

## **8. DRAFT NORTHERN ARC MASTERPLAN AND DRAFT INFRASTRUCTURE DELIVERY PLAN AND PHASING STRATEGY**

REPORT OF: ASSISTANT CHIEF EXECUTIVE  
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Wards Affected: Dunstall, Leylands, St Andrews, Franklands, Meeds, Victoria, Cuckfield, Ansty and Staplefield, and Hurstpierpoint and Downs  
Key Decision: Yes  
Report to: Cabinet  
Date of meeting: 24 September 2018

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### **Purpose of Report**

1. Following consideration by the Scrutiny Committee for Community, Housing and Planning at its meeting on 12 September 2018, this report seeks Cabinet's approval of the draft Masterplan and the draft Infrastructure Delivery Plan and Phasing Strategy for the delivery of the Northern Arc Strategic Allocation, Burgess Hill.

### **Summary**

2. This report:
  - a) Summarises the background to the Northern Arc Strategic Allocation;
  - b) Sets out the key aspects of the draft Masterplan and the draft Infrastructure Delivery Plan and Phasing Strategy; and
  - c) Sets out the proposed planning application strategy and the next steps to deliver the Northern Arc development.

### **Recommendations**

3. **That Cabinet:**
    - (i) **Approves the draft Masterplan and the draft Infrastructure Delivery Plan and Phasing Strategy as material considerations in the determination of planning applications for development within the Northern Arc strategic allocation;**
    - (ii) **Gives delegated authority to the Divisional Leader for Planning and Economy, to make typographical and minor factual corrections to the documents as necessary prior to publication.**
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### **Background**

4. The Northern Arc Strategic Allocation is a 200 hectare (ha) greenfield site lying to the north of Burgess Hill between Bedelands Nature Reserve on the east side of Burgess Hill and the Goddards Green Waste Water Treatment Works to the west, in the Burgess Hill Wards of Dunstall, Leylands, Franklands, Meeds, St Andrews, Victoria, and the Parishes of Hurstpierpoint and Downs and Ansty and Staplefield. The location and extent of the Strategic Allocation is set out in Appendix 1.
5. The Northern Arc has been identified by Mid Sussex District Council (MSDC) and Burgess Hill Town Council as a strategic development site for many years and the

site's status as a strategic allocation is established in the adopted Mid Sussex District Plan (Policy DP9: Strategic Allocation to the north and north-west of Burgess Hill). The Policy states that the development will deliver approximately 3,500 new homes; associated new neighbourhood centres including retail, community and health uses; two primary schools and a secondary school; 25 hectares of land for employment south of the A2300 (15ha of which is currently being delivered at The Hub); a Centre for Community Sport; provision for settled Gypsies and Travellers; green infrastructure; and a new Northern Link Road connecting the Strategic Allocation from the A2300 through to Maple Drive with new junctions on the B2036 (Cuckfield Road) and A273 (Isaacs Lane). Given the level of development anticipated it is clear that this site will play a significant part in the delivery of the overall housing numbers for the District Plan and will contribute to the necessary infrastructure for Burgess Hill and the surrounding area.

6. As the Cabinet will be aware, the Northern Arc Strategic development enjoys political support from all tiers of Government
7. Burgess Hill Town Council approved the Burgess Hill Town Wide Strategy (the Strategy) in 2011 with a Vision for Burgess Hill to become a "fully sustainable 21<sup>st</sup> century town". In order to support this Vision it was recognised that the town needs a high quality, vibrant and accessible town centre; additional high quality business park development; approximately 10ha of sports and recreational provision; improved transport infrastructure including public transport and measures to improve walking and cycling; and improvements to green infrastructure and biodiversity. The Strategy established that there would need to be significant housing development in order to deliver the Vision and development objectives and it identified the Northern Arc as a preferred location for this. The Strategy was based on extensive consultation with the local community between 2004 and 2010.
8. The Burgess Hill Neighbourhood Plan (made in 2016) built on the work of the Strategy, particularly its development objectives and the strategic development sites it identified. Although much of the Northern Arc Strategic Allocation lies outside Burgess Hill Town Council administrative boundaries, and therefore outside the Neighbourhood Plan area, the Neighbourhood Plan acknowledges that the development is designed to function as an urban extension to Burgess Hill. The Neighbourhood Plan therefore established development principles which have been taken into account in the delivery of the Northern Arc development.
9. In addition, both the Hurstpierpoint and Sayers Common Neighbourhood Plan (made in March 2015) and the Ansty and Staplefield Neighbourhood Plan (made in Feb 2017) have policy provisions regarding the development of the Northern Arc.
10. The Leaders and Chief Executives of West Sussex County Council (WSCC) and Mid Sussex signed a District Growth Deal in recognition of the strategic significance of the Northern Arc development as a key priority and WSCC has been working closely with Mid Sussex in order to ensure delivery of this aspiration.
11. The Northern Arc Strategic Allocation is a key component of the Burgess Hill Growth Programme which is made up of 33 Projects which together will ensure that the Vision for Burgess Hill, first established in the Town Wide Strategy, is delivered. The Coast to Capital Local Enterprise Partnership has supported the Burgess Hill Growth Programme with the award of Local Growth Funds of approximately £32m which together will fund sustainable transport improvements, dualling of the A2300, and, improvements to the Goddards Green Waste Water Treatment Works. Finally, the government has also supported the Burgess Hill Growth Programme with an award of £6.5 million from the Housing Infrastructure Fund towards improvements to Goddards

Green Waste Water Treatment Works and a Homes England Loan of £14 million to forward fund site remediation works and infrastructure delivery at the Fairbridge Way site.

12. Despite the level of support for Northern Arc's Strategic Allocation, its development has been difficult to progress due to the complexities of land ownership, the differently structured land deals entered into by the previous three promoters (Wates, Rydon and Gleasons) and the need for extensive upfront infrastructure required early in the delivery programme. Homes England, the Government's national housing agency, has been working with Mid Sussex District Council. In order to assist in meeting the Government's national housing targets, in July 2018, Homes England acquired the whole site. This simplifies the process providing certainty and pace to the development. Homes England's intention is to deliver the homes at pace by providing early delivery of the infrastructure, with a peak delivery rate of 275 dwellings per year through the use of multiple outlets with a number of developers.
13. The Mid Sussex District Plan Policy DP7 sets out general principles for all the strategic development at Burgess Hill including the Northern Arc. The Mid Sussex District Plan Policy DP9 requires a Masterplan, Infrastructure Delivery Plan (IDP) and Phasing Strategy to be approved by the Local Planning Authority prior to the determination of planning applications in the Northern Arc Strategic Allocation area. Taking into account the policy requirements of DP7, these documents will establish strategic development principles regarding design, layout, and infrastructure provision and phasing of the proposed development. Homes England appointed consultants AECOM to prepare the draft documents for submission and consideration by the Council.
14. AECOM has prepared the draft Masterplan and draft IDP and Phasing Strategy. These documents in the main, comply with Policy DP9. Any minor variations are outlined later in this report. AECOM's work builds on the extensive consultation work already carried out by Burgess Hill Town Council, the Burgess Hill Town Wide Strategy, the Neighbourhood Plans, the work of the previous consortium of developers (including the consultation work for the Freeks Farm Planning Application). They have also worked closely with MSDC and WSCC and other key partners such as, the Horsham and Mid Sussex Clinical Commissioning Group (CCG). In addition, AECOM undertook a technical analysis of the constraints and opportunities of the area, an assessment of the residential and commercial property market and an assessment of infrastructure and development costs. This comprehensive analysis has ensured the development of a draft Masterplan is deliverable. The draft documents are attached at Appendices 2 and 3. The key principles in these documents are summarised below.

#### **Scrutiny Committee for Community, Housing and Planning, 12<sup>th</sup> September 2018**

15. The Scrutiny Committee for Community, Housing and Planning carefully considered the scope and content of the draft Masterplan and the draft Infrastructure Delivery Plan and Phasing Strategy. Members welcomed the involvement of Homes England and recognised the extent of work which had been undertaken to produce such comprehensive documents.
16. Amongst other matters, Members sought clarification over the land use parameters; how the delivery of housing will contribute towards the District's 5 year housing supply; how quality of new development will be secured; what sustainability measures will be included as part of the development and how development can be future proofed. They expressed concerns regarding health provision and sustainable transport measures. Concerns were also expressed regarding the impact of additional traffic on the existing network. Members welcomed the clear commitment towards place making.

17. Officers from Mid Sussex District Council, WSCC, AECOM and Homes England answered questions relating to these issues.
18. Following, a lengthy and detailed debate, the Scrutiny Committee unanimously supported the recommendation that Cabinet approves the documents.

### **Draft Masterplan**

19. The draft Masterplan (at Appendix 2) establishes a Vision, Objectives and key Strategic Development Principles which will guide the development of and the assessment for all planning applications relating to the Northern Arc.

### **Vision**

20. The Vision is:

*“The Northern Arc will combine the best of town and country to offer vibrant local centres, excellent community facilities and well-designed residential neighbourhoods set within a highly attractive landscape of existing mature woodlands, river valleys and extensive natural areas to provide a great place to live and work and visit. It will provide approximately 3,500 new homes, local employment, education, health, leisure, recreation and community facilities within a series of sustainable neighbourhoods linked by a new Northern Arc spine road, green cycle and footpaths and successfully integrated into Burgess Hill and the wider improvements to the town.”*

21. The priority themes supporting the development of the Masterplan are: protecting and enhancing the environment; promoting economic vitality; ensuring cohesive and safe communities; and supporting healthy lifestyles.

### **Land Uses**

22. Policy DP9 of the District Plan establishes the land use requirements of this strategic allocation summarised in Paragraph 6 above and the draft Masterplan demonstrates how this level of development can be achieved.
23. The draft Masterplan shows the location of the main land uses (housing, employment, neighbourhood centres and the Centre for Community Sport), access points, primary and secondary routes as well as the location of key infrastructure (neighbourhood centres, schools and utilities) and green infrastructure and open spaces. The block structure responds to site constraints and opportunities which have been mapped out within the draft Masterplan document. Although the total site area within the Northern Arc is approximately 200ha, only 78ha has been identified for residential uses. This means a considerable proportion of the site has been identified as parkland, green spaces and sports fields (approximately 90ha) with the remainder of the site being proposed for development of associated social, community and other infrastructure and employment uses.
24. Although the Masterplan has demonstrated how the development can be delivered, further technical analysis has identified the need to make some changes to the land use previously indicated in DP9.

25. Following further analysis the location for the Centre for Community Sport (CfCS), originally anticipated to the north of the A2300, is not suitable given the location of overhead power cables and site topography. As a result the draft Masterplan proposes that the CfCS is moved to the land south of the A2300. This 9ha site will provide a variety of sports pitches and a club house. It is recognised that the Town Wide Strategy had anticipated a site of 10ha for the CfCS and in order to address this shortfall the Council has identified an additional 1 ha of land at the Triangle Leisure Centre which, through a redesign of the car park, could accommodate an additional ATP pitch. Officers consider that the proposed location for the CfCS is an improvement as it will benefit from its proximity to the Triangle Leisure Centre and St Pauls School. However the relocation of the CfCS to this area has implications for the amount of employment land available.
26. Policy DP9 provides for 25ha of employment space south of the A2300. 15 ha of land is already being delivered through The Hub development. Therefore the Masterplan provides 10ha of employment land to meet the remaining requirement. Given the need to accommodate the CfCS the amount of employment land available in the previously identified location is 4ha.
27. Officers consider that the 6ha shortfall can however be met by securing additional employment at the neighbourhood centres and through the allocation of additional land through the Site Allocations Development Plan Document (DPD) which is currently being prepared and will be adopted in 2020. A significant number of possible employment sites (totalling 40ha in area) have been promoted to the Council through the preparation of the Site Allocations DPD process for employment uses in Burgess Hill and along the A2300 corridor. Whilst not predetermining the Council's decisions over which sites to allocate, officers consider that there is a sufficient supply of sites to be able to meet the 6ha shortfall resulting from the relocation of the CfCS south of the A2300.

### **Strategic Development Principles**

28. The overarching Vision is translated into spatial and development proposals through 24 Strategic Development Principles in the draft Masterplan, which are grouped around five key topic areas as follows:

- **Access and Movement:**

*In accordance with District Plan Policy DP9 the development of the Northern Arc will include the provision of a link road between the A273 and the A2300. This road will serve as a through route (alongside the Sussex Way/Jane Murray Way) and will be designed with a place-shaping role to ensure that it helps unite the various character areas across the Northern Arc.*

*The layout established in the Masterplan will ensure that the development integrates well with the surrounding network.*

*Strategic pedestrian and cycle links will be provided through the creation of a new Green Super Highway and improvements to the existing Green Circle as well as the provision of footway and cycleway alongside the Northern Arc spine road.*

*A secondary network of pedestrian and cycle links will be provided to ensure safe, attractive and convenient alternatives to the use of the car. AECOM is aware of the work being undertaken regarding the delivery of the Sustainable Transport Package and accordingly the sustainable routes proposed are appropriately connected.*

- **Built Form:**

*The Masterplan proposes three neighbourhood centres of different sizes within walking distance of the entire development. Although the uses within each centre will be different, together they will provide a range of facilities including shops, cafes, community centres and other community facilities such as health services.*

*In accordance with District Plan Policy DP9, approximately 3,500 homes will be delivered. In order to optimise the development of the site a range of housing densities and typologies are proposed with lower densities located in the more sensitive edge locations and higher densities focussed around the three neighbourhood centres and along the western and central sections of the Northern Arc spine road.*

*The government has endorsed the industry standard “Building for Life 12” approach and will apply the 12 principles in order to ensure high standards of urban, landscape and architectural design to create an attractive and distinctive place.*

- **Community and employment:**

*The Northern Arc will seek to maximise integration with the existing communities and will provide existing and new residents with access to a wider range of housing, employment, education, recreation and leisure opportunities.*

*In accordance with District Plan Policy DP9, the Masterplan will secure the delivery of two new primary schools (each of 2FE on sites of nearly 2.2ha) and a secondary school (8FE on a site of nearly 10ha). The education provision will also include early years and special educational needs provision.*

*In accordance with District Plan Policies, the Northern Arc will provide a mix of dwelling types and sizes that reflects local housing needs. The development will provide 30% affordable housing on each and every phase of development (with 75% social or affordable rented homes and the remaining 25% for intermediate homes).*

- **Landscape and infrastructure:**

*The established framework of woodland, trees and hedgerows will be preserved and enhanced and, along with the existing watercourses, will help to define the new character of the community and frame its new development. The Masterplan will deliver a net gain in biodiversity by delivering ecological enhancements within the green infrastructure areas including the provision of Sustainable Urban drainage Systems. The areas of designated Ancient Woodlands within the Northern Arc will be protected.*

*The provision of an open space network will provide opportunities for recreation will support health and well-being and will support climate change resilience objectives. The Masterplan also includes three areas of more formal parkland which will which meet the needs for children's play. These parks will form part of an extensive green network and be connected by east-west and north-south cycle and pedestrian routes.*

*The Masterplan responds to key existing infrastructure constraints including the odour contours of the Goddards Green Sewage Treatment Works including the 132kV overhead power line which crosses the western section of the northern arc; a gas main which runs north-south through the central section of the Northern Arc; and a water main which cuts across the site. The potential to re-route some of these services and to bury the overhead power lines is still being explored however the draft Masterplan illustrates how development can be delivered within existing constraints.*

- **Sustainability:**

*Sustainability requirements will be integral to the future development of the Northern Arc and there are four Strategic Development Principles seeking to secure this including: ensuring climate resilient development; promoting low carbon energy technologies; reducing the potable water demand by design; and ensuring buildings are designed for adaptability and encouraging innovative and sustainable use of natural resources.*

## **Design Guide**

29. Whilst the draft Masterplan will establish Strategic Development Principles, a further detailed Design Guide will be prepared and submitted for approval alongside the development of the outline planning application for the Northern Arc. This will provide a more detailed design framework against which developers can plan development and the Council can determine applications. This Design Guide will identify the different character areas within the Northern Arc and set out detailed design parameters on a range of matters including public realm; the design of neighbourhood centres; the design principles around the primary, secondary and tertiary streets; traffic junction design principles; and access arrangement for the schools. The preparation of the detailed Design Guide will offer further consultation opportunities with key stakeholders including with WSCC as both the Highways and Education Authority, with Mid Sussex as the Planning Authority, and with relevant Town and Parish Councils.
30. All planning applications relating to the Northern Arc will need to be in broad conformity with the approved Masterplan and the detailed Design Guide. Design and Access Statements submitted with planning applications will need to explain and justify the designs proposed in this context.
31. The Freeks Farm site will not be included within the outline planning application for the rest of the Northern Arc Strategic Allocation, because a planning application has already been submitted. Officers will require a site specific detailed design framework for the Freeks Farm site which will be secured through the imposition of a planning condition.

## **Draft Infrastructure Delivery Plan and Phasing Strategy**

32. The purpose of the draft Infrastructure Delivery Plan (IDP) (at Appendix 3) is to identify and plan for the delivery of the infrastructure required to achieve the planning objectives and policies relating to the Northern Arc Strategic Allocation and the estimated total costs. In view of the scale of the project and the long term delivery programme, which is over 16 years, a supporting Phasing Plan (at Appendix 3) has also been prepared to indicate the likely progress of development over time.
33. The IDP and Phasing Strategy identifies that pre-commencement works commence in 2019, construction in 2020 with completion of the entire site by 2035. This has been broken down into 4 delivery phases with the start of each phase overlapping.
34. Homes England recognises that it is necessary to establish the infrastructure required to mitigate the impact of the proposed development and that the timing of provision and contributions to specified infrastructure will enable successful delivery of the new community. They have therefore committed to delivery of all the infrastructure required in the District Plan Policy DP9.
35. The IDP identifies the summary costs of the required infrastructure these may change as the technical work matures and will therefore need to be independently verified to ensure they are accurate. This work will take place prior to the outline application for the strategic allocation is submitted. Indeed the IDP indicates that, in line with Policy DP9, an Allocation wide Financial Appraisal will be submitted alongside the outline planning application for consideration and approval by MSDC.
36. Detailed elements of infrastructure to support provision for the Freeks Farm planning application are the subject of separate S106 negotiations which take account of the infrastructure requirements to support delivery of the strategic site.

### **Phasing strategy**

37. Phase 1 (2020-2025) of the development will secure:
  - Approximately 1,090 new homes, the employment land and the neighbourhood centre, including the provision of a community centre, in the north west, and the CfCS;
  - Significant highways infrastructure both on and off site;
  - Public transport improvements including additional bus services and bus stop infrastructure;
  - Early delivery of the secondary school and delivery of the first primary school; and
  - Delivery of the link road from Maple Drive to Isaacs Lane (completed by 2021).
38. Phase 2 (2025-2028) of the development will secure:
  - Approximately 802 homes;
  - On and off site transport infrastructure; and
  - A district centre adjacent to the first primary school.
39. Phase 3 (2028-2032) of the development will secure:



- Approximately 890 homes;
  - On site road networks and foot bridges;
  - The second primary school
  - Public transport infrastructure; and
  - Green infrastructure.
40. Phase 4 (2032-2035) of the development will secure:
- Approximately 716 homes;
  - Final utility infrastructure;
  - Final green infrastructure; and
  - Final on site road network.

#### **Planning application strategy**

41. The current planning application strategy is as follows:
- Autumn 2018 - Consideration and determination of the Freeks Farm Planning Application (Ref: DM/18/0509) for 460 homes following the approval of the Masterplan and IDP and Phasing Strategy as material considerations;
  - Winter 2018 – submission of the Northern Arc site wide outline application (excluding Freeks Farm) to be accompanied by a Design;
  - Spring 2019 – submission of a full planning application for the Freeks farm Bridge and link road to Isaac’s Lane;
  - Summer 2019 – determination of the Northern Arc site wide outline application;
  - Summer 2019 – determination of the full planning application for the Freeks Farm Bridge and link road to Isaac’s Lane;
  - Autumn 2019 – Submission of a reserved matters application for Freeks Farm
  - Winter 2019 – determination of the reserved matters application for Freeks Farm;
  - Spring 2020 – construction to start on the Freeks Farm site; and
  - Spring 2020 – construction to start on the bridge and link road to Isaac’s Lane.

#### **West Sussex County Council**

42. WSCC is both Highways and Education Authority and as such, they have been closely involved in the preparation of the draft Masterplan and the draft IDP and Phasing Strategy.

43. The Northern Arc Spine Road will link the site with the current highway network to the east and the west. The broad alignment and function of this road was established in the adopted Mid Sussex District Plan. WSCC supports delivery of the Northern Arc Spine Road in its entirety in the first phase of the development.
44. The Northern Arc development will impact on the existing highways and transport network and, where this impact is material, mitigation measures will be delivered. WSCC have identified key impacted junctions and movement corridors and AECOM have developed a package of proposed improvements. Further detailed traffic modelling will be undertaken to support the Transport Assessment which will accompany future planning applications. The Masterplan does not therefore detail the precise improvements but identifies the key junctions and movement corridors and commits to providing improvements that will mitigate the impact of the development in these locations. The IDP identifies costs for these improvements to support a wider viability assessment however, it is appropriate that WSCC reserves its position on these estimates until further financial appraisal and viability work is undertaken.
45. Some Councillors have expressed concerns that unless the Northern Arc Spine Road functions as a main distributor route there could be a negative impact of traffic movements affecting villages to the north particularly at Cuckfield and Ansty. As noted above the final detailed design of these junctions will be tested as part of the development of the outline planning application for the whole of the Strategic Allocation.
46. WSCC is leading on the delivery of the dualling of A2300 to facilitate improvements to capacity and there has been close liaison with Homes England over the timing and arrangements for the delivery of the roundabout link between the A2300 and the Northern Arc Spine Road to ensure that this work is delivered in line with the overall work programme. The principle of delivery has been agreed and the arrangements will be secured through consideration and determination of the outline planning application for the Northern Arc.
47. The development of up to 3,500 homes will generate a need for early years/pre-school facilities and WSCC are satisfied with the education proposals in the Masterplan. The provision of land and delivery of the two primary schools will be funded entirely by the developer and this is reflected in the draft IDP. The secondary school will provide for the need for places generated by the Northern Arc development (approximately 50%) and additional general need in the area (approximately 50%) although more detailed work will be carried out to confirm the actual split. On this basis Homes England will therefore provide the land required for the secondary school with the DfE / County Council contributing to half the cost depending on whether the school is delivered as a Free School or an Academy. The costs associated with the land and delivery of the schools is captured in the IDP. WSCC also supports the commitment to the early delivery of a secondary school.

## **Delivery Strategy and Next Steps**

### **Other Options Considered**

48. Policy DP9 is specific in its requirements that the Masterplan, IDP and Phasing Strategy is approved prior to the determination of any planning applications on land within the Northern Arc and therefore an alternative approach could not be pursued.

49. The draft Masterplan is substantially consistent with the earlier spatial framework but AECOM tested this through the development of a range of Masterplan Options which were critically assessed by both MSDC and WSCC. The draft Masterplan attached is the preferred Option.

### **Financial Implications**

50. The Masterplan and IDP and Phasing Strategy will provide a robust framework, based on up to date Policy, to enable the Council to secure the necessary infrastructure required to mitigate the impacts of proposed development. The IDP identifies the significant level of financial commitment on behalf of Homes England in order to ensure delivery of key infrastructure.
51. The preparation of the documents and the ongoing work relating to the preparation of the outline planning application for the whole of the Strategic Allocation has been and will continue to be resource intensive for both Councils. A number of external consultants have been appointed to support the work (including highways consultants Steer and legal consultants Dentons). Accordingly, WSCC and MSDC are seeking to enter into a Planning Performance Agreement with Homes England to recover associated costs.

### **Risk Management Implications**

52. The Masterplan and IDP and Phasing Strategy secures the level of delivery and establishes design principles to reduce the risks which could otherwise occur over the delivery of a site of this scale and over such a long time frame.

### **Equality and Customer Service Implications**

53. The Mid Sussex District Plan which allocates the Northern Arc Strategic Development was subject to a wide range of assessments to meet statutory requirements including Equalities Impact Assessment. Considerations have therefore been taken into account.
54. Furthermore the Building for Life 12 principles being adopted as part of the consideration of future planning applications has equalities at its core and will ensure delivery of the Northern Arc in line with best practice.

**Appendix 1:** District Plan Northern Arc Strategic Allocation

**Appendix 2:** Draft Northern Arc Masterplan

**Appendix 2.1:** available online <http://mid-sussex.cmis.uk.com/mid-sussex/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/1854/Committee/50/Default.aspx>

**Appendix 3:** Draft Northern Arc Infrastructure Delivery Plan and Phasing Strategy

### **Background Papers**

Mid Sussex District Plan 2014- 2031