cooperatively with the various stakeholders to deliver the project.

## Appendix 1 – Development Schedules



# Development Framework Plan Schedules

## Fair Oak North

Parcel ref.	Landuse	Area		Florspace
		ha	acres	Sqm*
SS1	Secondary School	9.4	23.2	
PS1	Primary School	2.7	6.7	
PS2	Primary School	2.7	6.7	
LC1	Mixed use / Commercial	0.5	1.2	
LC2	Mixed use / Commercial	0.3	0.7	
E1	Employment	1.7	4.2	6,800
E2	Employment	1.0	2.5	4,000
E3	Employment	3.3	8.2	13,200
FR1	Formal Recreation	11.3	27.9	
TP1	Town Park	13.4	33.1	
LP1	Local Park	0.5	1.2	
LP2	Local Park	0.6	1.5	
LP3	Local Park	1.1	2.7	
				<b>24,000</b>

\* Florspace calculated on 0.4 ratio of site area

Parcel ref.	Landuse	Area		Density	Units
		ha	acres		
H1	Housing	1.8	4.4	45	81
H2	Housing	1.9	4.7	45	86
H3	Housing	1.9	4.7	45	86
H4	Housing	2.7	6.7	45	122
H5	Housing	1.3	3.2	37	48
H6	Housing	1.5	3.7	37	56
H7	Housing	1.9	4.7	37	70
H8	Housing	1.9	4.7	37	70
H9	Housing	2.4	5.9	37	89
H10	Housing	0.6	1.5	37	22
H11	Housing	1.4	3.5	37	52
H12	Housing	3.0	7.4	37	111
H13	Housing	3.3	8.2	37	122
H14	Housing	2.1	5.2	37	78
H15	Housing	2.1	5.2	37	78
H16	Housing	4.2	10.4	37	155
H17	Housing	1.7	4.2	32	54
H18	Housing	1.8	4.4	32	58
H19	Housing	2.5	6.2	32	80
H20	Housing	1.8	4.4	32	58
H21	Housing	1.5	3.7	32	48
H22	Housing	1.5	3.7	37	56
H23	Housing	1.8	4.4	37	67
H24	Housing	3.1	7.7	37	115
H25	Housing	5.4	13.3	37	200
H26	Housing	6.4	15.8	37	237
H27	Housing	1.4	3.5	37	52
H28	Housing	3.5	8.6	37	130
H29	Housing	4.0	9.9	37	148
H30	Housing	2.5	6.2	32	80
H31	Housing	2.4	5.9	32	77
H32	Housing	1.4	3.5	45	63
H33	Housing	1.5	3.7	45	68
H34	Housing	2.7	6.7	37	100
H35	Housing	1.3	3.2	32	42
H36	Housing	1.0	2.5	37	37
H37	Housing	8.6	21.3	37	318
H38	Housing	2.0	4.9	37	74
H39	Housing	1.2	3.0	37	44
H40	Housing	1.4	3.5	32	45
H41	Housing	2.7	6.7	32	86
H42	Housing	1.0	2.5	32	32
H43	Housing	1.8	4.4	32	58
H44	Housing	2.7	6.7	32	86
H45	Housing	2.7	6.7	32	86
H46	Housing	0.9	2.2	32	29
H47	Housing	2.9	7.2	32	93

## Stoke Park

Parcel ref.	Landuse	Area		Florspace
		ha	acres	Sqm*
PS3	Primary School	2.0	4.9	
LC3	Mixed use / Commercial	1.6	4.0	
LC4	Mixed use / Commercial	0.2	0.5	
LC5	Mixed use / Commercial	0.7	1.7	
E4	Employment	2.1	5.2	8,400
E5	Employment	0.6	1.5	2,400
LP4	Local Park	2.6	6.4	
LP5	Local Park	0.6	1.5	
LP6	Local Park	6.4	15.8	
FR2	Formal Recreation	9.7	24.0	
NP1	Natural Public Open Space	70.5	174.2	
NP2	Natural Public Open Space	21.1	52.1	
				<b>10,800</b>

\* Florspace calculated on 0.4 ratio of site area

Parcel ref.	Landuse	Area		Density	Units
		ha	acres		
H48	Housing	4.0	9.9	37	148
H49	Housing	3.3	8.2	37	122
H50	Housing	1.5	3.7	37	56
H51	Housing	1.4	3.5	37	52
H52	Housing	2.7	6.7	37	100
H53	Housing	5.0	12.4	37	185
H54	Housing	4.9	12.1	37	181
H55	Housing	2.5	6.2	37	93
H56	Housing	4.1	10.1	37	152
H57	Housing	4.9	12.1	37	181
H58	Housing	2.2	5.4	37	81
H59	Housing	1.8	4.4	37	67
H60	Housing	2.2	5.4	37	81
H61	Housing	2.5	6.2	37	93
H62	Housing	2.3	5.7	32	74
H63	Housing	1.2	3.0	32	38
H64	Housing	1.2	3.0	32	38
H65	Housing	0.9	2.2	32	29
H66	Housing	1.2	3.0	32	38
H67	Housing	1.2	3.0	32	38
H68	Housing	1.9	4.7	32	61
H69	Housing	3.7	9.1	32	118
H70	Housing	2.0	4.9	33	66
		<b>59</b>	<b>145</b>		<b>2092</b>

## Summary

Land use	Units/ florspace	Hectares	Acres
Housing	6,135	169.7	419
Employment	34,800	8.7	21
Mixed use / Commercial		3.3	8
Formal recreation		21.0	52
Town Park		13.4	33
Local Parks		11.8	29
Natural Public Open Space		91.6	226