

**N/15/0003**

**WINCHESTER**

WINCHESTER CITY COUNCIL

AGENT: WINCHESTER CITY  
COUNCIL

CONSULTATION ON PROPOSED DEVELOPMENT.

OUTLINE PLANNING APPLICATION (STRATEGIC ACCESS ROADS UNRESERVED) FOR PROVISION OF UP 3500 RESIDENTIAL UNITS; INCLUDING AFFORDABLE HOUSING; TWO PRIMARY SCHOOLS AND ONE SECONDARY SCHOOL; UP TO 2000SQM OF FLEXIBLE SPACE FOR A1 (RETAIL), A2 (PROFESSIONAL SERVICES), A3 (CAFE/RESTAURANT), A5 (HOT FOOD TAKEAWAY), B1 (OFFICE) & D1 (MEDICAL/HEALTH), TWO CHILDREN'S NURSERIES; PROVISION OF AN EXTRA CARE FACILITY (WITH SCOPE FOR ALL USES TO REVERT TO RESIDENTIAL IF THERE WERE INSUFFICIENT MARKET DEMAND) IN TWO LOCAL CENTRES; CREATION OF A COMMUNITY BUILDING ; SPORTS FACILITY (INCLUDING PAVILION, GRASS PITCHES & TWO ALL WEATHER PITCHES); ALLOTMENTS; LANDSCAPING; EXTENSIVE RECREATION & PLAY PROVISION. CREATION OF LINK ROADS BETWEEN WHITELEY & BOTLEY ROAD, WIDER HIGHWAYS WORK, CYCLEWAY & FOOTPATH NETWORKS (INCLUDING YEW LOCALISED FOOTPATH DIVERSIONS) BUS PRIORITY MEASURES , CAR PARKING, FLOOD ATTENUATION NETWORK, SERVICE ENHANCEMENTS, DEMOLITION OF A NUMBER OF EXISTING ON SITE STRUCTURES AND ASSOCIATED ENGINEERING WORKS (INCLUDING CHANGES TO LEVELS).

LAND NORTH OF WHITELEY BOTLEY ROAD CURBRIDGE HAMPSHIRE

***Report By***

Kim Hayler - Direct dial 01329 824815

***Introduction***

This authority has been consulted on a major planning application which lies to the north of the Fareham Borough boundary within the administrative area of Winchester City Council. Whilst Winchester City Council will be the determining authority, Fareham Borough Council has been formally invited to express views on the submitted application.

The application was originally submitted in March 2015; amended proposals have since been submitted and it is the amended proposals on which the Council's views are being sought.

There are a number of matters which would affect the interests of Fareham Borough and its residents and which are set out below for Members consideration.

***Site Description***

The application site comprises approximately 208 hectares (ha) of land to the north of the existing Whiteley settlement to which it will form an extension. It lies within the administrative area of Winchester City Council (WCC). To the west and north west of the site lie the village of Curbridge and the A3051, Botley Road. To the north the site boundary follows a length of the mainline railway between Portsmouth and Winchester. To the south and south west lie the existing settlements of Whiteley, Swanwick and Burridge. To the east the site boundary abuts the woodland of Whiteley Pastures SSSI.

The site comprises primarily agricultural land, including parts of Ridge Farm, Barn Farm, Bury Farm, Fairthorne Grange Farm and the northern element of Whiteley Farm.

Winchester City Council adopted Joint Core Strategy (March 2013) Extracts SH1 and SH3 identifies the site for residential development for approximately 3,500 dwellings, with supporting uses and services, to the north of the existing settlement of Whiteley.

### ***Description of Proposal***

Outline planning permission is sought for development as described in the description above.

Detail of the three strategic highway access routes through the site, providing north south connections (the extension of Whiteley Way, plus Bluebell Way and provision of Curbridge Way), is provided for consideration and agreement at this time.

A number of off-site highway improvements will be undertaken to mitigate the impact of the proposed development. These include the following upgrades:

- A3051 Botley Road / A334 Mill Hill /A334 Station Hill junction to a signalised junction, with improved pedestrian and cycleway provision, bus stop facilities, and a toucan crossing;
- Whiteley Way / Whiteley Town Centre roundabout to a signalised junction, including new bus lanes;
- Whiteley Way / Marjoram Way / Whiteley Town Centre roundabout, including new bus lanes, improved pedestrian and cycleway provision;
- Whiteley Way / Parkway priority junction, including new bus lanes and a toucan crossing;
- Whiteley Way / Rookery Avenue /Parkway junction to a signalised cross roads including toucan crossings, bus lanes and improved pedestrian / cycle provision;
- M27 junction 9, including new bus lanes, toucan crossings, an uncontrolled pedestrian cycle crossing, improved pedestrian / cycle provision and prioritisation of buses on Whiteley Way south.

The significant changes to the scheme since originally submitted seek to deliver the proposed development in eight years rather than the twelve years that were previously anticipated. Under the revised plans, development is envisaged as commencing in 2016 and completing in 2023. Whilst the individual components of the proposed development remain unchanged the timing of their provision has been amended to reflect the expedited delivery of highways infrastructure and housing, and the need to ensure that the environmental impacts of enhanced delivery rates can be satisfactorily mitigated. It is their timing which will have material implications for Fareham.

The principal change to the phasing plans is that housing development would start simultaneously in the northern and southern parts of the site, rather than in a northwards direction as originally envisaged. The phasing of the development is summarized below:

Year 1

- Residential development starts at four locations;
- Site access from two points on Botley Road, from Bluebell Way and from R3 (roundabout closest to Tesco) Whiteley Way;
- Access to southern primary school site provided;
- First allotment provided;
- Whiteley Gardens park/ play area delivery commences;
- Shuttle bus to provide access from Botley Road development to Southern Primary School and Whiteley town centre.

#### Year 2

- Southern primary school opens (Temporary Whiteley school closes);
- Bluebell Way extends towards Botley Road;
- Work commences on the connection between the southern and northern parts of the site;
- Temporary community building provided in northern part of the site (location to be agreed).

#### Year 3

- Bluebell Way link to Botley Road complete (early in year 3);
- Access provided to secondary school site and northern primary school site;
- Work commences on provision of all-weather pitches;
- Curbridge Way completed;
- Footpath/cycle path connects southern primary school with the secondary school;
- LEAP provided in the northern part of the site;
- Second allotment provided;
- Work commences on the northern local centre.

#### Year 4

- Construction of northern primary school underway;
- Third allotment and sports pitches provided;
- LEAP provided in the southern part of the site;
- Construction of secondary school underway.

#### Year 5

- Whiteley Way under construction;
- Southern local centre under construction;
- Secondary school opens;
- NEAP provided in the northern part of the site;
- Northern local centre largely completed;
- Footpath/cyclepath connects Bluebell Way with Curbridge Way.

#### Year 6

- Whiteley Way completed;
- Southern local centre open;
- Northern primary school opens;
- Northern local centre complete.

#### Year 7

- Housing development continues.

## Year 8

- Final houses constructed;
- North eastern pitches provided with associated pavilion;
- Final allotment area provided.

### ***Representations***

Comments have been received from a resident of Burr ridge which have been forwarded to Winchester City Council for consideration as the determining Authority. The comments state:

Object to the scale of the proposal and the opening of an access onto Botley Road;  
Traffic volume and HGV movements impacting on the quality of the lives of local residents;  
Highway safety implications;  
Botley Road is not suitable for HGVs;  
Alternative infrastructure should be prioritized;  
Deterioration of air quality.

### ***Planning Considerations - Key Issues***

Schools and retail provision  
Urban design issues that have an impact upon Fareham  
Employment provision  
Highways and access

## SCHOOLS AND RETAIL PROVISION

### Primary Schools -

There will be provision for up to six forms of entry. This is deemed as being acceptable in terms of meeting the level of need from the development (which is assessed as five forms of entry). The provision will be split between two separate schools which are proposed to be opened in year 2 (2017) and year 6 (2021).

School catchment is not discussed in the planning statement in any detail, and would ultimately be a matter for the Local Education Authority to consider. However, the location of the southern primary school could potentially provide much closer schooling for pupils living in Burr ridge and Whiteley. This would reduce travel time for pupils and levels of road traffic through Burr ridge, Swanwick and Park Gate.

### Secondary school -

There will be provision for nine forms of entry, with the school phased to be open in year 5 (2020). The development is estimated to generate five forms of entry, therefore there appears to be significant additional capacity to accommodate other catchments.

The future Whiteley secondary school would provide a closer schooling facility to those pupils living in Burr ridge and Whiteley. The school catchment like the primary school is not known at this stage, this is a matter for the Local Education Authority to consider. The secondary school would help reduce travel time for pupils, reduce levels of traffic through Burr ridge, Swanwick and Park Gate.

## Retail -

The proposed retail offer in the north and southern local centres within the proposed development is relatively small scale, with a total of six retail/mixed units and a convenience store. BurrIDGE currently has no retail offer and as such, the offer at the development site does not present any competition to existing retail outlets in the locality. Indeed the two units in the southern local centre could provide improved services to BurrIDGE residents, subject to the provision of pedestrian/cycle links to be provided and/or improved between the proposed development and BurrIDGE.

## URBAN DESIGN ISSUES THAT HAVE AN IMPACT UPON FAREHAM

### Density Plan -

Density development parcels 35 - 40 dph are shown where there is a boundary to Fareham. This is appropriate in the context of completed Fareham developments.

### Building Heights -

The adjacent plots to Fareham show buildings up to 16 metres (52 feet) high. This could equate to 4.5 to 5 storey buildings which is inappropriate in this rural edge location. The design code indicates that the school and local centre will be the higher buildings and the majority of residential units will be 2 -3.5 storey. Reassurance that the majority are 2 -2.5 storey where they join with Fareham should be sought as this is an area of concern.

### Movement and Access -

Footpath 21 from Dumas Drive has a tarmac surface up to the David Wilson Homes estate boundary; from this point it becomes an unmade footpath heading north. A new parallel tarmac shared pedestrian/cycle route is proposed within Winchester. Consideration should be given to hard surfacing the footpath from the David Wilson Homes development to the proposed development, particularly as it is where a new primary school and local centre is to be located.

Furthermore consideration should be given to providing a pedestrian footpath linking Maryat Way with Whiteley Lane, in accordance with phasing of the school.

### Design Codes -

The southern urban village is where the development relates to that part of Whiteley that is within Fareham Borough. The area is made of a mix of unit types from terraces to detached and some apartments. It illustrates detached units fronting woodland belts, which reflects development in Fareham. This will be the lowest density area with less formal and strong building lines and with shared space streets ('destination street/lane'). Materials are predominantly brick and tile with some render, timber and tile hanging. This approach is considered acceptable.

## EMPLOYMENT PROVISION

Other than employment opportunities at the new schools and local retail areas there are no employment allocations within the proposal. The development is reliant upon the existing

employment areas at Solent Business Park and Segensworth.

The proposal results in the loss of approximately 50 existing businesses at Bury Farm with an estimated 300 employees. Winchester City Council should actively support the affected businesses, offering help linking businesses up with agents and landlords of alternative premises, along with more general business support for those who may want it.

Furthermore, land should be allocated within the development to accommodate businesses that cannot be relocated.

## HIGHWAYS AND ACCESS

A review of documents submitted in support of the amended outline application (June 2015) for land north of Whiteley has been undertaken to provide further clarity and understanding on the following transport-related aspects of development proposals:

- Identifying the main transport infrastructure changes associated with the Development that are likely to influence traffic patterns and movements through Fareham.
- The extent to which the main traffic impacts of the development proposals are likely to affect residents and businesses in Fareham.
- The potential benefits of plans for sustainable travel modes and opportunities for providing improved access to these facilities from within Fareham.

In order to carry out a more comprehensive review of proposals it will be necessary to obtain further details on various elements of infrastructure design and programme from the developers and promoters.

Road networks and movements -

On-Site and off-Site Highway Works (Amended Draft S106 Agreement)

Key highway infrastructure improvements, include the three strategic routes for which planning permission is sought:

- Extension of Bluebell Way to the Western Site Access on A3051 Botley Road;
- Extension of Whiteley Way to the Northern Site Access on Botley Road;
- Curbridge Way.

These three route alignments are fully contained within the development area boundary and are outside FBC's jurisdiction. When complete they will provide main road connections between the new development, Botley Road to the north and west, and existing Whiteley Way to the south with direct access to M27 Junction 9. Therefore, although located outside the Fareham Borough boundary they can be expected to have a bearing on future travel patterns on the Fareham road network.

The Draft S106 Agreement also identifies a number of junction improvements and traffic management measures that are intended to mitigate the main effects on the existing network resulting from extra traffic generated by the development. Two of these measures

are located within Fareham Borough - these are traffic calming in Swanwick Lane (a sum of £50,000 towards capital costs) and contributions to improving Segensworth Roundabout on the A27.

#### Phasing of new infrastructure

Prior to completion of the three road links referred to above, all traffic accessing the development site will be required to use the existing road network. In particular, Yew Tree Drive would continue to function as an access route between the existing Whiteley Way/M27 Junction 9 and Botley Road.

#### Initial Phases - Years 1 to 3 (2016 to 2018)

The Phasing Plans for the development indicate completion of Bluebell Way to provide a through route to Botley Road in Year 3. According to the build-out profile a total of 1,075 units will be completed in within the first 3 years of development. Therefore, until Bluebell Way is complete traffic generated by the development wishing to travel across the site will need to use the existing road network. This will include the proposed Shuttle Buses operating from the new development areas on the western side to the southern primary school and Whiteley Town Centre.

In addition, construction traffic destined for the western and northern site accesses would need to route via Botley Road. The movement of construction vehicles and other site-related traffic will therefore need to be carefully managed during the development phases of the project.

As stated above the Swanwick Lane Traffic Calming Measures have a Trigger Point of Year 2. Segensworth Roundabout Junction Improvements do not currently have an allocated Trigger Point.

#### Later Phases - Years 4 to 8 (2019 to 2023)

The Phasing Plans indicate completion of a Whiteley Way/Curbridge Way through route to Botley Road in Year 4 (2019), and final sections of Whiteley Way completed in Year 6 (2021). The Plans indicate that a second traffic route through the development area will become available, connecting directly to the northern site access in Botley Road, by Year 4 when 1,710 units have been completed. It is noted that Whiteley Way will be designed as an estate road, supporting non-car modes of transport, rather than an expressway as previously permitted.

#### Work programme and funding -

Phasing assumptions for the transport infrastructure states that Bluebell Way will be complete by the end of Year 2, with Whiteley Way/Curbridge Way completed during Year 3.

According to the details given both western and northern site accesses are due to commence in the first quarter of 2016. Assumptions are made on timescales that are "subject to negotiations with Hampshire County Council and Highways England", and "take a pragmatic view on likely deliverability of schemes".

The Amended Infrastructure Provision Statement submitted with the application states that the following funding has been secured from Solent LEP:

- Extension of Bluebell Way to Botley Road
- Extension of Whiteley Way to location of proposed secondary school
- Improvements to Whiteley Way between Bluebell Way and Rookery Avenue junctions (including walking/cycling and public transport infrastructure improvements)

This document also states that "Discussions with the SLEP concerning funding arrangements are ongoing, but subject to further technical design work and ecological mitigation, it is hoped that the first tranche of funding would be available to spend in 2015/16."

It can be seen from the above that whilst funding for the Bluebell Way extension appears to be secure, detailed discussions on the spend profile for the infrastructure programme are continuing. Should planning permission for the development be granted later in 2015, then it is apparent that the time period for planning and mobilisation in order to meet the proposed commencement date for construction (Quarter 1 2016) will be relatively short.

Any delays to the delivery of these roads could have implications for the proposed build-out programme and may result in additional traffic impact on Yew Tree Drive and other local roads within Fareham Borough during the early phases of the proposed development.

Summary of main comments on highway works -

- Phasing Plans imply that, during the first 3 years when over 1,000 homes will be built, access to North Whiteley will be dependent upon the individual Site Accesses from the existing strategic road network, as no through routes will have been completed.
- Traffic flows on adjacent local roads in Fareham are likely to increase up to and following completion of Bluebell Way in Year 3. The latter impacts are recognised in the proposal to introduce traffic calming measures on Swanwick Lane during Year 2.
- It is unclear what level of contingency has been allowed for in planning infrastructure delivery to mitigate any delays in funding agreements or allow for other programme risks - any delays in the completion of Bluebell Way is likely to result in increased traffic using the existing road network.
- There is no apparent reference to the management of construction traffic and arrangements that would be put in place to access the site during all phases of the project.

Traffic impacts (model reports) -

Modeling has tested future year scenarios 'with' and 'without' development, and the effect of predicted traffic flows on the road network.

A summary of main comments on the transport model results show:

- The results of the transport model appear to be reasonably robust in terms of predicted changes in traffic flows on the road network, even though Fareham Borough Council has not been involved in the development of the transport model;
- The development of the transport model for forecasting purposes has been agreed by the



relevant highway authorities - Hampshire County Council and Highways England.

· As configured, the study area covers a limited area of Fareham Borough and would not be suitable for detailed analysis of the local traffic impacts associated with the development.

## BUS SERVICE PROPOSALS

Bus services (Amended Draft S106 Agreement) -

The Amended Draft S106 Agreement defines a 'Bus Services Contribution' of £1,877,973. Payment of this Contribution should be made in stages according to a schedule of dwelling thresholds set out in Schedule 3 (Part 3) of the S106 Agreement and linked to proposals to be included in a Framework Travel Plan.

A contribution for off-site Bus Stops at a threshold on 600 dwellings occupation is referred to in Part 2 of Schedule 3 ("Highways and Transportation Contributions"). This is elaborated in the S106 Agreement as a sum of £340,000 to be applied towards the capital costs of providing 17 pairs of bus stops.

The Phasing Plan for Year 1 indicates provision of shuttle bus services between the sites on the western and south-western sides of the development area, the southern primary school and Whiteley Town Centre. The Year 2 Plan shows a similar shuttle bus service for the north-western development site only, whilst no shuttle services are indicated on the Phasing Plans for subsequent years.

The North Whiteley Access and Movement Strategy produced in August 2012 defined a phased introduction of 'kick start' bus services connecting North Whiteley to Swanwick Station, Fareham and Hedge End. These proposals also included the introduction of a strategic route between Fareham, Segensworth, Whiteley and Hedge End in a later phase of the development.

Since publication of this Strategy report there have been a number of changes to bus services including withdrawal of the Route 26 Fareham-Botley-Hedge End service.

Public transport proposals (amended planning support statement) -

The Amended Planning Support Statement states that two new bus services will be introduced to serve the proposed development and delivered in a phased manner during construction. According to this Statement: "New frequent and high quality bus services will be provided along Whiteley Way passing through the new development, to provide an integrated network linking to the existing Whiteley area, Botley and Swanwick rail stations, employment areas at Solent and Segensworth Business Parks and wider destinations at Locks Heath, Warsash, Fareham, Botley and Hedge End".

Existing bus stops will be improved along the proposed service routes, with a southbound bus lane provided along Whiteley Way to give priority through junctions.

No further details have been made available on the delivery of new bus services but it would be appropriate for Developers and Hampshire County Council's Passenger Transport Group to use this opportunity to undertake a comprehensive assessment of public transport requirements in the Fareham, Segensworth and Whiteley area. This should be aimed at improving public transport connections and ensuring that new services are introduced in a

timely manner.

Summary of main comments on bus services -

- Details of the proposed Shuttle bus services are required in order to assess their effectiveness and availability.
- It would be appropriate to liaise with Fareham Borough Council when developing proposals for the new bus routes serving the development area and associated improvements in bus stop infrastructure.

## CYCLE ROUTES

Cycling proposals -

The Amended Planning Support Statement emphasises the provision of walking and cycling facilities throughout the development in order to promote sustainable travel modes. In addition to a 5km network of on-site pedestrian and cycle paths, a continuous, segregated off-road footway/cycleway will be provided between Botley Railway Station and Segensworth Roundabout.

The Amended Draft S106 Agreement refers to an 'Off Site Cycle Parking Contribution' of £10,000 to be applied towards the capital costs of installing cycle parking within a radius of 8km of the Site. This facility should provide improved access to Whiteley and a commuter route through to Solent Business Parks and Segensworth.

Summary of main comments on cycle routes -

Given assurances on the delivery of commitments stated in the planning documents, Fareham residents and commuters can be expected to benefit from improved cycle links between Segensworth and Whiteley once these are implemented

## CONCLUSION

Fareham Borough Council acknowledges the application is a strategic housing allocation within the Winchester City Council Core Strategy. However, the above comments have raised a number of important issues which require further clarification and/or assurances and these are listed below in the recommendation.

### ***Recommendation***

NO OBJECTION, subject to:

- pedestrian/cycle links should be improved/upgraded/provided between the development and Burridge;
- Footpath 21 should be hard surfaced between the David Wilson Homes estate to the development site and a pedestrian link provided from Maryat Way through to Footpath 21 in Whiteley Lane, in order to improve pedestrian connectivity in accordance with the phasing of the southern primary school;

- (iii) buildings that adjoin Fareham should be no more than 2-2.5 storeys high;
- (iv) the existing businesses currently sited at Bury Farm should be given support and assistance in helping to relocate. Land should be provided within the development site for businesses that cannot be relocated;
- (v) a comprehensive assessment should be undertaken of public transport requirements in the Fareham, Segensworth and Whiteley area. This should be aimed at improving public transport connections and ensuring that new services are introduced in a timely manner. It is essential that Fareham Borough Council are given the opportunity to comment on the assessment;
- (vi) details of the proposed shuttle bus services are required in order to assess their effectiveness and availability and Fareham Borough Council should be given the opportunity to comment on the details;
- (vii) Fareham Borough Council should be consulted when developing proposals for the new bus routes serving the development area and associated improvements in bus stop infrastructure;
- (viii) there should be no construction traffic to use Botley road at any stage in the development of the land North of Whiteley. Fareham Borough Council should be consulted and given the opportunity to comment upon the construction traffic management plan when submitted;
- (ix) a number of roads on the masterplan are shown to be narrow and traffic calmed; they should be designed in a way to encourage traffic to use the routes through the development rather than Botley Road;
- (x) Curbridge Way should be designed as a distributor road providing a direct route from Junction 9 at Segensworth through to Botley Road, reducing traffic on the existing road network;
- (xi) an increased contribution should be sought in relation to traffic calming measures in Swanwick Lane;
- (xii) measures should be put in place to ensure the completion of Bluebell Way within two years;
- (xiii) contingency plans must be put in place to mitigate any delays in funding agreements or allow for other programme risks as any delays in the completion of Bluebell Way is likely to result in increased traffic using the existing road network.