

OFFICER REPORT FOR COMMITTEE

DATE: 16/01/2019

**P/18/0005/OA
MILLER HOMES**

**PORTCHESTER WEST
AGENT: TERENCE O'ROURKE
LIMITED**

OUTLINE PLANNING APPLICATION WITH ALL MATTERS RESERVED (EXCEPT THE MEANS OF ACCESS) FOR RESIDENTIAL DEVELOPMENT, DEMOLITION OF EXISTING AGRICULTURAL BUILDINGS AND THE CONSTRUCTION OF NEW BUILDINGS PROVIDING UP TO 350 DWELLINGS; THE CREATION OF NEW VEHICULAR ACCESS WITH FOOTWAYS AND CYCLEWAYS; PROVISION OF LANDSCAPED COMMUNAL AMENITY SPACE, INCLUDING CHILDREN'S PLAY SPACE; CREATION OF PUBLIC OPEN SPACE; TOGETHER WITH ASSOCIATED HIGHWAYS, LANDSCAPING, DRAINAGE AND UTILITIES

LAND EAST OF DOWN END ROAD, FAREHAM

Report By

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1.0 Introduction

- 1.1 This application has been presented to the Planning Committee due to the number of third party representations received.
- 1.2 Members will note from the 'Five Year Housing Land Supply Position' report elsewhere on this agenda that this Council currently has a housing land supply of 4.5 years (a shortfall of 282 dwellings within the 5 year period).

2.0 Site Description

- 2.1 The application site is located on the slopes of Portsdown Hill north of the Portsmouth to Southampton railway line which forms the development's southern boundary. The site comprises agricultural land and paddocks with farm buildings at its centre. The site is in the countryside and lies outside of the urban settlement boundary as defined in the adopted local plan. To its east is Portchester Crematorium and the Memorial Gardens whilst to its north-west is an open-air waste facility. Close by on the eastern side of Down End Road is a small group of residential and commercial properties.
- 2.2 Vehicular access is provided in two places, on the eastern side of Down End Road and from The Thicket via a bridge across the railway line (Cams Bridge). A building used as a motor repairs business is located close to the northern side of the bridge however the red edge of the application site is drawn so as not to include that building.

3.0 Description of Proposal

- 3.1 Outline planning permission is sought for the demolition of the existing agricultural buildings on the site and the construction of up to 350 dwellings.
- 3.2 The means of access to the site is proposed at three separate points. Vehicular access and a footway for pedestrians would be formed with a new junction on the eastern side of Down End Road at the western extent of the application site. Meanwhile a new pedestrian and cycle connection with Upper Cornaway Lane would be provided at the other end of the site at its eastern extent. The main pedestrian and cycle access to and from the site would however be via the existing track leading across Cams Bridge to The Thicket. That track is subject to proposed improvements as part of a separate planning application also on this agenda (application reference P/18/0001/OA).
- 3.3 Matters of scale, appearance, layout and landscaping are to be reserved however the applicant has submitted a Landscape Parameter Plan for consideration which shows the location of open space and attenuation drainage features amongst other things.

4.0 Policies

- 4.1 The following policies are relevant to this application:

Approved Fareham Borough Core Strategy

CS2 - Housing Provision

CS4 - Green Infrastructure, Biodiversity and Geological Conservation

CS5 - Transport Strategy and Infrastructure

CS6 - The Development Strategy

CS14 - Development Outside Settlements

CS15 - Sustainable Development and Climate Change

CS16 - Natural Resources and Renewable Energy

CS17 - High Quality Design

CS18 - Provision of Affordable Housing

CS20 - Infrastructure and Development Contributions

CS21 - Protection and Provision of Open Space

Adopted Development Sites and Policies

DSP1 - Sustainable Development

DSP2 - Environmental Impact

DSP3 - Impact on living conditions

DSP4 – Prejudice to adjacent land

DSP6 - New residential development outside of the defined urban settlement boundaries
DSP13 - Nature Conservation
DSP15 - Recreational Disturbance on the Solent Special Protection Areas
DSP40 - Housing Allocations

Other Documents

Residential Car and Cycle Parking Standards Supplementary Planning Document (November 2009)
Design Guidance Supplementary Planning Document excluding Welborne (Dec 2015)
Planning Obligation SPD for the Borough of Fareham (excluding Welborne) (April 2016)

5.0 Relevant Planning History

5.1 No relevant planning history.

6.0 Representations

6.1 There have been 271 representations received (369 if including multiple responses from the same persons). Of the 271 representations, there have been 260 letters objecting to the proposal and 6 letters of support. The remaining 5 representations requested clarification or advice.

6.2 Objections

General

- All brownfield sites should be exhausted first
- Further loss of green land around Portchester
- Better sites elsewhere (Newlands?)
- Application is premature to the full consideration of the emerging Local Plan
- Development should not be considered in isolation
- The area is open space in the current local plan
- Overdevelopment
- Welborne should be sufficient – Council stated no further development in Fareham
- No notification of application
- Loss of outlook
- Loss of trees
- Loss of view

Highways

- Road infrastructure unable to accommodate additional pressure (Delme Roundabout; A27 traffic lights)
- Downend Road (narrow bridge) not suitable for extra load – cars will divert through local roads including The Thicket and St Catherines Way

- Possible footbridge required
- Narrow Bridge on Downend Road not suitable for pedestrians and none of the options would lack adverse implications
- Only solution to bridge is a new much wider one
- Transport Assessment too 'narrow'
- Why no investigation into using Veolia access?
- Access should be provided to Upper Cornaway Lane
- Reduced speed limits and traffic calming
- Photographs taken with unusually light traffic
- Traffic monitoring time inadequate
- Use Veolia Haul Road to get traffic to M27
- Use of MOVA [Microprocessor Optimised Vehicle Actuation] is not appropriate because this controls one junction at a time but the congestion issues are wider
- Roads in the area are simply overloaded – detailed plans are required to show how this will be alleviated
- Roads are not capable of accepting the proposed changes
- Too much congestion on Downend Road, The A27, The Thicket and the Delme roundabout
- An increase of speeding traffic along The Thicket.
- The area is traffic gridlocked on a daily basis
- Encouragement of residents to use alternative transport is too little and will not work
- Congestion on the narrow bridge over the railway for all including the emergency services and especially the ambulances which use this route
- Fundamental traffic issues not resolved so this will only be worsened
- There should be an access at the east side of the site to give access to Portchester services
- Changes should be instigated first and monitored for impact before any development takes place

Environmental

- Loss of ecology
- Destruction of wild life habitat
- Noise disturbance
- Air pollution
- Adverse impact on health and wellbeing of children at Cams School
- Possible smells and noise from pumping station
- Ridgeway notified as being in nitrogen dioxide at risk zone – development would surely worsen this
- Pollution of water table from adjacent waste use
- Loss of more farmland
- Add to flooding beyond site
- Need for new sewerage system

Impact on local services

- No development until infrastructure is put in place
- Healthcare unable to cope
- Schools are at capacity
- Contributions required for both primary and secondary schooling
- Strain on local services
- Insufficient affordable houses and lack of guarantees as to provision
- Lack of infrastructure in the application

6.3 **Support**

- Need for new houses but entrance and exit around the Seagull Roundabout area
- Cannot keep putting off hard decisions about housing provision
- Subject to adequate affordable housing and pedestrian and cycle way provision
- New business and opportunities
- Traffic in the area has been reduced by closing of DRA – this development will not increase the traffic as much as when all sites on Portsdown Hill were fully manned
- Boost to economy
- Those on housing waiting list need more houses

7.0 **Consultations**

EXTERNAL

NHS – South Eastern Hampshire CCG

- 7.1 The development is featured in the Fareham Borough [Draft] Local Plan 2036 and has already been identified as one which could have a direct impact on healthcare services in the area. The CCG commented on the Draft Local Plan in December 2017 and do not wish to make any further comment at this time.
- 7.2 In the CCG response on the Draft Local Plan in December 2017, concern was raised there would be additional pressure on existing NHS services in primary, community and secondary care settings arising from increased development and a corresponding rise in the local population. The response goes on to explain that, notwithstanding, the level of additional demand that will be placed on NHS primary care does not warrant the commissioning of an additional GP surgery. The increased demand will be accommodated by the existing GP surgeries open to new registration requests from people living in the area of the proposed development however additional capacity within the premises will be required. In order to meet the additional demand on health services that new housing will bring, the CCG would wish to apply for Section 106 or CIL contributions on individual schemes on behalf of local GP practices to enable targeted infrastructure improvements for existing local practices.

HCC Highways

- 7.3 Please See Appendix 1 to this Officer's report.

HCC – Archaeology

- 7.4 The applicant's Heritage Statement identifies potentially highly significant archaeological deposits particularly in the eastern half of the site. No objection subject to conditions.

HCC - Flood Water Management Team

- 7.5 The general principles of the drainage strategy are acceptable. No objection subject to condition securing further details.

HCC – Countryside Service (Public Rights of Way)

- 7.6 To enhance the access network and to support sustainable travel, it is requested that a safe and convenient public route be provided east-west across the site, linking Footpath 109 and Footpath 117. In addition, a development of this scale will generate substantial additional use upon the local rights of way network, most notably Footpath 117, that provide links to Fort Nelson downland area and Portsdown Hill Road. It is likely that this route would be used extensively for dog walking. To mitigate for this increased footfall and to ensure that additional dogs do not have an adverse impact upon the Fort Nelson SINC, it is requested that Footpath 117 be resurfaced and an additional dog bin be provided (at an estimated cost of £119,825). Should the east-west public route not be provided and the above contribution not be agreed we object to this application.

HCC - Children's Services

- 7.7 This development represents a significant level of additional dwellings in this area and will impact on the supply of school places locally. This justifies a contribution being sought towards the provision of primary education infrastructure.

In line with HCC's Children's Services Developers' Contributions Policy the development should contribute to provision of infrastructure at local schools due to the additional pressure that will be placed on school places. Due to the significant level of proposed housing in the local area investigations are under way as to the requirement for additional places at local schools. To mitigate the impact of this development on school places a contribution should be made. The planning and provision of additional school places is an increasingly complex task with regard to catering for growing populations, inward migration and new housing developments. Individual schools, subject to status, now have greater autonomy regarding admission numbers and decisions surrounding school expansions, adding further complexity to the role the County Council must undertake. For this reason, and that schools

need to be organised and of a size to create an organisational structure that is sustainable and sensible, planning for the impact of these developments, and others locally, takes time to resolve with local schools. Hence, at this stage it is not possible to confirm what infrastructure is to be provided to mitigate the impact on school places in the local area. However it is likely that additional infrastructure will be needed at the primary phase in the local area and this will be provided at either Red Barn Primary School or Northern Infant and Junior Schools.

The pupil yield is likely to be 105 primary age pupils based upon a primary pupil yield of 0.3 children per dwelling. In line with the policy a contribution of £17,971 per primary pupil place should be made based on an expansion by 0.5 forms of entry (105 places). For primary this totals £1,886,955.

This amount should be able to be used flexibly to respond to the proposed strategy for delivering any additional facilities that may be required or to assist with home to school transport costs.

Key is the creation of pedestrian and cycle routes from this development to existing schools. It should be ensured that the developer provides safe routes to the schools which should include lighting where appropriate. A contribution towards the cost of providing school travel plans for both schools including on-going monitoring fees should be made. This should total £25,000.

HCC – Minerals and Waste Planning Authority

7.8 No objection.

Natural England

7.9 No objection subject to appropriate mitigation being secured.

Southern Water

7.10 No objection.

Hampshire Constabulary - Crime Prevention Design Officer

7.11 To reduce the opportunities for crime the access route to the east (to Upper Cornaway Lane) should be at least 3m wide, any planting along the route should be low so as not to create a place in which a person might lie in wait and column lighting should be provided. There should be good natural surveillance of the open space and the sports pitches from the nearby dwellings.

Further advice provided which would be for consideration at the detailed reserved matters stage.

Portsmouth City Council

- 7.12 No comments or observations are offered.

Network Rail

- 7.13 No objection subject to condition.

INTERNAL

Trees

- 7.14 No objections subject to detailed landscaping and tree protection plan.

Ecology

- 7.15 No objection subject to conditions.

Environmental Health (Noise/Pollution)

- 7.16 No objection.

Environmental Health (Contamination)

- 7.17 No objection subject to condition.

Tree Officer

- 7.18 No objection subject to planning condition.

8.0 Planning Considerations

- 8.1 The following matters represent the key material planning considerations which would need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Implication of Fareham's current 5-year housing land supply position;
- b) Residential development in the countryside;
- c) Policy DSP40;
- d) Other matters;
- e) The Planning balance.

a) Implications of Fareham's current 5-year housing land supply position

- 8.2 A report titled "Five year housing land supply position" is reported for Members' information elsewhere on this agenda. That report sets out this Council's local housing need along with this Council's current housing land supply position. The report concludes that this Council has 4.5 years of housing supply against the new 5YHLS requirement meaning there is a shortage of 282 dwellings.
- 8.3 On the 26th October, the Government issued a 'Technical consultation on updates to national planning policy and guidance.' The consultation on the

proposed updates ran from 26 October 2018 until 7 December 2018. Currently the government have not published the results of the consultation or confirmed which of those proposed changes will be made.

- 8.4 The introductory section of the consultation sets out the background for the consultation and the Government's priority to deliver more homes and to do so faster. The Government is of the view that the household growth projections published very recently by the Office for National Statistics, that predict a lower level of household growth than previously, does not mean fewer homes need to be built. The objective of the consultation proposes changes to the standard method to ensure consistency with the objective of building more homes. In the short-term, the Government proposes to use the 2014-based data on household growth to provide the demographic baseline for assessment of local housing need. Such an approach will further increase Fareham Borough Council's local housing need.
- 8.5 In the absence of a five year supply of deliverable housing sites, officers consider that policy DSP40 is the principal development plan policy that guides whether schemes will be considered acceptable.

b) Residential Development in the Countryside

- 8.6 Policy CS2 (Housing Provision) of the adopted Core Strategy states that priority should be given to the reuse of previously developed land within the urban areas. Policy CS6 (The Development Strategy) goes on to say that development will be permitted within the settlement boundaries. The application site lies within an area which is outside of the defined urban settlement boundary.
- 8.7 Policy CS14 of the Core Strategy states that:
'Built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure.'
- 8.8 Policy DSP6 of the Local Plan Part 2: Development Sites and Policies states - there will be a presumption against new residential development outside of the defined urban settlement boundary (as identified on the Policies Map).
- 8.9 The site is clearly outside of the defined urban settlement boundary and the proposal is therefore contrary to Policies CS2, CS6, and CS14 of the adopted Core Strategy and Policy DSP6 of the adopted Local Plan Part 2: Development Sites and Policies Plan.

c) Policy DSP40

8.10 Policy DSP40: Housing Allocations, of Local Plan Part 2, states that:

"Where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements of the Core Strategy (excluding Welborne) additional housing sites, outside the urban area boundary, may be permitted where they meet all of the following criteria:

- i. The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;*
- ii. The proposal is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement;*
- iii. The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps;*
- iv. It can be demonstrated that the proposal is deliverable in the short term; and*
- v. The proposal would not have any unacceptable environmental, amenity or traffic implications".*

8.11 Each of these five bullet points are worked through in turn below.

Policy DSP40 (i)

8.12 The proposal is for 350 dwellings however not all of those dwellings are expected to be completed within the five year period up until April 2023.

8.13 The applicant anticipates that there will be two house builders on site. As such the development is expected to be able to deliver between 60 to 120 dwellings per annum including affordable units. Based on an anticipated start on site approximately two years from now Officers believe it is reasonable to expect that some 200 of those dwellings would be delivered within the five year housing land supply period.

8.14 The proposal is considered relative in scale to the 5YHLS shortfall and therefore bullet point i) of Policy DSP40 is satisfied.

Policy DSP40 (ii)

8.15 The site is in a sustainable location in close proximity to local schools (Red Barn Primary School, Northern Infant and Junior Schools, Wicor Primary School and Cams Hill Secondary School), Portchester Community Centre and Westlands Medical Centre. The A27 is close by where regular bus

services run eastwards towards Portsmouth and westwards towards Fareham. Eastwards Portchester District Centre provides retail opportunities nearby and beyond the centre lies the employment areas of Murrills Estate and Castle Trading Estate. Portchester Railway Station is located within 1.5km of the site. Westwards lies Fareham Town Centre approximately 1.7km from the vehicular access to the site.

8.16 The site is located adjacent to the existing urban area. The easterly pedestrian and cycle connection to Upper Cornaway Lane lies adjacent to Northfield Park and the residential cul-de-sac Lancaster Close. The residential streets of Winnham Drive, Tamar Close, The Pines and The Thicket lie on the immediate opposite side of the railway line to the site. The connectivity proposed by the access across Cams Bridge and to Upper Cornaway Lane/Lancaster Close would assist in integrating the site with those existing adjacent residential areas.

8.17 The proposal is considered to accord with Policy DSP40(ii).

Policy DSP40 (iii)

8.18 The application is in outline form meaning consideration of the layout, scale and appearance of the development are reserved matters. However, taking into account the quantum of development proposed of 350 homes and the parameters provided in the submitted Landscape Parameters Plan, Officers have no concerns that the scheme could not be delivered to successfully reflect the character of the existing settlement of Portchester through a sensitive design approach to accord with Policy DSP40(iii).

8.19 The site is within an area of countryside but is not designated as strategic gap. The site occupies an area of farmland on the lower slopes of Portsdown Hill. The Fareham Landscape Assessment 2017 (which is part of the published evidence base for the draft Fareham Local Plan 2036) indicates that:

“The overall character of the area is of undistinguished farmland and modified landscape disconnected from the wider rural landscape... and which lacks any special qualities or features of recognised landscape value.... The generally low visual sensitivity of the area means there is potential for some development, particularly the lower slopes to maintain longer views to the green character of high ground to the north and further mitigated through the introduction of substantial new planting, east-west GI corridors, maintenance of the rural appearance of Down End Road and ensuring development flows with the natural topography”.

8.20 The proposed development would inevitably result in long term adverse change to the landscape character of the countryside. However, the application proposal seeks to minimise this impact by assimilating the development into the landscape in a sensitive way. Importantly the submitted Landscape Parameters Plan shows how the parcels of development on the site would be broken up by north-south landscape corridors of green open space. Those corridors would act to maintain views up the hillside to the higher ground as encouraged by the 2017 landscape assessment and along with the other open space shown to be retained would provide space for the required new planting and green infrastructure linkages.

8.21 Officers consider that the adverse visual impacts of the development could be mitigated to a satisfactory extent so as to accord with the test set out at point iii) of Policy DSP40.

Policy DSP40 (iv)

8.22 The applicant has stated that, should outline permission be granted, they would hope to be in a position to submit a reserved matters application within 6 months. They would anticipate being on site within 12 months of the last of those reserved matters being approved.

8.23 As reported above, Officers consider that it would be reasonable to expect 200 of the 350 homes proposed on the site to be delivered within the five year housing land supply period up to April 2023. The remaining homes would be delivered at an average rate of 90 homes per annum meaning completion of the final residential units would be achieved by the end of the year 2024.

8.24 Officers consider that the site is therefore deliverable in the short term thereby satisfying the requirement of Policy DSP40(iv).

Policy DSP40 (v)

8.25 The final test of Policy DSP40: "The proposal would not have any unacceptable environmental, amenity or traffic implications" is discussed below.

Loss of Agricultural Land

8.26 The site is classified as Grade 3a or 3b agricultural land. Grades 1, 2 & 3a agricultural land constitutes best and most versatile (BMV) agricultural land.

8.27 Policy CS16 of the adopted Fareham Borough Core Strategy seeks to prevent the loss of the best and most versatile agricultural land. The NPPF does not place a bar on the development of the best and most versatile agricultural land. NPPF paragraph 170 advises planning decisions should recognise the economic and other benefits of the best and most versatile agricultural land.

Where significant development is demonstrated to be necessary, the use of poorer quality land should be used in preference to that of a higher quality.

- 8.28 The Agricultural Assessment submitted by the applicant indicates that there are site specific limiting factors that are very likely to reduce the grade of the land to 3b or even 4 meaning it would not constitute BMV agricultural land.
- 8.29 In their consultation response Natural England have concluded that the proposal does not appear to lead to a loss of 20 ha of BMV agricultural land. Having reviewed the information provided Officers agree with this conclusion.

Pollution

- 8.30 The applicant has submitted various technical reports in support of the proposal including an air quality assessment, noise and vibration impact assessment and odour assessment. The advice received from the Council's Environmental Health team is that, subject to planning conditions being imposed, there are no concerns over the proposals either in terms of the likely impact on future residents or from the development itself.

Ecology

- 8.31 The Council's ecologist and Natural England are satisfied that the proposal is acceptable subject to planning conditions and appropriate mitigation.
- 8.32 In addition to ecological assessments of the impacts of the development, the applicant has submitted a report entitled "Information to Support a Habitat Regulations Assessment". The report concludes that, subject to mitigation of the recreational impacts through a financial contribution towards the Solent Recreation Mitigation Partnership (SRMP), there will be no adverse effect on the integrity of the Solent SPAs. The Council's ecologist has reviewed this report and agreed with the findings. The Appropriate Assessment carried out in the report has therefore been adopted as the Council's own for the purposes of fulfilling the Competent Authority's requirement under the Habitat Regulations. A separate report confirming this as being the Council's position as the Competent Authority has been published online.
- 8.33 Natural England has confirmed to the Council that in cases where the necessary avoidance and mitigation measures are limited to collecting a funding contribution that is fully in line with an agreed strategic approach for the mitigation of impacts on European Sites then, provided no other adverse impacts are identified by this authority's Appropriate Assessment, the authority may be assured that Natural England agrees that the Appropriate Assessment can conclude that there will be no adverse effect on the integrity of the European Sites. In such cases Natural England will not require a Regulation 63 appropriate assessment consultation.

- 8.34 A contribution towards the Solent Recreation Mitigation Partnership (SRMP) can be secured through a Section 106 legal agreement. Subject to this contribution being secured, the imposition of conditions to secure mitigation measures, the proposal is considered acceptable from an ecological perspective in accordance with Policy CS4 of the adopted Fareham Borough Core Strategy and Policies DSP13 and DSP15 of the adopted Fareham Borough Local Plan Part 2.

Surface Water Drainage

- 8.35 Hampshire County Council, in its capacity as the Lead Local Flood Authority (LLFA), has reviewed the flood risk assessment and drainage strategy submitted by the applicant. The LLFA are in agreement that the general principles of the strategy are acceptable and subject to further detail being provided at a later stage there would be no reason to withhold outline planning consent on the grounds of inadequate surface water drainage provision.
- 8.36 During the consultation period concerns were raised by Network Rail over the proximity of proposed attenuation ponds close to the southern site boundary and the possibility of such features adversely affecting the adjacent railway land. Network Rail requested further detail be provided on the local geology in order to determine the risks posed by saturation of the railway cutting, the likely change to the rate of water infiltration into the cutting and the adequacy of the current track to accommodate any additional infiltration. Following discussions it was agreed that such detail could be secured by condition and it is proposed this be included as part of a detailed surface water drainage strategy along with the further information requested from the LLFA.

Amenity

- 8.37 The proposal is in outline form with matters of scale, appearance and layout, as well as landscaping, reserved for later consideration. At the reserved matters stage, the detailed layout and scale would need to be policy compliant to ensure that there would be no adverse unacceptable impact on the amenity of neighbouring residents.
- 8.38 One particular area of concern for residents is the effect of increased usage of Cams Bridge on neighbouring properties. The proposal would not result in any material increase in vehicle movements over the bridge but there would be a notable additional number of pedestrian and cycle movements. Officers do not consider the effect on the living conditions of properties bordering the track leading up to the south side of Cams Bridge would be materially harmful subject to appropriate lighting and boundary treatment where required to safeguard privacy being secured through any permission granted for the associated improvements to that bridge (planning reference P/18/0001/OA).

- 8.39 Officers are satisfied that the development would be acceptable in accordance with Core Strategy policy CS17 and Local Plan Part 2 Policies DSP3 and DSP40(v).

Highways

- 8.40 Hampshire County Council, the Highway Authority, has provided detailed comments as appended to this report at Appendix 1.
- 8.41 Officers are satisfied that, subject to the proposed improvements to off-site infrastructure and pedestrian/cycle connections in and out of the site being delivered, the development is in an accessible location and promotes walking, cycling and use of public transport as alternative sustainable modes of transport to the motor car.
- 8.42 At the eastern end of the site the applicant proposes a new pedestrian and cycle link with Upper Cornaway Lane and Lancaster Close. The improvements required to the existing public footpath and link to Lancaster Close would be funded by the developer with a financial contribution secured through a Section 106 obligation.
- 8.43 The primary means of pedestrian and cycle access meanwhile is proposed to be formed using the existing track over Cams Bridge. The improvements to the track and bridge itself, such as resurfacing and widening, raised parapet heights and bollard lighting, are subject of a separate planning application reported elsewhere on this agenda (planning reference P/18/0001/OA). The delivery of those improvements and the use of the route by members of the public in perpetuity could be secured through a Section 106 obligation. Vehicular access over the bridge would be retained for the motor repair use located on the northern side, however vehicle movements and speeds along the bridge associated with that use are recorded as being low. Furthermore vehicular access into the housing development would be prevented for all but emergency vehicles. As a result the Highway Authority has raised no concerns with regards to the safety of pedestrian and cyclists using what is anticipated to be the main route into and out of the site.
- 8.44 The sole vehicular access into the site is to be provided via a ghost island junction off Down End Road close to where the existing farm entrance is located. The proposed access is considered acceptable in highway safety terms.
- 8.45 To the south of the vehicular access along Down End Road the bridge over the railway is proposed to be improved in order to accommodate the increased pedestrian usage generated from the development site,

notwithstanding that most pedestrians are anticipated to use Cams Bridge and Upper Cornaway Lane rather than Down End Road as a point of access and egress. The applicant has proposed three options for improving pedestrian access over the bridge of which the Highway Authority have found two to be acceptable. The two options are either the formation of a formal footway with a reduced minimum width of 1.2m thereby retaining a 4.8m carriageway for two way vehicular traffic (as shown in drawing no. ITB12212-GA-004 Rev B), or a footway with a minimum width of 2.0m alongside a 3.5m single vehicle width carriageway which would operate with a priority shuttle system (as shown in drawing no. ITB12212-GA-011 Rev B). Since either solution is considered acceptable it is proposed to secure one or the other through a Section 106 obligation. Further consultation by the applicant on the options would be required to ensure that the most appropriate and publically acceptable option is taken forward.

- 8.46 A number of junctions were modelled as part of the application including Down End Road/The Thicket, A27/The Thicket, A27 Portchester Road/Down End Road/Shearwater Avenue and A27 Portchester Road/Wallington Way/Eastern Way (the 'Delme Arms' roundabout). Two of those junctions are considered by the Highway Authority to require improvements to mitigate the impact of traffic generated by the development proposals.
- 8.47 The A27 Portchester Road/Down End Road/Shearwater Avenue signalised junction currently experiences capacity issues in the morning peak period. Initially the applicant proposed a scheme of improvements using PUFFIN (Pedestrian User Friendly Intelligent crossing) and MOVA (Microprocessor Optimised Vehicle Actuation) technology to optimise signal times and a two-lane approach for the Shearwater Avenue junction arm. Following discussions between the applicant and the Highway Authority a revised scheme was proposed instead focussing on the dualling of the Down End Road approach with both lanes facilitating right turn movements towards the Delme Roundabout. It is considered that these improvements, along with the implementation of MOVA, would successfully mitigate the impact of development traffic on this junction.
- 8.48 The development would also impact on traffic using the Delme roundabout. The applicant has provided details of a potential improvement scheme to the roundabout which Officers consider would successfully mitigate that impact. It is acknowledged however that a wider improvement scheme for the roundabout will likely be required to take account of wider strategic implications, for example the proposed improvements to Junction 10 of the M27 to an 'all-moves junction'. The Highway Authority have therefore suggested that a contribution should be taken from this development and secured through a Section 106 obligation.

- 8.49 In summary, subject to the applicant entering into a Section 106 agreement to secure the various measures and financial contributions detailed in the Recommendation section of this report, it is not considered the development would have an unacceptable impact on highway safety and the residual cumulative impacts on the road network would not be severe.
- 8.50 Officers are satisfied that the proposal would not have any unacceptable environmental, amenity or traffic implications in compliance with criteria (v) of DSP40.

d) Other Matters

Affordable Housing

- 8.51 The proposal includes the provision of 40% affordable housing and Officers have negotiated an appropriate mix of different size and tenure units to meet the identified local need in the area. The proposal therefore complies with the requirements set out in Policy CS18 of the adopted Fareham Borough Core Strategy. The provision of those units would be secured via a Section 106 legal agreement.

Effect upon Local Infrastructure

- 8.52 A number of residents have raised concerns over the effect that 350 further homes would have upon schools, doctors and other services in the area. Officers acknowledge the strength of local concern on these issues.
- 8.53 With regard to schools, Hampshire County Council have identified a need to increase the number of primary school places available within the area in order to meet the needs generated by the development. The comments of the County's Children's Services can be found in full earlier in this report. A financial contribution can be secured through a Section 106 obligation.
- 8.54 In respect of the impact upon doctors/ medical services, the difficulty in obtaining appointments and the increased pressure on local GP surgeries is an issue that is raised regularly in respect of new housing proposals. It is ultimately for the health providers to decide how they deliver health services however Officers do not consider that requesting a financial contribution towards the improvement of GP surgeries would be justified in this instance.

Draft Local Plan

- 8.55 Members will be aware that the Draft Local Plan which addresses the Borough's development requirements up until 2036, was subject to consultation between 25th October 2017 and 8th December 2017.

- 8.56 The site of this planning application is proposed to be allocated for housing within the draft local plan. A number of background documents and assessments support the proposed allocation of the site in terms of its deliverability and sustainability which are of relevance. However, at this stage in the plan preparation process, the draft plan carries limited weight in the assessment and determination of this planning application.

e) The Planning Balance

- 8.57 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

- 8.58 The site is outside of the defined urban settlement boundary and the proposal does not relate to agriculture, forestry, horticulture and required infrastructure. The principle of the proposed development of the site would be contrary to Policies CS2, CS6 and CS14 of the Core Strategy and Policy DSP6 of Local Plan Part 2: Development Sites and Policies Plan.

- 8.59 Officers have carefully assessed the proposals against Policy DSP40: Housing Allocations which is engaged as this Council cannot demonstrate a 5YHLS. Officers have also given due regard to the updated 5YHLS position report presented to the Planning Committee elsewhere on this agenda and the Government steer in respect of housing delivery.

- 8.60 In weighing up the material considerations and conflict between policies; the development of a greenfield site weighted against Policy DSP40, Officers have concluded that the proposal is relative in scale to the demonstrated 5YHLS shortfall, located adjacent to the existing urban settlement boundaries such that it can be well integrated with those settlements whilst at the same time capable of being sensitively designed to reflect the areas existing character and minimising any adverse impact on the Countryside.

- 8.61 It is acknowledged that the proposal would have an urbanising impact through the introduction of housing and related infrastructure onto a site which is at present largely undeveloped. It is further noted that there would be degree of harm to the landscape character of the countryside however that impact would be reduced by the incorporation of landscape or view corridors comprising planted open space extending up to the higher slopes of Portsdown Hill and located between parcels of housing development.

- 8.62 Officers are satisfied that there are no outstanding amenity and environmental issues which cannot otherwise be addressed through planning conditions and obligations. There would not be any unacceptable impact on highway safety and the residual cumulative impact on the road network would not be severe, subject to the range of measures and financial contributions agreed with the developer being secured through appropriate Section 106 obligations. A financial contribution towards education provision is also to be secured through a legal agreement.
- 8.63 Affordable housing as 40% of the units in a mix of appropriate sizes and tenures along with the delivery of onsite open space and play provision can be secured through planning obligations.
- 8.64 In balancing the objectives of adopted policy which seeks to restrict development within the countryside alongside the shortage in housing supply, Officers acknowledge that the proposal could deliver 350 dwellings, including affordable housing, of which 200 could be provided in the short term. The contribution the proposed scheme would make towards boosting the Borough's housing supply is a substantial material consideration, in the light of this Council's current 5YHLS.
- 8.65 There is a conflict with development plan Policy CS14 which ordinarily would result in this proposal being considered unacceptable. Ordinarily CS14 would be the principal policy such that a scheme in the countryside should be refused. However, in light of the Council's lack of a five-year housing land supply, development plan policy DSP40 is engaged and officers have considered the scheme against the criterion therein. The scheme is considered to satisfy the five criteria and in the circumstances Officers consider that more weight should be given to this policy than CS14 such that, on balance, when considered against the development plan as a whole, the scheme should be approved.
- 8.66 Officers consider that the implications of the CJEU judgement (People Over Wind, Peter Sweetman v Coillte Teoranta) and paragraph 177 of the NPPF mean that the application of the presumption in favour of sustainable development set out in paragraph 11 of the same Framework is not a relevant consideration.
- 8.67 In the event that this approach is subsequently found to be incorrect as a consequence of a Court decision or a clarification in government policy, Officers have considered the application in the alternative and assessed the proposals having regard to the 'tilted balance' test set out at paragraph 11 of the NPPF.

8.68 In undertaking a detailed assessment of the proposals throughout this report and now applying the 'tilted balance' to those assessments, Officers consider that:

(i) there are no policies within the National Planning Policy Framework that protect areas or assets of particular importance which provide a clear reason for refusing the development proposed, particularly when taking into account that any significant effect upon Special Protection Areas can be mitigated through a financial contribution towards the Solent Recreation Mitigation Strategy; and

(ii) any adverse impacts of granting planning permission would not significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole.

8.69 Therefore, even if paragraph 11 of the NPPF were a relevant consideration, Officers find that having applied the 'tilted balance', they would have similarly concluded that planning permission should be granted for the proposals.

8.70 Having carefully considered all material planning matters, Officers recommend that outline planning permission should be granted subject to the following matters.

9.0 Recommendation

9.1 GRANT OUTLINE PLANNING PERMISSION subject to:

- i) the applicant/owner first entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to the Council in respect of the following:
 - a) To secure the provision and transfer of the areas of open space, including a Neighbourhood Equipped Area of Play (NEAP), to Fareham Borough Council and associated financial contributions for its future maintenance;
 - b) To secure a final contribution totalling £392,821.08 towards the following off-site highways and public rights of way works:
 - i. Mitigation of the impact of development traffic at Delme Roundabout, including provision for Bus Rapid Transit (BRT) - £287,380.08
 - ii. Bus infrastructure improvements on the A27 in the vicinity of the site - £7,500;

- iii. Implementing A27 safety measures to mitigate the impact of increased pedestrian and cycle movements from the development - £40,000;
 - iv. Pedestrian and cycle audit improvements - £39,461;
 - v. Improvements to Upper Cornaway Lane public right of way - £19,635.
- c) To secure the provision of the following highway improvements to be delivered by the developer through a Section 278 agreement with the highway authority:
 - i. Delivery of the site access as detailed in drawing no. ITB12212-GA-014 rev A;
 - ii. Pedestrian improvements to Down End Road bridge as detailed in drawing nos. ITB12212-GA-004 Rev B (reduced width formal footway) or ITB12212-GA-011 Rev B (priority shuttle working);
 - iii. Pedestrian crossing point across A27 as detailed in drawing no. ITB12212-GA-021B;
 - iv. Delivery of the Downend Road/A27 capacity improvements as detailed in drawing no. ITB12212-GA-026.
- d) To secure improvements to Cams Bridge as proposed by planning application reference P/18/0001/OA and subsequent approved reserved matters application (to be completed and made available for use prior to occupation of more than 25 of the dwellings hereby permitted);
- e) To secure pedestrian and cycle access across Cams Bridge and through the site for members of the public in perpetuity;
- f) To secure the implementation of the Framework Travel Plan, a financial contribution towards approval and monitoring of the Travel Plan and provision of a bond or other form of financial surety in respect of the measures within the Travel Plan;
- g) To secure a financial contribution towards the Solent Recreation Mitigation Strategy (SRMS);
- h) To secure a financial contribution towards education provision at a level of £17,971 per primary pupil place;
- i) To secure a financial contribution of £25,000 towards the cost of preparing school travel plans;
- j) To secure the provision of affordable housing on-site at an overall level of 40% and in line with the following size and tenure split:

Affordable/Social rent units (65% of total number of the affordable units) of which:		
Affordable/social rent	4 bed	15%
Affordable/social rent	3 bed	23%
Affordable/social rent	2 bed	17%
Affordable/social rent	1 bed	45%
Intermediate units (35% of total number of the affordable housing units) of which:		
Intermediate units	4 bed	2%
Intermediate units	3 bed	28%
Intermediate units	2 bed	49%
Intermediate units	1 bed	21%

- ii) Delegate to the Head of Development Management in consultation with the Solicitor to the Council to make any minor modifications to the proposed conditions or heads of terms or any subsequent minor changes arising out of detailed negotiations with the applicant which may necessitate the modification which may include the variation, addition or deletion of the conditions and heads as drafted to ensure consistency between the two sets of provisions; and

- iii) The following planning conditions:

1. No development shall take place until details of the appearance, scale and layout of buildings and the landscaping of the site (hereafter called “the reserved matters”) have been submitted to and approved in writing by the Local Planning Authority.

Application for approval of the reserved matters shall be made to the Local Planning Authority not later than twelve months from the date of this permission.

The development hereby permitted shall be begun before the expiration of two years from the date of this permission, or before the expiration of one year from the date of the approval of the last of the reserved matters to be approved, whichever is later.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development shall be carried out in accordance with the following drawings and documents:
 - a) Site Location Plan (drawing number: 2495-01 / SK-017 rev C;
 - b) Landscape parameter plan (drawing number: 2495-01 / PS-001 rev C);
 - c) Detailed access proposal: site access arrangement – ghost island (drawing number: ITB12212-GA-014 rev A)

REASON: To avoid any doubt over what has been permitted.

3. No development shall take place on site until a Development Parcel Plan has been submitted to and approved by the local planning authority in writing. The plan shall identify which phase of development shall relate to which part of the site (referred to as development parcels).

REASON: To allow the development to be carried out in phases and to enable the timely delivery of the development.

4. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until a Written Scheme of Investigation (WSI) for that development parcel has been submitted to and approved in writing by the Local Planning Authority.

The submitted WSI shall:

- a) recognise, characterise, record and delimit areas of potentially significant Palaeolithic deposits to establish a “Development Exclusion Zone” and an “Area of Restricted Impact” in order to protect areas of potentially national significance from any impact of the development;
- b) recognise, characterise and record Holocene colluvium and negative archaeological features dating from the later prehistoric period onwards in the form of a series of trial trenches located across the whole of the application site.

No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until an archaeological mitigation strategy for that development parcel, based on the results of the approved WSI has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved mitigation strategy.

Following completion of all archaeological fieldwork a report will be produced setting out and securing appropriate post-excavation assessment, specialist analysis and reports, publication and public engagement. That report shall be submitted to and approved in writing by the local planning authority prior to the occupation of any of the dwellings hereby permitted.

REASON: In order to assess the extent, nature and date of any archaeological deposits that might be present, the impact of the development upon these heritage assets and to secure appropriate mitigation.

5. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until a detailed surface water drainage strategy for that development parcel has been submitted to and approved in writing by the Local Planning Authority. The strategy shall include the following:
 - a) An assessment of local geology to determine risks to saturating the railway cutting face located to the south of the site, the likely change to rate of water infiltration into the cutting and the adequacy of the current track to accommodate any additional infiltration;
 - b) Identification of any proposed amendments to the principles detailed within the Flood Risk Assessment and Drainage Strategy rev D;
 - c) A summary of surface run-off calculations for rate and volume for pre and post development;
 - d) Evidence of sufficient attenuation on site for a 1 in 100 year plus climate change event;
 - e) Evidence that Urban Creep has been considered in the application and that a 10% increase in impermeable area has been used in calculations to account for this;
 - f) Information evidencing that the correct level of water treatment exists in the system in accordance with the Ciria SuDS Manual C753;
 - g) Maintenance regimes of entire surface water drainage system including individual SuDS features, including a plan illustrating the organisation responsible for each element, evidence that those responsible/adopting bodies are in discussion with the developer and evidence of measures taken to protect and ensure continued operation of drainage features during construction;

The development shall be carried out strictly in accordance with the approved strategy unless otherwise agreed in writing by the local planning authority.

REASON: To ensure satisfactory disposal of surface water from the site.

6. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until an intrusive site investigation and risk assessment for that development parcel has been carried out, including an assessment of the risks posed to human health, the building fabric and the wider environment such as water resources. Where the site investigation and risk assessment reveal a risk to receptors, no development shall commence until a detailed scheme for remedial works to address these risks and ensure the site is suitable for the proposed use has been submitted to and approved by the local planning authority in writing.

The presence of any unsuspected contamination that becomes evident during the development of the site shall be brought to the attention of the local planning authority. This shall be investigated to assess the risks to human health and the wider environment and a remediation scheme implemented following written approval by the Local Planning Authority. The approved scheme for remediation works shall be fully implemented before the permitted development is first occupied or brought into use.

On completion of the remediation works and prior to the occupation of any properties on the development in that development parcel, the developers and/or their approved agent shall confirm in writing that the works have been completed in full and in accordance with the approved scheme.

REASON: To ensure that any contamination of the site is properly taken into account before development takes place.

7. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until a Construction Environmental Management Plan (CEMP) for that development parcel has been submitted to and approved in writing by the local planning authority. The submitted CEMP shall include (but shall not necessarily be limited to):

- a) Measures to prevent mud/spoil being deposited on the highway;
- b) The means of access into and egress from the site for all construction traffic;
- c) The routes to and from the site to be taken by construction traffic and their management and control;
- d) Provision of on-site parking and turning space for operatives' and delivery vehicles;

- e) A programme and phasing of the demolition and construction work, including roads, footpaths, landscaping and open space;
- f) Location of temporary site buildings, compounds, construction material, and plant storage areas used during demolition and construction;
- g) Measures to control the emission of dust and dirt generated by development;
- h) Details of temporary lighting, including a scheme of lighting to be used during the construction phase of the development to minimise wildlife impacts.

The development shall be carried out in accordance with the approved CEMP unless otherwise agreed in writing by the local planning authority.

REASON: In the interests of the residential amenity of existing residents; in the interests of the safe and convenient operation of the highway network; to avoid impacts on protected species.

8. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until a reptile and great crested newt (GCN) mitigation strategy for that development parcel has been submitted to and approved by the local planning authority in writing. The strategy shall include detailed proposals for the protection of reptiles and GCNs during the construction phase, timings of the works, location of the on-site receptor site, provisions for loss of suitable habitat and enhancement/management measures to ensure the long-term suitability of the receptor site during the operational phase including a planting scheme. The development shall be carried out in accordance with the approved strategy.

REASON: To provide ecological protection and enhancement.

9. No development hereby permitted shall commence in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until details of the internal finished floor levels of all of the proposed buildings for that development parcel and finished external ground levels in relation to the existing and finished ground levels on the site and the adjacent land have been submitted to and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.

REASON: To safeguard the character and appearance of the area and in the interests of residential amenity.

10. No development hereby permitted shall proceed beyond damp proof course (dpc) level until details of how electric vehicle charging points will be provided at the following level:

- a) One Electric Vehicle (EV) rapid charge point per 10 dwellings;
- b) One Electric Vehicle (EV) charging point per allocated parking space.

The development shall be carried out in accordance with the approved details.

REASON: To promote sustainable modes of transport, to reduce impacts on air quality arising from the use of motorcars and in the interests of addressing climate change.

11. No work relating to the construction of any development hereby permitted (including works of demolition or preparation prior to operations) shall take place before the hours of 08:00 or after 18:00 hours Monday to Friday, before the hours of 08:00 or after 13:00 on Saturdays or at all on Sundays or recognised public holidays, unless otherwise first agreed in writing with the Local Planning Authority.

REASON: To protect the living conditions of existing residents living nearby.

12. The development shall be carried out in accordance with the measures set out Sections 5.5.3, 5.7.3 and 5.12 in the Ecological Assessment report (Ecosa, October 2017) unless otherwise agreed by the local planning authority in writing.

REASON: To ensure the protection of species that could be adversely affected by the development.

13. The development shall be carried out in accordance with the mitigation measures contained within the submitted Noise & Vibration Impact Assessment (REC Reference: AC102510-1R3) unless otherwise agreed in writing by the local planning authority.

REASON: In order to ensure satisfactory living conditions for future residents.

14. None of the dwellings hereby permitted shall be occupied until a Landscape and Ecological Management Plan (LEMP) has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved LEMP (unless otherwise agreed in writing by the local planning authority) which shall include (but shall not necessarily be limited to):

- a) A description, plan and evaluation of ecological features to be retained, created and managed such as grasslands, hedgerows, attenuation ponds and treelines;

- b) Details of a scheme of lighting designed to minimise impacts on wildlife, in particular bats, during the operational life of the development;
- c) A planting scheme for ecology mitigation areas;
- d) A work schedule (including an annual work plan);
- e) The aims and objectives of landscape and ecological management;
- f) Appropriate management options for achieving aims and objectives;
- g) Details of the persons, body or organisation responsible for implementation of the plan;
- h) Details of a scheme of ongoing monitoring and remedial measures where appropriate.

REASON: To ensure appropriate on-going management of new and retained habitats for wildlife and to enhance biodiversity within the site.

15. No dwelling shall be occupied until the Building Regulations Optional requirement of a maximum water use of 110 litres per day has been complied with.

REASON: In the interests of preserving water quality and resources

9.2 INFORMATIVES:

A formal application for connection to the public sewerage system is required in order to service this development, Please contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk".

10.0 **Background Papers**

P/18/0005/OA

Appendix 1 – Hampshire County Council Highways response



Hampshire
County Council

*Economy, Transport and Environment Department
Elizabeth II Court West, The Castle
Winchester, Hampshire SO23 8UD*

Tel: 0300 555 1375 (General Enquiries)
0300 555 1388 (Roads and Transport)
0300 555 1389 (Recycling Waste & Planning)
Textphone 0300 555 1390
Fax 01962 847055

www.hants.gov.uk

Head of Planning Services
Fareham Borough Council
Civic Offices
Civic Way
FAREHAM
Hampshire
PO16 7AZ

<i>Enquiries to</i>	Chris Hirst	<i>My reference</i>	6/3/10/197 (1607&1740)
<i>Direct Line</i>	01962 846877	<i>Your reference</i>	P/18/0005/OA
<i>Date</i>	29 th August 2018	<i>Email</i>	Chris.Hirst@hants.gov.uk

For the attention of Richard Wright

Dear Sir

P/18/0005/OA – Land East of Downend Road, Fareham. Outline Planning Application With All Matters Reserved (Except The Means Of Access) For Residential Development, Demolition Of Existing Agricultural Buildings And The Construction Of New Buildings Providing Up To 350 Dwellings; The Creation Of New Vehicular Access With Footways And Cycleways; Provision Of Landscaped Communal Amenity Space, Including Children's Play Space; Creation Of Public Open Space; Together With Associated Highways, Landscaping, Drainage And Utilities.

Thank you for the opportunity to comment on the above application. The application is for a residential development comprising up to 350 dwellings, with vehicular access provided onto Downend Road and improvements to the pedestrian provision along Cams Bridge.

Pre-Application Consultation

Pre-application discussions were previously held with Hampshire County Council (HCC) to discuss the Transport Assessment scoping for the outline application. During these discussions, the site access (in principle), trip rates and the method for ascertaining trip distribution were principally agreed.

Site Location

The site is located north of the Portsmouth to Southampton Railway line, south of the M27 and east of Downend Road, approximately 3km from the centre of Fareham and 2km from Portchester. Vehicular access to the site is proposed through a ghost island junction from Downend Road.

*Director of Economy, Transport and Environment
Stuart Jarvis BSc DipTP FCIHT MRTPI*

The development proposals intend to maintain access to C&C Motors south of the site (across Cams Bridge, planning reference P/18/0001/OA), whilst also improving the bridge to become the main pedestrian access point to the development. Vehicular access to Cams Bridge from the site is to be prevented through the use of staggered barriers.

Site Accessibility

Walking and Cycling

Pedestrian access points to the site are proposed in the following locations:

- To Downend Road at the vehicular site access;
- To 'The Thicket' via Cams Bridge;
- To 'Upper Comaway Lane' via Footpath 117;
- To Lancaster Close via Footpath 117; and
- Cycle access is to be provided at Cams Bridge, Downend Road and to Lancaster Close via Footpath 117.

These proposals are assessed individually below given the distribution of pedestrian trips and potential improvements proposed for all of the routes identified above.

Assignment of Pedestrian and Cycle Trips

To establish which route from the site will be most utilised by pedestrians and cyclists, an appraisal of the 2011 Census Data was used in combination with the 2016 National Travel Survey. This data identifies the destinations of trips which may be generated from the site from existing nearby wards and the mode of travel taken for these trips. Travel behaviour can then be assigned to the proposed development and forecasts on route choice can be made.

The initial appraisal carried out in the Transport Assessment, dated 31st October 2017, stated that Cams Bridge would experience a total 255 walking and cycling trips a day, 51% of the overall pedestrian and cycle trips from the site. At the request of the highway authority, further work was carried out by the applicant as part of a review of the wider walking/cycling strategy for the site, with the findings presented in a Transport Assessment Addendum (20th April 2018). Following this review, updated route demand figures showed the total number of pedestrian and cycling trips increase to 312 equal to 62% of all pedestrian and cycle trips.

Through this further appraisal work pedestrian movements via Downend Road are forecast over a 24 hour period to equal 38 pedestrians movements. Movements via the new site connection to footpath 117 is forecast to take the remaining pedestrian and cycle movements totalling 154.

Pedestrian and Cycle Access Downend Road

Of the 38 pedestrian and cycle trips onto Downend Road 11 are expected to head south and cross over the bridge. The remaining movements are expected to utilise the circular recreational route north of the bridge.

However, despite these forecast figures, the highway authority was concerned with increased pedestrian usage of the bridge in its current state, especially given that Downend Bridge could be considered by pedestrians as a direct route to Cams Hill Secondary School to the south. It is acknowledged by the applicant that current pedestrian provision across the bridge is limited. Footpaths are located both to the north and south of the bridge, but there is no segregated link across it resulting in pedestrians being required to walk in the carriageway. With the significant propensity for this site to generate additional pedestrian trips this is considered to be unacceptable.

Accident data at the site has been reviewed and there have been 1 personal injury accidents reported in the past 15 year period, however this accident did not involve any vulnerable road users.

Following HCC raising concerns regarding the use of the bridge by pedestrians, the applicant provided video footage of pedestrians and vehicles crossing over Downend Bridge to illustrate how they interacted. This footage demonstrated that in its current state, Downend Bridge can accommodate 2 cars passing simultaneously while a pedestrian walks across the short section of carriageway, between the footpaths provided to the north and south. However, with pedestrian usage forecast to increase as a result of this development providing a more formal arrangement for pedestrians would be essential.

To alleviate the highway authority's concerns raised with the current arrangement, three potential improvements have been tabled to improve walking conditions across the bridge. These are shown in drawing numbers ITB12212-GA-003 Rev B, ITB12212-GA-004 Rev B and ITB12212-GA-011 Rev B. A pedestrian island is also proposed south of the access to provide a safe crossing point for pedestrians looking to walk along Downend Road after exiting the site.

To formalise the existing layout, two of the three tabled improvements are considered to be acceptable in principle. The acceptable improvements are shown in drawing numbers ITB12212-GA-004 Rev B and ITB12212-GA-011 Rev B, which look to provide either a formal 2m footway with a priority shuttle working system, or a 1.2m footway with a narrowed carriageway. Further consultation by the applicant on the options however will be required to ensure that the most appropriate and publically acceptable option is taken forward. This should be committed to within the s106 obligations at an appropriate scale to be agreed with the highway authority. The improvements to be implemented should be agreed prior to occupation of the development. The applicant should also be aware that Network Rail will also need to be informed/consulted on any proposed works to the bridge and may require input into the scheme.

Pedestrian and Cycle Access via Cams Bridge

The proposed shared surface through The Thicket south towards the A27 is proposed to be the principle pedestrian and cycle access to the site with 62% of total pedestrian trips. Currently, Cams Bridge provides access to C&C Motors. This access is to be maintained, with the bridge becoming a shared pedestrian/vehicular access.

Cams Bridge is subject to a separate planning application (reference P/18/0001/OA) but is considered alongside this application given its importance as the main pedestrian route to and from the site.

Further information has been provided to clarify that the farm sheds north of C&C motors will not be retained and the bridge does not currently accommodate any HGV movements. Vehicle flows along the bridge are low with vehicular access to the development site blocked via this route. A detailed breakdown of the existing traffic flows were provided at the request of the highways authority to demonstrate the composition of traffic accessing C&C Motors and further confirm the low flows and speeds presented in the Transport Statement. Mean vehicle speeds were recorded as 15.2mph Northbound and 13.9mph southbound with traffic flows totalling 21 movements between 7am and 7pm with only 1 vehicle in the AM and PM peak hours.

It has been set out within the TA that the applicant has been in dialogue with Network Rail and has received an 'in-principle' technical clearance to the outline scheme, subject to the inclusion of increased height parapets (1.8m) and the provision of an area for parking and servicing for the Network Rail equipment.

Discussions regarding the improvement required for Cams Bridge are ongoing. The latest illustrative drawing (ITB12212-GA-023 Rev B) confirms that a 3.5m shared surface can be achieved across the bridge, providing sufficient width for a car to safely pass a pedestrian. To further support safety across part of the route open to vehicle traffic, the highways authority has requested that the detailed design includes small build outs to ensure low vehicle speeds. These features can also be utilised to provide the bollard lighting and would act to provide a safe waiting point for pedestrians in the event a larger vehicle is attempting to cross the bridge.

In order to secure Cams Bridge as the main pedestrian/cycle link from the site, a commitment will be required (and included within the S106 agreement) to enter into a Common Law Dedication which will enable the route to be included on the definitive Public Rights of Way map. This dedication will ensure the longevity of the Bridge as the primary pedestrian/cycle access. As mentioned above, given the Bridge's importance for sustainable access to the site, it is considered that suitable conditions should be placed on this application to ensure that this necessary sustainable travel link is provided in an appropriate timescale to this development.

Pedestrian access via 'Upper Cornaway Lane' and Footpath 117

This route is forecast to take 30% of pedestrians from the site through the north eastern corner of the development towards Northfields Park, eventually connecting to the existing Footpath 117 which provides access south along Upper Cornaway Lane towards Portchester.

To accommodate the forecast increased pedestrian flows, improvements have been tabled in drawing number ITB12212-GA-020. To maintain the rural nature of the route, resurfacing of the footpath is proposed to deliver a 1.8m – 2m 'rural style' path which would remain unlit. These improvements shall be delivered by means of a contribution to be agreed with HCC's Rights of Way Team.

Cycle Access to Lancaster Close

Further to the above, discussions have been held to discuss the improvements for cyclists to Footpath 117 to provide access to Lancaster Close and a safe cycle route from the site to nearby amenities including the railway station and local primary schools.

The internal path within the site shall be provided at a 2.5m width suitable for cycling. It has also been confirmed that there is sufficient width to achieve a short section of shared cycle/footway to connect from the north eastern corner of the site and tie into Lancaster Close.

These improvements are considered acceptable and drawing ITB2212-GA-020 Rev C details these works. It is considered that the HCC Public Right of Way team will be able to carry out all of these improvements to Footpath 117 within the timescales required for the development subject to the funding being provided prior to commencement. Funding for these improvements has been requested directly by the HCC Rights of Way team.

A27 Cycle/Pedestrian Crossing

As part of the development, a cycle/pedestrian uncontrolled crossing (drawing number ITB12212-GA-010) has been proposed south west of The Thicket to enable those using Cams Bridge to safely cross the A27 without having to walk to the existing crossing points either to the east or the west of The Thicket access.

Following an initial review of this proposal, HCC requested that confirmation was provided as to the width of the refuge island, along with an amended swept path analysis. To confirm these points, ITB12212-GA-021 Rev B was submitted, outlining a 2.4m wide island (suitable for pedestrians and cyclists) and demonstrating that all required vehicles can safely negotiate the island when egressing The Thicket or adjacent properties.

It has also been confirmed that the position of the crossing will not conflict with any vehicles egressing nearby properties and the width of the island is now acceptable. This highway improvement should be secured as works for the developer to deliver within the S106 Agreement.

Pedestrian and Cycle Audit

To assist in considering sustainability of walking and cycling facilities, a pedestrian and cycle audit was carried out by the applicant, covering the site and nearby walkable routes. This review has highlighted potential improvements along the routes to improve existing infrastructure, and therefore sustainable travel routes from the site.

Some of the recommendations made by the audit included proposals to improve Downend Bridge, Cams Bridge and Upper Cornaway Lane. These have been assessed separately within this response. Other recommendations involve the provision of dropped kerbs and tactile paving to improve the crossing points along some of the nearby residential roads. A comprehensive plan of all pedestrian improvements associated with the site has been provided in Figure T5, attached to the technical note dated 25th July 2018. This includes the location of the improvements to the main pedestrian/cycle accesses into the site, along with the further crossing point improvements to some of the wider residential roads in the area. The pedestrian and cycle audit improvements should be secured via contribution in a S106 agreement.

Public Transport

The site benefits from three regular commercial bus services (3, F3 and the Solent Ranger X4) all within a maximum 800m walk from the site. Whilst the walking distance is acknowledged to be above the recommended there is not any scope to redirect the services. The frequency of these services varies from every 10 minutes with Route 3, up to every 2 hours with Route F3. These buses provide regular access to Portchester, Fareham, Portsmouth and other commuter locations. This level of frequency makes the service attractive to perspective users and is considered in this case to overcome the additional walking distances. Pedestrians will access the bus stops along the A27 via the improved Cams Bridge link and the crossing facilities on the A27.

It is noted that the bus stops currently provided along the A27 are simple flag poles. Provision of bus shelters could be considered beneficial to encourage usage from the site in providing more attractive waiting facilities. Subject to the direct sustainable access route through Cams Bridge towards the A27, it is considered that current bus provision is acceptable, subject to a contribution for improvements to waiting facilities and towards wider BRT improvements along the A27 corridor in Portchester.

Portchester Rail Station lies roughly 1,500m to the east of the site. Trains run regularly from this station and the larger Fareham Railway Station lies 3km from the site, with a higher train frequency. Overall, Portchester Station sits within the 'reasonable walking distance' identified by the CIHT and Fareham Station within reasonable cycling distance therefore providing a suitable sustainable option of travel from the site.

Personal Injury Accident Data

Personal Injury Accident (PIA) data has been obtained from Hampshire Constabulary for a five year period, spanning 1st October 2011 through to 30th September 2016.

The summary provided for this data within the TA concludes that there have been no accident patterns identified within the area. The Highway Authority disagrees with this view, given the Road Safety Foundation has identified the route from the Delme Roundabout to the M27 Junction 12 as one of the ten persistently higher risk roads (2009-2011 and 2012-2014). Hampshire County as the lead authority for the route is one of eight local authorities taking part in the Pathfinding Exercise to improve safety along each of the highest risk roads in Britain by considering and treating the whole route with appropriate countermeasures.

To address the safety concerns along the A27, a number of schemes have been identified to improve the safety of all road users along the route. Given the high frequency of accidents along the route, especially for pedal cyclists, it is considered necessary that a contribution should be made by the applicant towards improvements along this route due to the increase in both vehicle movements and additional pedestrian and cycle demand along the A27 as a result of the development.

Vehicular Access

Vehicular access to the site is shown proposed through a ghost island junction on Downend Road, in drawing number ITB12212-GA-014. The vehicle access has been reviewed and is acceptable in principle to the Highway Authority. An emergency access would be provided via Cams Bridge.

Access drawing number ITB12212-GA-014 also details the repositioning of the speed limit sign further north up Downend Road from its existing position close to Downend Bridge. The HCC Traffic Management team have been approached to gauge whether this movement would be welcomed. Given Ellerslie House to the north has an accident history, it has been suggested by HCC that the speed limit is moved further north to also encompass this access. This matter can be concluded within a TRO application at the S278 stage.

Vehicle Trip Generation

The TA presents the proposed vehicular trip generation rates for the development during both the weekday AM and PM Peak Hours, and the daily total. The weekday trip rates have been calculated using the TRICS database of surveyed trip generation from similar sites.

These vehicular trip rates are presented as 0.531 (two way AM peak) and 0.584 (two way PM peak), providing vehicular trips from the site as 186 in the AM and 204 in the PM. These vehicular trip rates are considered acceptable for this development.

Vehicle Trip Distribution

The distribution of residential development traffic is split, with commuting trips accounting for 46% of peak hour trips (identified through the 2011 Census Journey to Work dataset) and the remaining 54% distributed in accordance with a gravity model produced for this development.

The combination of results from the two distribution calculations identified Portsmouth as the main attractor with 17% of all trips, followed by Fareham (15%) and Portchester (10%). Both the Census Journey to Work Data and gravity model results provided are considered reasonable and proportionate.

Traffic Impact on The Ridgeway

Within the TA, the applicant has carried out an assessment of how many additional vehicles are predicted to use The Ridgeway when travelling to or from the development.

The Ridgeway provides direct vehicular access off the A27, providing an alternative vehicular route to Downend Road instead of utilising the A27/Downend Road signalised junction when heading eastbound. The junction with The Ridgeway/A27 does not allow vehicular access from Cams Hill back onto the A27 westbound, meaning the rerouting of traffic could only occur for vehicles heading to the east towards the proposed development. The TA sets out that within the AM and PM peak periods there are forecast a total of 20 trips in the AM peak and 47 in the PM peak which could potentially utilise The Ridgeway.

An ANPR survey was carried out between 7 AM and 7 PM to ascertain how many vehicles currently use The Ridgeway when travelling to Downend Road. This identified a total of 321 movements travelling from the A27 to Downend Road along the Ridgeway within this time period. When compared with the total number of movements from the A27 to Downend Road this equates to 18.2% of the current overall trips between Delme Roundabout and Downend Road utilising this route.

When considering this percentage against the agreed distribution from the site, 4 vehicles are predicted to use The Ridgeway in the AM peak and 9 in the PM peak. The proposed increase in trips along The Ridgeway is therefore not considered to represent a significant increase in demand along this route.

Junction Modelling

The following junctions have been modelled as part of the application:

- Downend Road/Site Access;
- Downend Road/The Thicket;
- A27/ The Thicket and;
- Portsdown Hill/Swivelton Lane.
- A27 Portchester Road/Downend Road/Shearwater Avenue; and
- A27 Portchester Road/Wallington Way/Eastern Way 'Delme Arms' roundabout.

An initial review of the modelling submitted for the above junctions was undertaken and further information was requested from the applicant as a result, including: queue data to validate all of the models, Ordnance Survey mapping for all junctions, drawings for the site access, modelling files for Portsdown Hill/Swivelton Lane and outputs for most scenarios at Portsdown Hill/Swivelton Lane. This information was provided within a Transport Assessment Addendum.

The results of this review confirmed that all the non-signalised junctions are forecast to operate within practical capacity across all approaches in the AM and PM peak. It is worth noting that in the 2016 base, the Portsdown Hill/Swivelton Lane junction is operating close to practical capacity, with an RFC of 0.77 on Swivelton Lane in the AM peak. This Ratio of Flow to Capacity (RFC) increases to 0.81 with a 4-vehicle queue in the 2021 'with development' scenario and to 0.82 and 0.85 in the 2021 'Sensitivity Test' and 2026 'With Development' scenarios respectively. In these scenarios, the maximum queue is 5 vehicles.

The current RFC on Portsdown Hill is 0.71 in the PM peak, increasing to 0.76 in the 2021 'Sensitivity Test'. In the 2026 'With Development' scenarios, the RFC is 0.75 and 0.76 respectively. The increase to the RFC values as a result of development is not considered significant in the context of the National Planning Policy Framework (paragraph 32).

Junction model results have also been reviewed for Downend Road/Site Access, Downend Road/The Thicket and A27/The Thicket. The outcome of this review found the Downend Road/The Thicket junction to be operating with reserve capacity in the 2016 base model during both the AM and PM peak. The maximum RFC observed at this junction was 0.21 in the AM peak. Applying the '2026 with Development' scenario sees a small increase in the RFC value to 0.26.

Both the Downend Road/Site Access and A27/The Thicket junctions where the RFC values are low across all scenarios, and therefore there is forecast to be no operational impacts across all development scenarios.

No improvements are therefore sought by the Highway Authority at these junctions.

Downend Road/A27 Signalised Junction

The Transport Assessment identifies that the Downend Road/A27 signalised junction currently experiences capacity issues in the morning peak period.

In order to mitigate a number of improvements were proposed by the applicant. These included:

- Upgrading the junction operation to MOVA;
- Upgrading the pedestrian crossings to PUFFIN technology; and
- Delivery of a two-lane approach on Shearwater Avenue.

Following consultation on the initial Transport Assessment, these improvements were reviewed by the highway authority which identified a number of concerns with the improvements. These were mainly regarding formalising the existing informal two-lane approach taken by motorists on Shearwater Avenue which would not provide the capacity improvements anticipated. The other issue centred on the amendments to the current form of the controlled crossing and removal of the countdown timers by Cams Hill School, a system recently put in place to help school children safely access the school. HCC are therefore not favourable to changes to the crossing arrangement.

Following discussion on these issues, the applicant agreed to review a new scheme to improve capacity at this junction, centred on the dualling of the Downend Road approach, with both lanes facilitating right turn movements towards Delme Roundabout.

A subsequent plan was submitted (drawing number ITB12212-GA-024) detailing these proposals.

Swept path analyses were submitted for vehicles both entering and exiting Downend Road via the new alignment, demonstrated in drawing number ITB12212-GA-024 Rev A. The tracking shown confirms that the proposed 2 lane approach of Downend Road can accommodate two large cars simultaneously turning right onto the A27 and a large car turning right alongside an articulated vehicle. It was also demonstrated that an articulated vehicle could safely turn left off of the A27 into Downend Road.

Drawing ITB12212-GA-024 Rev A notes a potential location for a secondary signal head on the island at the junction with Shearwater Avenue and a redesign of the yellow box marking in the middle of the junction. Further consideration should be given to both of the above at detailed design.

Following a review of the dualled approach from Downend Road, it is considered that this junction improvement, along with the implementation of MOVA, will successfully mitigate the impact of traffic from this development.

Delme Roundabout

As a consequence of the development impact, a proposed improvement scheme has been put forward by the applicant (shown in drawing number ITB12212-GA-006 Rev B) to provide the following improvements to Delme Roundabout:

- Signalisation of the A27 Cams Hill approach;
- Widening of the southern circulatory to create a third circulatory lane;
- Signalisation of A32 Wallington Way; and
- Widening of the northern circulatory to create a secondary ahead lane.

Whilst a wider improvement scheme for Delme Roundabout is required which takes account of the wider strategic context of the area (future network improvements at M27 junction 10 and Stubbington) it is acknowledged that the improvement scheme proposed as part of this development is of an appropriate scale to mitigate the impact of this development. The highway authority therefore considers that a contribution should be taken from this proposed development and used towards a future improvement scheme for Delme Roundabout to offset development traffic from the Downend Road site and further developments in the local area. The contribution value is to be determined and will be agreed as part of the S106 negotiations.

Travel Plan

An initial travel plan was submitted and reviewed by the highway authority. The travel plan failed to meet the minimum standards set out in HCC's "A guide to development related travel plans". A list of outstanding comments was sent to the applicant to address and provide a revised travel plan covering these matters.

An updated travel plan has since been provided and reviewed, with a cover sheet named 'FTP Comments Log' submitted detailing the changes made. The included improvements address the initial comments made and therefore make the travel plan acceptable. At the time of the reserved matters stage, the Framework Travel Plan submitted will need to be closely observed to ensure that all the measures concerning the design and layout are adequately covered.

Recommendation

Following ongoing discussions with the applicant, the primary areas of concern regarding the highway have now been suitably addressed. Therefore, the highway authority raises no objection to this application, subject to the following conditions and obligations:

Conditions

- A Construction Management Plan shall be submitted to, and approved in writing by, the Local Planning Authority (in consultation with Hampshire County Council Highway Authority) before development commences. This should include construction traffic routes and their management and control, parking and turning provision to be made on site, measures to prevent mud being deposited on the highway, adequate provision for addressing any abnormal wear and tear to the highway, and a programme for construction.

Reason:

In the interests of highway safety

Obligations

- A contribution towards the following:
 - Mitigating the impact of development traffic at Delme Roundabout including provision for BRT;
 - Bus infrastructure improvements on the A27 in the vicinity of the site;
 - Implementing A27 safety measures to mitigate the impact of increased pedestrian and cycle movements from the development; and
 - Pedestrian and cycle audit improvements detailed in figure T5.
- Public consultation on the proposed improvements to the Downend Road bridge (detailed in drawing numbers ITB12212-GA-004 Rev B and ITB12212-GA-011) and delivery of the preferred scheme;
- Commitment to enter into a Common Law Dedication to secure Cams Bridge as a Public Right of Way footpath;
- Improvements to Cams Bridge as detailed in drawing number ITB12212-GA-023 Rev B;
- Provision of the crossing point detailed in drawing number ITB12212-GA-010 across the A27;
- Delivery of the site access as detailed in drawing number ITB12212-GA-014;
- Improvement to Upper Cornaway Lane as detailed in drawing number ITB12212-GA-020;
- Delivery of the Downend Road/A27 capacity improvements through a S278 agreement with the highway authority;
- Payment (by developer) of HCC fees in respect of approval (£3,000) and monitoring (£15,000) of the Framework Travel Plan prior to commencement; and
- Provision of a bond, or other form of financial surety, in respect of the measures within the Travel Plan.

I trust the above is clear, but should you wish to discuss any of the above further, please do not hesitate to contact Chris Hirst on the number above.

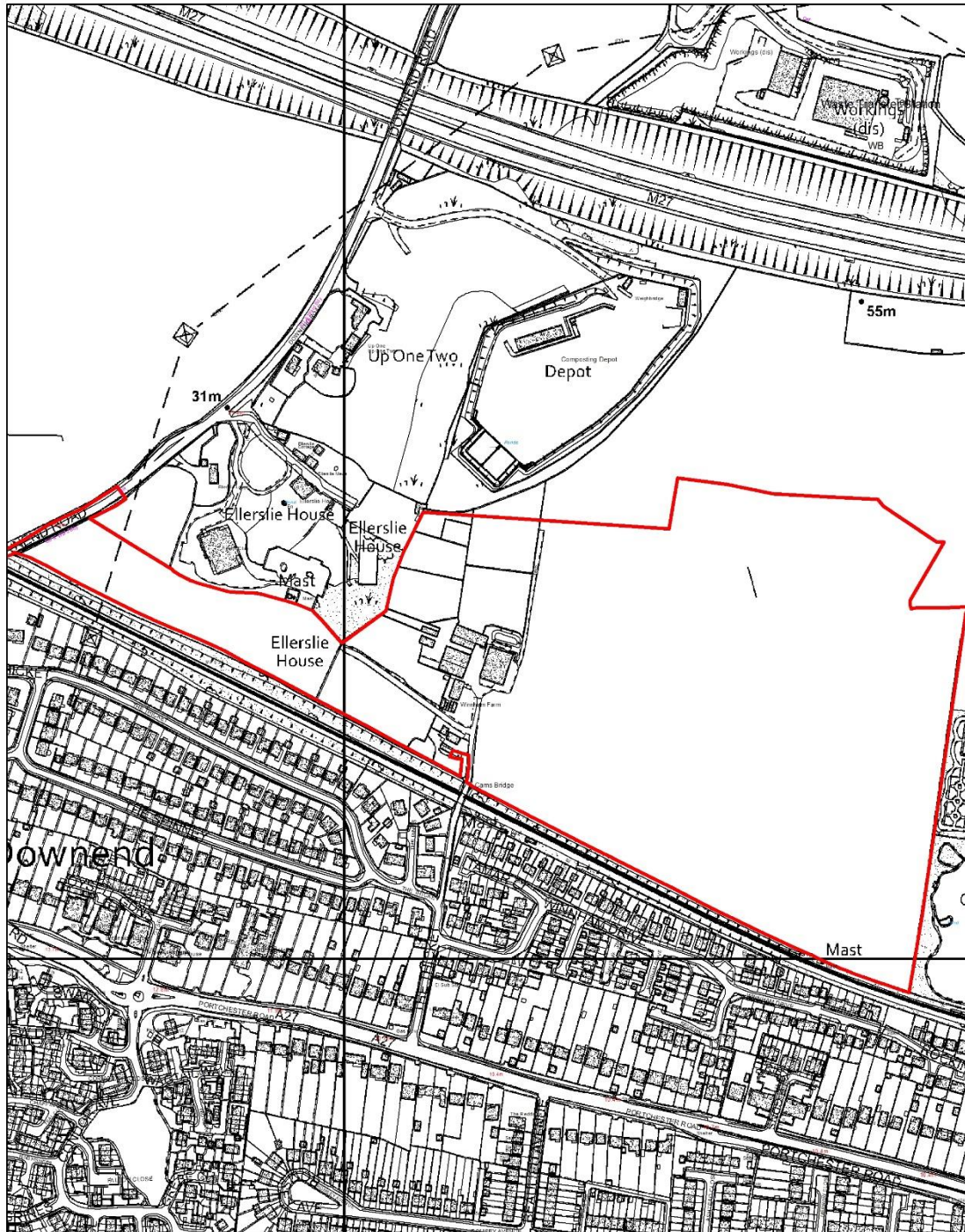
Yours Faithfully,

Stuart Morton
Team Leader – Highways Development Planning

Cc – David McMahon – Fareham Borough Council

FAREHAM

BOROUGH COUNCIL



Land to East of Down End Road
Scale 1:1250



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