

OFFICER REPORT FOR COMMITTEE

DATE: 18/11/2020

**P/20/0912/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 presented to the Planning Committee on 24th June 2020 this year that this Council currently has a housing land supply of 4.03 years (a shortfall of 522 dwellings within the 5-year period).
- 1.3 This application is similar to a previous application for residential development on this site (planning reference P/18/0005/OA) which was refused planning permission by this Committee in April 2019 for the following reasons:

The development would be contrary to Policies CS5 of the adopted Fareham Borough Core Strategy 2011 and Policy DSP40 of the adopted Local Plan Part 2: Development Sites and Policies Plan and is unacceptable in that:

- a) *The proposal would result in a material increase in pedestrian movements along Down End Road across the road bridge over the railway line. The works to the bridge as shown on drawing no. ITB12212-GA-003 Rev B (titled "virtual footway proposal") and the works to the bridge as shown on drawing no. ITB12212-GA-004 Rev B (titled "reduced width formal footway") would provide inadequate footway provision to ensure the safety of*

pedestrians using the bridge and other highway users. The works to the bridge as shown on drawing no. ITB12212-GA-011 Rev B (titled “priority shuttle working”) would result in unacceptable harm to the safety and convenience of users of the highway.

b) The application site is not sustainably located in terms of access to local services and facilities.

1.4 A public inquiry was held in September 2019 with the two reasons for refusal above being the substantive issues. A decision was issued by the Planning Inspectorate in November last year and the appeal was dismissed.

1.5 With regards to reason for refusal b), the appeal Inspector found that:

“There would not be an unreasonable level of accessibility to local services and facilities for the occupiers of the development by a range of modes of transport” (paragraph 80 of the appeal decision).

1.6 However, in response to reason for refusal a), the Inspector concluded that:

“The implementation of option 2 [the “virtual footway proposal”] would make inadequate provision for pedestrian access via Downend Road, while the implementation of option 3 [titled “priority shuttle working”], in making adequate provision for pedestrian users of Downend Road, would unacceptably affect the operation of this road because of the vehicle queuing and driver delay that would arise” (paragraph 72).

2.0 Site Description

2.1 The application site (measuring 20.39 hectares) 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, 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.
- 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. A main pedestrian and cycle access to and from the site would be made available via the existing track leading across Cams Bridge to and from The Thicket. Planning permission was previously granted for improvements to Cams Bridge under a separate 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.
- 3.4 This application is substantially the same as the previous application and appeal proposal but with two main differences. Firstly, the applicant has made some minor amendments to the proposed parameter plan to ensure no built development would take place in a zone identified as being of archaeological importance. Secondly, in response to the reasons for the previous appeal being dismissed, the applicant proposes a one-way system across Downend Road railway bridge with traffic flow being controlled by using priority traffic signals.

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 P/18/0005/OA

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
REFUSED – 26th April 2019
APPEAL DISMISSED – 5th November 2019

5.2 P/18/0001/OA

Outline planning application for improvements to Cams Bridge and the approaches to enable use by pedestrian and cyclists and continued vehicle access to the workshop including lighting, raising the bridge parapets, signage, re-surfacing and new road markings
PERMISSION – 3rd May 2019

6.0 Representations

6.1 In response to this application 111 objections have been received (131 if including multiple responses from the same persons). A further 5 representations were received requesting advice on the application. The comments raised the following material planning considerations:

Principle of development

- Proposal has been turned down before by the Council and at appeal
- The draft plan is still out for consultation therefore limited weight can be applied to the proposed allocation of this site
- Housing should be concentrated in unused commercial spaces in the centre
- Agricultural land should be retained for growing food
- Loss of open space of visual merit / green space / rural space
- No need for housing given development at Welborne
- The land should be used to plant trees
- The Planning Inspector concluded that the site is not sustainably located and is remote from amenities and services
- Need for housing for elderly (such as bungalows)

Highways

- Inaccuracies regarding the sustainability of the site
- Inadequate infrastructure for encouraging walking & cycling
- Trip generation based on dated census info
- Additional traffic generation
- Inadequate pedestrian crossings on bridge
- Lack of provision for cyclists
- Inadequate measures to prevent traffic congestion
- The proposed solution for the A27/Down End Road junction are inappropriate
- Delays to emergency service vehicle response times due to traffic congestion
- The bridge is not built for increased traffic loads
- The bridge is too narrow
- There was a fatal accident at the railway bridge recently
- A smaller pedestrian side bridge is required
- Road markings and lack of physical barrier between cars and pedestrians on bridge
- Queuing / delays
- Rat-running/shortcuts through adjacent roads
- Danger to pedestrian safety
- Cams Bridge should be used as a vehicular route

- Impact on A27 / Cams school
- Effect of coronavirus pandemic on traffic survey

Infrastructure

- Inadequate infrastructure (schools, doctors, emergency services and roads)
- Additional strain on resources including water supply, refuse and sewage disposal

Ecology

- Loss of habitat for protected species
- Geese on land

Pollution

- Increased noise pollution
- Increased air pollution to the Delme Roundabout which is an air quality management area

Other

- Impact on groundwater management: The chalk hill is required to hold and store rainwater. The development will restrict the ability to collect water. The proposed three attenuation ponds will not be sufficient to cover an area of over 1 hectare.
- The proposed location of the sewage tank is inappropriately located next to the crematorium
- Will there be appropriate levels of affordable housing?
- Undesirable precedent for future development to the West of Downend Road
- Granting outline planning permission removes the right for members of the public to comment on design and other detailed issues which is not transparent.

7.0 Consultations

EXTERNAL

HCC Highways

- 7.1 Please See Appendix 1 to this Officer's report for comments received on 20th October 2020.

HCC – Archaeology

- 7.2 No objection. It is recommended that archaeological conditions are attached to any planning permission which might be issued to secure archaeological

evaluation and archaeological mitigation by recording of archaeological remains identified.

HCC - Flood Water Management Team

- 7.3 Further information requested regarding calculations and site investigation information provided to date to support drainage strategy.

HCC - Children's Services

- 7.4 The County Council, as Local Education Authority, raises no objection to the planning application subject to:
- 7.5 The applicant entering into a section 106 agreement to secure a contribution of £4,451,326 towards education infrastructure, £42,000 (which will be classed as revenue funding) for provision of school travel plans and monitoring fees and £500,000 to provide additional childcare places.
- 7.6 The contribution for school infrastructure is needed to mitigate the impact of the development on educational facilities to accommodate the additional children expected to be generated by the development. Costs are based on 4Q2018 price base (BCIS All-in TPI Index 322). The contribution will be index linked to this base date until the contribution is paid.
- 7.7 The contribution for school travel plans is to ensure the promotion of active travel and to reduce the reliance on the car for the journeys to and from school and is not subject to index linking.
- 7.8 The childcare contribution is required to provide additional places in the local area arising from the development.
- 7.9 Without the provision of a contributions towards the provision of additional school infrastructure, school travel plans and childcare places the County Council, as Local Education Authority, would object to the proposal on the grounds that the impact on the existing infrastructure cannot be sufficiently mitigated and therefore the development is unacceptable in planning terms.

HCC – Minerals and Waste Planning Authority

- 7.10 No objection.

Natural England

- 7.11 No objection subject to appropriate mitigation being secured.

Southern Water

- 7.12 No objection.

Network Rail

- 7.13 No objections provided no vehicle movements are made using Cams Bridge.

INTERNAL

Trees

- 7.14 No objection.

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.

Conservation

- 7.18 The development would not result in harm to the setting of Portchester Castle (Grade I listed and Scheduled Ancient Monument), or the contribution this makes to the setting.
- 7.19 Available views of the Fort Nelson (Grade II* listed and Scheduled Ancient Monument) from within the site will be partially or wholly restricted, mitigation of this by the provision of open space and green corridors helps maintain these views. In considering Fort Wallington and Fort Southwick fortifications the development would result in no harm to the identified setting.
- 7.20 With regards to Nelson Monument (Grade II* listed), a 120ft obelisk of ashlar on granite plinth erected in tribute to Horatio Nelson, the height and ridgeline location makes it a highly visible heritage asset from the surrounding area.
- 7.21 The site provides partial views of the monument from its central and western parts, whilst return views to the site are not available, in this respect the site makes little contribution to the significance of the setting of Nelson Monument.
- 7.22 Whilst there may be some harm to the setting of the obelisk due to its height and location, this harm does not undermine the significance of the obelisk as a military asset, reflective of the history in the immediate and wider area.
- 7.23 Whilst there will be some harm to the setting of the identified heritage assets, the level of harm is low and therefore considered less than substantial with the public benefit associated with the development.

7.24 Having regard to the above, and applying the statutory tests required under Sections 66 and 72 of The Planning (Listed Building and Conservation Area) Act, 1990, it is considered that the outline application, would result in no harm to the identified heritage assets or their setting.

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) The Impact on European Protected Sites;
- d) Policy DSP40;
- e) Other matters;
- f) The planning balance.

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

8.2 A 'Five Year Housing Land Supply Position' report was presented to the Planning Committee on 24th June 2020 this year. That report concluded that this Council currently has a housing land supply of 4.03 years (a shortfall of 522 dwellings within the 5-year period).

8.3 The starting point for the determination of this planning application is section 38(6) of the Planning and Compulsory Purchase Act 2004:

"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".

8.4 In determining planning applications there is a presumption in favour of the policies of the extant Development Plan, unless material considerations indicate otherwise. Material considerations include the planning policies set out in the NPPF.

8.5 Paragraph 59 of the NPPF seeks to significantly boost the supply of housing.

8.6 Paragraph 73 of the NPPF states that local planning authorities should identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement including a buffer. Where a local planning authority cannot do so, and when faced with applications involving the provision of housing, the policies of the local plan

which are most important for determining the application are considered out-of-date.

- 8.7 Paragraph 11 of the NPPF then clarifies what is meant by the presumption in favour of sustainable development for decision-taking, including where relevant policies are "out-of-date". It states:

“For decision-taking this means:

- *Approving development proposals that accord with an up-to-date development plan without delay; or*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting planning permission unless:*
 - i. *The application of policies in this Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

- 8.8 The key judgement for Members therefore is whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies taken as a whole.

- 8.9 Members will be mindful of Paragraph 177 of the NPPF which states that

“The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.”

- 8.10 The wording of this paragraph clarifies that in cases such as this one where an appropriate assessment had concluded that the proposal would not adversely affect the integrity of the habitats site the presumption in favour of sustainable development set out in Paragraph 11 does apply.

- 8.11 The following sections of the report assesses the application proposals against this Council's adopted local planning policies and considers whether it

complies with those policies or not. Following this Officers undertake the Planning Balance to weigh up the material considerations in this case.

b) Residential Development in the Countryside

- 8.12 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.
- 8.13 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.'
- 8.14 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).
- 8.15 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) The impact upon European Protected Sites

- 8.16 Core Strategy Policy CS4 sets out the strategic approach to Biodiversity in respect of sensitive European sites and mitigation impacts on air quality. Policy DSP13: Nature Conservation of the Local Plan Part 2 confirms the requirement to ensure that designated sites, sites of nature conservation value, protected and priority species populations and associated habitats are protected and where appropriate enhanced.
- 8.17 The Solent is internationally important for its wildlife. Each winter, it hosts over 90,000 waders and wildfowl including 10 per cent of the global population of Brent geese. These birds come from as far as Siberia to feed and roost before returning to their summer habitats to breed. There are also plants, habitats and other animals within the Solent which are of both national and international importance.

- 8.18 In light of their importance, areas within the Solent have been specially designated under UK/ European law. Amongst the most significant designations are Special Protection Areas (SPA) and Special Areas of Conservation (SAC). These are often referred to as 'European Protected Sites' (EPS).
- 8.19 Regulation 63 of the Habitats and Species Regulations 2017 provides that planning permission can only be granted by a 'competent authority' if it can be shown that the proposed development will either not have a likely significant effect on designated EPS or, if it will have a likely significant effect, that effect can be mitigated so that it will not result in an adverse effect on the integrity of the designated EPS. This is done following a process known as an Appropriate Assessment. The competent authority is responsible for carrying out this process, although they must consult with Natural England and have regard to their representations. The competent authority is the local planning authority.
- 8.20 A Habitat Regulations Assessment (HRA), including Appropriate Assessment, has been carried out and published on the Council's website. The HRA considers the likely significant effects arising from the proposed development. Natural England have been consulted on the HRA and their comments are awaited and will be reported to the Planning Committee by way of a written update if received prior to the meeting. Natural England have however already commented on the application proposals and raised no objection.
- 8.21 The HRA identifies two likely significant effects on EPS neither of which would result in adverse effects on the integrity of the EPS provided mitigation measures are secured.
- 8.22 The first of these concerns recreational disturbance on the Solent coastline through an increase in population. Policy DSP15 of the adopted Fareham Borough Local Plan Part 2: Development Sites and Policies explains that planning permission for proposals resulting in a net increase in residential units may be permitted where the 'in combination' effects of recreation on the Special Protection Areas are satisfactorily mitigated through the provision of a financial contribution to the Solent Recreation Mitigation Strategy (SRMS). The applicant has confirmed that they would be happy to provide such a contribution to be secured through a Section 106 legal agreement. The second likely significant effect relates to hydrological changes. The HRA finds that adverse effects could be avoided through the implementation of a suitable SUDS drainage system.
- 8.23 Members will be aware of the potential for residential development to have likely significant effects on EPS as a result of deterioration in the water

environment through increased nitrogen. Natural England has highlighted that there is existing evidence of high levels of nitrogen and phosphorus in parts of The Solent with evidence of eutrophication. Natural England has further highlighted that increased levels of nitrates entering the Solent (because of increased amounts of wastewater from new dwellings) is likely to have a significant effect upon the EPS.

- 8.24 Achieving nutrient neutrality is one way to address the existing uncertainty surrounding the impact of new development on designated sites. Natural England have provided a methodology for calculating nutrient budgets and options for mitigation should this be necessary. The nutrient neutrality calculation includes key inputs and assumptions that are based on the best-available scientific evidence and research, however for each input there is a degree of uncertainty. Natural England advise local planning authorities to take a precautionary approach when addressing uncertainty and calculating nutrient budgets.
- 8.25 The applicant has submitted a nutrient budget for the development and this budget has been agreed by Officers and also reviewed by Natural England. The calculation identifies a deficit in the nitrogen budget. Provided that an appropriate planning condition or obligation is attached to any planning permission to secure the water usage of 110 litres per person per day, there would be no likely significant effect alone or in combination with other plans and projects.

d) Policy DSP40

- 8.26 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*".

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

Policy DSP40 (i)

8.28 The applicant anticipates that there will be two house builders on site. As such the development is expected to be able to deliver c.100 dwellings per annum including affordable units. Officers believe it is reasonable to expect all 350 dwellings to be delivered within the five year housing land supply period.

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

Policy DSP40 (ii)

8.30 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.

8.31 Whether or not the development would be sustainably located was a main issue in the previous appeal. Evidence was provided on the distances between the development and local services and facilities. On this the Inspector summarised as follows:

"I think it reasonable to say that the development would fall short of being particularly accessible by transportation modes other than private motor vehicles. In that regard the appellant's estimates for the number of non-private motor vehicle trips may well be quite optimistic. That said this development would be close to many other dwellings in Portchester and the accessibility to local services and facilities would be similar to that for many of the existing residents of the area. Given the existing pattern of development in the area, I consider there would be few opportunities for new housing to be built in Portchester on sites that would be significantly more accessible than the appeal site... In that regard it is of note that the Council is considering allocating this site for development in connection with the preparation of its new local plan."

8.32 The Inspector concluded that the development would accord with Policy CS5 of the Core Strategy and Policy DSP40 of the DSP because it would not be situated in an inaccessible location and it would be well related to the existing urban settlement boundary for Portchester. For the same reasons, officers consider that the development would accord with this point of DSP40.

Policy DSP40 (iii)

8.33 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 believe that a scheme can be designed to successfully reflect the character of the existing settlement of Portchester through a sensitive design approach to accord with Policy DSP40(iii).

8.34 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”.

8.35 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.

8.36 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)

8.37 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. To this end, officers recommend condition 1 securing the timely submission of reserved matters applications and commencement of development on site, which reflects the supporting text to policy DSP40.

8.38 As reported above, Officers consider that it would be reasonable to expect all 350 homes proposed on the site to be delivered within the five year housing land supply, completing in year 2024/25.

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

Policy DSP40 (v)

8.40 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

8.41 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.

8.42 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.

8.43 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.

8.44 In their consultation response on the previous application Natural England noted 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

8.45 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

- 8.46 The Council's ecologist and Natural England are satisfied that the proposal is acceptable subject to planning conditions and appropriate mitigation. The effect of the development on European Protected Sites is assessed earlier in this report. The Council's ecologist is satisfied that appropriate measures are proposed to mitigate the impact of the development on protected species and habitat and that these measures can be the subject of suitably worded planning conditions.

Surface Water Drainage

- 8.47 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 have requested further information be provided by the applicant concerning the proposed surface water drainage strategy. This is despite the proposals being substantially the same as before and no objection in principle having been raised previously. The LLFA have explained this request as being as a result of more information typically being required now in relation to concerns over infiltration, even at the outline planning application stage. The applicant has agreed to provide the additional information requested to address this matter.

Amenity

- 8.48 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.
- 8.49 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).
- 8.50 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

8.51 Hampshire County Council, the highway authority, has provided detailed comments as appended to this report at Appendix 1 (their response dated 20th October 2020).

8.52 The response from the highway authority explains:

“This application looks to resolve the concerns of the inspector regarding pedestrian access over the bridge through a revised mitigation package and the applicant has been engaging with the Highway Authority on these matters since the appeal decision.”

8.53 It continues to explain that, in terms of the assignment of pedestrian and cycle trips from the site:

“The improvements to all routes other than those to Downend Road were considered acceptable throughout the appeal and therefore it is only the Downend Road works which are for further consideration within this application...”

The variations to the trips assigned to Downend Road were amended marginally to 8.8% of all walking and cycling trips as opposed to the previously agreed 8%. The increase in walking and cycling trips overall through the updated travel survey data has resulted in the biggest change in the forecast daily flows along with including the bus and rail trips as walking trips. The revised figure for walking and cycling trips via Downend Road is 64 trips throughout the day on Downend Road as opposed to the previously set out 38 trips.”

8.54 As set out earlier in this report, the application proposes an alternative solution to providing improvements to the Down End Road railway bridge to those options considered at the appeal. The highway authority response describes how the new proposals would function:

“Improvements have been proposed within the TA and shown on drawing ITB12212-GA-051D in the form of traffic signal shuttle working. This proposes a 2m wide footway [on the northern/western side of the bridge] and single carriageway [3.5m wide] working on the railway bridge controlled by traffic signals...”

The revised proposals for works at the Downend Road bridge differ from those previously proposed as they incorporate full time signalisation of the shuttle working arrangement at the bridge. The single lane working

arrangement would be controlled by the traffic light control and means the queues and delay can be managed by the signal timings to reduce unnecessary delay. Also, by having signal controls it removes the need for driver judgement with regards gap acceptance which would naturally cause increases in potential delays at a more informal arrangement. The Highway Authority is also conscious of the impacts of the proposed arrangement with regards the recent accident history at and in the vicinity of the bridge. It is considered that the implementation of the signals along with other supportive measures being taken forward by Hampshire County Council's Safety Engineering Team as part of a programme to address existing road safety matters will aid with speed reduction on the approaches to the bridge."

- 8.55 The traffic modelling of the bridge crossing was a major part of the evidence provided by both sides in the previous appeal. In particular which model should be applied and how was a significant point of dispute between the parties which led to the Inspector concluding that:

"Whilst the queuing and delays under option 3 predicted by the Council's running of PDV22 [the Council's suggested model] may be somewhat exaggerated, I consider no reliance should be placed on the appellant's ARCADY assessments" (paragraph 60 of the appeal decision).

- 8.56 The comments from the highway authority on this current application make it clear that the use of traffic signals allows a widely accepted model, LINSIG, to be used to assess traffic queuing and delays. The highways authority says:

"Modelling has been provided for the proposed improvement using industry standard software (LINSIG). This modelling has assessed the operation of the proposed layout to a design year of 2026. This modelling shows a maximum queue of 6.1 PCU's [passenger car units] in the AM peak period. The Highway Authority are aware of concerns regarding the queue at the signals extending back beyond the access to The Causeway. Whilst this is not borne out by the modelling undertaken, if this issue did arise, then 'Keep Clear' markings can be installed to ensure the junction is kept clear and able to continue operating.

With regards to delay as a result of the revised arrangement this has been assessed against the delay considered within the Appeal process. Delay was evidenced by Fareham Borough Council to be up to 425 seconds per vehicle with the priority working arrangement. The modelling produced at the appeal was a matter of considerable discussion due to the complexities in being able to robustly model this highway arrangement. Signal arrangements have a specific industry standard software (LINSIG) which is capable of modelling accurately how a junction will operate. It is more reliable due to the nature of the junction being under signal controlled timing arrangements. An

appropriate LINSIG model has been provided for these proposals and this demonstrates an average delay of 25 seconds per vehicle. This is considerably lower than that forecast within the appeal supporting evidence put forward by Fareham within the appeal.”

- 8.57 The highway authority also comment on the fatal injury accident on Downend Road which occurred in June 2020 – after the previous appeal was determined and before the current application was submitted.

“It is noted that there was a fatal injury accident on Downend Road in June 2020. This accident has been investigated by the Casualty Reduction Partnership and several measures are being implemented with an aim of reducing speeds and increase conspicuousness of the Downend Road bridge. This includes clearing vegetation, introducing a gateway feature and road markings to aid with highlighting the 30mph terminal signs.

The implementation of the ghost island right turn lane, the junction to the development and signalisation of the bridge itself will support these measures in reducing vehicle speeds on the approach to the bridge.

Given the accident history and identified need for improvements for sustainable modes along the A27 as agreed previously 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.”

- 8.58 The advice from the highway authority is clear that in their view the reasons why the previous appeal was dismissed have been overcome. The improvements to the bridge crossing are both safe for pedestrians and other highway users and acceptable in terms of the modest queue lengths and delay anticipated. The proposal to install traffic signals enables an industry standard traffic model to be used which overcomes the uncertainty at the heart of the previous appeal.

- 8.59 Other highways matters are referred to in the highway authority’s response. No objection is raised subject to appropriate mitigation measures being secured and financial contributions towards off-site improvements being made.

- 8.60 The remainder of this section of the report summarises some additional points relating to highways matters and access to the site.

- 8.61 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.

- 8.62 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 consent (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.
- 8.63 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.
- 8.64 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.
- 8.65 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.

- 8.66 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.
- 8.67 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.
- 8.68 Officers are satisfied that the proposal would not have any unacceptable environmental, amenity or traffic implications in compliance with criteria (v) of DSP40.

e) Other Matters

Affordable Housing

- 8.69 The proposal includes the provision of 40% affordable housing and Officers have negotiated an appropriate mix of different size and tenure of 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.

Heritage Assets

- 8.70 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory duty on the decision maker as follows:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

- 8.71 The potential for impacts on the setting of heritage assets is set out in the comments received from the Council's Conservation Planner earlier in this report. At the previous appeal it was common ground between the parties that any impacts on the heritage assets would be low in magnitude. Any

potential harm would be less than substantial and, specifically, at the lowest end of this spectrum. The public benefits, including the delivery of housing, were considered to outweigh the harm, even in giving the harm considerable weight. The Inspector agreed with this position but nonetheless afforded the harm great weight in accordance with paragraph 193 of the NPPF.

- 8.72 With the above in mind, and in fulfilling the duty imposed under Section 66 of the Act, the proposal would result in less than substantial harm to the setting of these heritage assets at the lowest end of the spectrum. The public benefits of granting planning permission would outweigh the harm.

Effect upon Local Infrastructure

- 8.73 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.
- 8.74 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.
- 8.75 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.

Publication Version of the emerging Fareham Local Plan

- 8.76 Members will be aware that the Publication Version of the emerging Fareham Local Plan, which addresses the Borough's development requirements up until 2036, is currently out for consultation until Friday 18th December.
- 8.77 The site of this planning application is proposed to be allocated for housing within the publication 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.

f) The Planning Balance

8.78 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".

8.79 Paragraph 11 of the NPPF clarifies the presumption in favour of sustainable development in that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:

- the application of policies in the Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

8.80 The approach detailed within the preceding paragraph, has become known as the 'tilted balance' in that it tilts the planning balance in favour of sustainable development and against the Development Plan.

8.81 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.

8.82 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.

8.83 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.

- 8.84 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. It is also noted that there would be less than substantial harm, at the lower end of the spectrum, to the setting of heritage assets but that the harm would be outweighed by the public benefits of granting planning permission.
- 8.85 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.
- 8.86 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.
- 8.87 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, 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.
- 8.88 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.

8.89 In undertaking a detailed assessment of the proposals throughout this report and 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.

8.90 Having carefully considered all material planning matters, and notwithstanding the objections which have been received, 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 receipt of comments from Natural England in response to consultation on the Council's Appropriate Assessment and 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 after having had regard to those comments;
- ii) the applicant first providing further details regarding the proposed surface water drainage strategy and, the Lead Local Flood Authority (Hampshire County Council) raising no objections to those further details;
- iii) 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) and sports area, to Fareham Borough Council and associated financial contributions for its future maintenance;
 - b) To secure a financial contribution totalling £374,340 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);
 - ii. Bus infrastructure improvements on the A27 in the vicinity of the site;
 - iii. Implementing A27 safety measures to mitigate the impact of increased pedestrian and cycle movements from the development;
 - iv. Pedestrian and cycle audit improvements;
- c) To secure a financial contribution totalling £18,480 towards Improvements to Upper Cornaway Lane as detailed in drawing number ITB12212-GA-020 Rev C;
- d) 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 E;
 - ii. Improvements to Down End Road bridge as detailed in drawing nos. ITB12212-GA-051 Rev D;
 - iii. Pedestrian crossing point across A27 as detailed in drawing no. ITB12212-GA-021 Rev C;
 - iv. Delivery of the Downend Road/A27 capacity improvements as detailed in drawing no. ITB12212-GA-026.
- e) With regards to d) iv) above; to secure a financial contribution in lieu of introducing MOVA at the Downend Road/A27 junction should the Transforming Cities Fund (TCF) scheme come forward ahead of the s278 works;
- f) To secure improvements to Cams Bridge as permitted 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);
- g) To secure legal rights for pedestrian and cycle access across Cams Bridge and through the site for members of the public in perpetuity;
- h) To secure the implementation of the Framework Travel Plan, a financial contribution towards approval and monitoring of the Travel Plan of £3,000 and £15,000 respectively, and provision of a bond or other form of financial surety in respect of the measures within the Travel Plan;

- i) To secure provision of Asset Protection Agreement reached with Network Rail regarding any amendments to the parapet heights required in order to enable the improvement works at Downend Road Bridge;
- j) To secure a financial contribution towards the Solent Recreation Mitigation Strategy (SRMS);
- k) To secure a financial contribution towards education provision towards education infrastructure, for provision of school travel plans and monitoring fees and to provide additional childcare places;
- l) 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%

- iv) 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
- v) 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 PP-002);
 - b) Landscape parameter plan (drawing number: 2495-01 / RS PP-001 dated 30/07/20);
 - c) Detailed access proposal: site access arrangement (drawing number: ITB12212-GA-014 rev E)

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. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

- 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) The detailed design of Sustainable Drainage Systems (SuDS) to be used on the site in accordance with best practice and the CIRIA SuDS Manual (C753) as well as details on the delivery, maintenance and adoption of those SuDS features;
 - b) 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;

- c) Identification of any proposed amendments to the principles detailed within the Flood Risk Assessment and Drainage Strategy rev D;
- d) A summary of surface run-off calculations for rate and volume for pre and post development;
- e) Evidence of sufficient attenuation on site for a 1 in 100 year plus climate change event;
- f) 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;
- g) Information evidencing that the correct level of water treatment exists in the system in accordance with the Ciria SuDS Manual C753;
- h) 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; to ensure no adverse effects on the integrity of designated sites for nature conservation purposes. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

- 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. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

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) Details of how provision is to be made on site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;
 - b) The measures the developer will implement to ensure that operatives'/contractors/sub-contractors' vehicles and/or construction vehicles are parked within the planning application site;
 - c) Arrangements for the routing of lorries and details for construction traffic access to the site;
 - d) The arrangements for deliveries associated with all construction works, loading/unloading of plant & materials and restoration of any damage to the highway;
 - e) The measures for cleaning the wheels and underside of all vehicles leaving the site;
 - f) A scheme for the suppression of any dust arising during construction or clearance works;
 - g) The measures for cleaning Down End Road to ensure that it is kept clear of any mud or other debris falling from construction vehicles;
 - h) A programme and phasing of the demolition and construction work, including roads, footpaths, landscaping and open space;

- i) Location of temporary site buildings, compounds, construction material, and plant storage areas used during demolition and construction;
- j) Provision for storage, collection, and disposal of rubbish from the development during construction period;
- k) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- l) Temporary lighting;
- m) Protection of pedestrian routes during construction;
- n) No burning on-site;
- o) Scheme of work detailing the extent and type of piling proposed;
- p) A construction-phase drainage system which ensures all surface water passes through three stages of filtration to prevent pollutants from leaving the site;
- q) Safeguards for fuel and chemical storage and use, to ensure no pollution of the surface water leaving the site.

REASON: In the interests of highway safety; To ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period; In the interests of protecting protected species and their habitat; In the interests of protecting nearby sites of ecological importance from potentially adverse impacts of development. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

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. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

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. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid potential adverse impacts.

10. No development hereby permitted shall proceed beyond damp proof course (dpc) level in any development parcel, as shown on the Development Parcel Plan approved pursuant to Condition 3 above, until an Electric Vehicle Charging Strategy has been submitted to and approved by the Local Planning Authority in writing. The strategy shall identify the nature, form and location of electric vehicle charging points that will be provided across that development parcel, including the level of provision for each of the dwellings hereby approved and the specification of the charging points to be provided. 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) and Section 5.0 'Mitigation and Compensation' of the Updating Ecological Assessment report (Ecosupport, August 2020) 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: AC108766-1R0 – August 2020) 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 development hereby permitted shall commence until a biodiversity enhancement strategy demonstrating a measurable net gain in biodiversity using the DEFRA Biodiversity Metric 2.0) has been submitted to and approved by the local planning authority in writing. The development shall be carried out in accordance with the approved strategy and all enhancement measures fully implemented, retained and managed in accordance with the approved details.

REASON: To ensure a net gain in biodiversity within the site.

16. No dwelling hereby permitted shall be occupied until details of water efficiency measures have been submitted to and approved in writing by the Local Planning Authority. These water efficiency measures should be designed to ensure potable water consumption does not exceed an average of 110L per person per day. The development shall be carried out in accordance with the approved details.

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; P/20/0912/OA.

Appendix 1 – Comments from Hampshire County Council highway authority – 20th October 2020



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

Enquiries to	Nick Gammer	My reference	6/3/10/197 (PA575)
Direct Line	0370 779 4688	Your reference	P/20/0912/OA
Date	20th October 2020	Email	nick.gammer@hants.gov.uk

For the attention of Richard Wright

Dear Sir

P/20/0912/OA – Land to the 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.

Application History

Previous Application

The application was considered previously under reference P/18/0005/OA. Based on the information submitted, the Highway Authority raised no objection to the application subject to a number of mitigation measures. The application was refused by Fareham Borough Council.

Planning Appeal

The application was subsequently dismissed at appeal (P/18/0005/OA Land to East of Down End Road) appeal reference APP/A1720/W/3230015. The Appeal Inspector dismissed the appeal on the basis of concerns regarding the mitigation options proposed for pedestrian access over the railway bridge but regarded the site to be in a sustainable location. Fareham Borough Council

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

Call charges apply. For information see www.hants.gov.uk

DOWNEND ROAD, APP P/18/0005/OA

are continuing to support development in this area as part of the draft Local Plan proposals.

This application looks to resolve the concerns of the inspector regarding pedestrian access over the bridge through a revised mitigation package and the applicant has been engaging with the Highway Authority on these matters since the appeal decision.

Cams Bridge Application

Planning permission has been granted under P/18/0001/OA for improvement works to Cams Bridge. These works directly relate to the provision of sustainable access to the proposed development and are set out as per the plans approved in principle under the granted planning permission.

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 Cornaway 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

It is noted that the proposed trip assignment and distribution has changed from that previously set out under the initial planning application as a result of discussions during the appeal process resulting in:

- assigning bus and rail trips to the walking and cycling trips
- the updating of data from the 2016 National Travel Survey to the more recently available 2018 data.
- Updating the journey purpose assumptions
- Amendments to the distribution assumptions

The improvements to all routes other than those to Downend Road were considered acceptable throughout the appeal and therefore it is only the Downend Road works which are for further consideration within this application.

The variations to the trips assigned to Downend Road were amended marginally to 8.8% of all walking and cycling trips as opposed to the previously agreed 8%. The increase in walking and cycling trips overall though the updated travel survey data has resulted in the biggest change in the forecast daily flows along with including the bus and rail trips as walking trips. The

revised figure for walking and cycling trips via Downend Road is 64 trips throughout the day on Downend Road as opposed to the previously set out 38 trips.

Pedestrian and Cycle Access Downend Road

Improvements have been proposed within the TA and shown on drawing ITB12212-GA-051D in the form of traffic signal shuttle working. This proposes a 2m wide footway and single carriageway working on the railway bridge controlled by traffic signals.

The general arrangement drawing is also supported by additional information regarding the design within drawings:

- ITB12212-GA-049 Rev F – Intervisibility Plan and stopping sight distance
- ITB12212-GA-051 Rev D – Downend Road Bridge Improvement – Traffic signal shuttle working – General Arrangement Plan
- ITB12212-GA-056 Rev B – Dimensions Plan
- ITB12212-GA-061 Rev A – Pedestrian Visibility Splays
- ITB12212-GA-062 Rev A– SSD Long Section on SB approach - 160m
- ITB12212-GA-063 Rev A– SSD Long Section on SB approach - 120m

The revised proposals for works at the Downend Road bridge differ from those previously proposed as they incorporate full time signalisation of the shuttle working arrangement at the bridge. The single lane working arrangement would be controlled by the traffic light control and means the queues and delay can be managed by the signal timings to reduce unnecessary delay. Also, by having signal controls it removes the need for driver judgement with regards gap acceptance which would naturally cause increases in potential delays at a more informal arrangement. The Highway Authority is also conscious of the impacts of the proposed arrangement with regards the recent accident history at and in the vicinity of the bridge. It is considered that the implementation of the signals along with other supportive measures being taken forward by Hampshire County Council's Safety Engineering Team as part of a programme to address existing road safety matters will aid with speed reduction on the approaches to the bridge.

Modelling has been provided for the proposed improvement using industry standard software (Linsig). This modelling has assessed the operation of the proposed layout to a design year of 2026. This modelling shows a maximum queue of 6.1 PCU's in the AM peak period. The Highway Authority are aware of concerns regarding the queue at the signals extending back beyond the access to The Causeway. Whilst this is not borne out by the modelling undertaken, if this issue did arise, then 'Keep Clear' markings can be installed to ensure the junction is kept clear and able to continue operating.

With regards to delay as a result of the revised arrangement this has been assessed against the delay considered within the Appeal process. Delay was

evidenced by Fareham Borough Council to be up to 425 seconds per vehicle with the priority working arrangement. The modelling produced at the appeal was a matter of considerable discussion due to the complexities in being able to robustly model this highway arrangement. Signal arrangements have a specific industry standard software (LINSIG) which is capable of modelling accurately how a junction will operate. It is more reliable due to the nature of the junction being under signal controlled timing arrangements. An appropriate LINSIG model has been provided for these proposals and this demonstrates an average delay of 25 seconds per vehicle. This is considerably lower than that forecast within the appeal supporting evidence put forward by Fareham within the appeal.

It is understood from the applicant and Network Rail's response to this application that discussions are ongoing regarding the parapet height requirements. The required height of the parapets is a matter to be determined by Network Rail and in the absence of confirmation and agreement of these requirements we are unable to confirm that should the parapets need to be raised that these works could be delivered by the applicant and would not be cost prohibitive. The Highway Authority therefore require assurance that these works can be undertaken before we could be sure that the shuttle working arrangement with improved footway provision can be provided. Therefore, the Highway Authority are requesting a pre-commencement condition which requires an Asset Protection Agreement to be in place with Network Rail prior to commencement of any development.

Pedestrian and Cycle Access via Cams Bridge

This is as agreed under planning application P/18/0001/OA and is shown in drawing ITB12212-GA-023 Rev B.

Pedestrian access via 'Upper Cornaway Lane' and Footpath 117

This route from the site goes from 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 Rev C. 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.

Cycle Access to Lancaster Close

As previously agreed and set out within drawing ITB12212-GA-020 Rev C the improvements to Footpath 117 will include an upgrade to the connection to Lancaster Close to allow cycle access between the existing residential estate and the new development. This connection will provide a safe cycle route from the site to nearby amenities including the railway station and local primary schools.

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.

A27 Cycle/Pedestrian Crossing

As part of the previously agreed walking and cycling strategy a new pedestrian and cycle refuge was proposed on the A27 south west of junction with The Thicket as shown in drawing ITB12212-GA-021 Rev B. The drawing has since been revised to revision C to incorporate changes to cycle connectivity between the A27 and The Thicket to provide access points to cyclists and a short section of shared use path.

The Highway Authority are satisfied with the proposal and 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 include proposals to improve Downend Bridge, Cams Bridge and Upper Cornaway Lane. These have been assessed separately. 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 of the Transport Assessment. 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 distance 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 prospective 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 with a contribution for improvements to waiting facilities and towards wider BRT improvements as identified through the Transforming Cities funding programme 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 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 July 2014 to 31 December 2019. This has been updated from the previous assessment.

The latest accident data provided identifies clusters of accidents along the A27 corridor primarily resulting in injuries to cyclists.

As set out within our previous responses to applications for development at this site a contribution is sought from the application towards improving safety of the A27 for vulnerable road users. 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. In addition, Hampshire County Council are seeking funding through the Transforming Cities Fund to provide further improvements for sustainable modes along the corridor.

In addition to the above, it is noted that there was a fatal injury accident on Downend Road in June 2020. This accident has been investigated by the Casualty Reduction Partnership and several measures are being implemented with an aim of reducing speeds and increase conspicuousness of the Downend Road bridge. This includes clearing vegetation, introducing a gateway feature and road markings to aid with highlighting the 30mph terminal signs.

The implementation of the ghost island right turn lane, the junction to the development and signalisation of the bridge itself will support these measures in reducing vehicle speeds on the approach to the bridge.

Given the accident history and identified need for improvements for sustainable modes along the A27 as agreed previously 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

Vehicle access is proposed via a ghost island right turn lane from Downend Road.

ATC data was collected in November 2016 which was previously agreed and demonstrated peak hours of 07:30 – 08:30 and 16:00-17:00. These surveys recorded 743 two-way movements in the morning peak and 553 in the evening peak. Surveys were undertaken in December 2019 by Hampshire County Council and the recorded values at this time have been compared to the 2016 data. Traffic levels were higher in the 2016 survey and therefore this data has been taken forward for analysis within the application. This approach is agreed.

Vehicular access to the site is shown proposed through a ghost island junction on Downend Road, in drawing number ITB12212-GA-014 Rev E. The vehicle access has been reviewed and is acceptable in principle to the Highway Authority. Consideration of an emergency access to Downend Road will be a matter dealt with at reserved matters.

Access drawing number ITB12212-GA-014 Rev E also details the repositioning of the speed limit sign further north up Downend Road from its existing position close to Downend Bridge. It is recommended that the speed limit is moved further north to support the speed reduction on the approach to the amended layout on Downend Road. This 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 this and the previous 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 previous application and this has not been revisited as part of this application. The Highway Authority are satisfied with the scope of the assessment and the proposed mitigation package agreed.

For clarity the junctions assessed were as follows:

- 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.

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

Whilst it should be noted that this application has not assumed the Romsey Avenue site as committed development the Highway Authority is satisfied that the cumulative impact has been suitably assessed within the Romsey Avenue application which has assumed the Downend Road site as committed development. The findings of that review do not change our approach to mitigation from this development.

Downend Road/A27 Signalised Junction

The need for improvements at this junction were previously explored in detail under the previous planning application. An improvement scheme has been agreed here and is shown in drawing ITB12212-GA-026. The works proposed include provision of two southbound approach lanes on Downend Road, implementation of MOVA technology and yellow line/ tracking markings. These mitigation works are considered acceptable in principle.

However, it should be noted that HCC is progressing Transforming City Fund (TCF) improvements on the A27, including this location. While there should be limited interaction between the TCF and developer schemes, the proposed development mitigation works may require minor amendments to coordinate with the planned TCF works. HCC should be contacted prior to detailed design work for the most recent TCF designs should the development come forward and the developer mitigation works constructed prior to the TCF scheme being constructed.

Should the TCF scheme be constructed in advance of the developer led improvement works, it may be that it is prudent in order to reduce impact on the travelling public that the TFC scheme deliver MOVA and associated replacement signal equipment. These works have been costed to date at £33,550. Under these circumstances the developer should provide an additional contribution of this value in lieu of carrying out these works and this should be secured within the s106 agreement.

Delme Roundabout

A proportionate contribution has been agreed between the Highway Authority and the applicant which is to be put to future works to improve capacity at Delme Roundabout and has been calculated based on the scope of works required to compensate for additional capacity requirements at the roundabout as a result of the proposed development. Works may be at the roundabout itself or be through other physical works which aid in reducing traffic demand at Delme roundabout such as BRT improvements.

Master Plan

A master plan has been submitted and included in Appendix G of the TA for the application and the applicant has confirmed that the site will be brought forward in accordance with the agreed masterplan.

The masterplan shows housing to be situated away from the Downend Road junction and surrounding the key walking and cycling routes to the development via Cams Bridge and Footpath 117. It is on the basis of the masterplan on which the walking and cycling trips distribution has been approved and therefore any future reserved matters application should be in broad accordance with this plan.

Internal Layout

The parking standards for the site are laid down by Fareham Borough Council (FBC) as the local parking authority, in accordance with their Residential Car and Cycle Parking Standards Supplementary Planning Document (SPD) as adopted in November 2009. It should be noted that any shortfall in parking provision has the potential to result in overspill parking that could become obstructive (both visually and physically) that could onwards become a concern to the Highway Authority for highway safety reasons. As such, it would be requested that further applications make sure that parking fully conforms to the local Parking Standards to remove such concerns.

Details for tracking for a refuse vehicle and for waste collection points have not been provided within this application and are a matter to be addressed under reserved matters.

It is understood that a mix of S38 adopted areas and un-adopted areas are proposed for the roads and footways of the site, and whilst HCC would not object to the proposals for unadopted areas it would be advisable that the developer ensures that the roads and footways are designed to minimum industry standards and / or Hampshire County Council's best practice as set out in <https://www.hants.gov.uk/transport/developers/constructionstandards>. Onwards, an appropriate Private Management Plan should be put into place to deal with any future issues.

Regarding areas of the site where roads and footways are to be adopted, it should be noted that these 'planning application' consultee comments have been made utilising the plans submitted. Should adoption be required, the S38 process will still need to be undertaken in addition to any planning approval that may be granted by the Local Planning Authority, and the details of this process can be found via the following link - <https://www.hants.gov.uk/transport/developers/constructionstandards>. This process will require additional information to that submitted to date, and require formal engineering drawings for assessment which may result in updates to the layout being required. As such, it is recommended that the developer engage with the S38 team at their earliest convenience.

For both S38 adopted areas as well as areas not proposed to be adopted, developers should also be made aware of the Advanced Payment Code (APC) that will be required by the Highway Authority. Details of this can be found via the following link - <http://documents.hants.gov.uk/transport/APCProcess-Guidancedocumentforwebsitev22018-04-02.pdf>

Travel Plan

The framework travel plan reference ITB12212-059B set out within this application is as previously agreed and therefore deemed acceptable. It should be noted that 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 in particular relation to the pedestrian and cycling connections are adequately covered.

Recommendation

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*

Provision of a Grampian condition for agreed details and provision from Network Rail in the form of an Asset Protection Agreement regarding any amendments to the parapet heights required in order to enable the improvement works at Downend Road Bridge as shown on drawing ITB12212-GA-051 Rev D

Obligations

- A contribution of £374,340 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.
- Delivery of sustainable access improvements to Downend Road bridge as shown in principle on ITB12212-GA-051 Rev D
- 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-021 Rev C across the A27;
- Delivery of the site access as detailed in drawing number ITB12212-GA-014 Rev E;
- Payment of £18,480 for Improvement to Upper Cornaway Lane as detailed in drawing number ITB12212-GA-020 Rev C;
- Delivery of the Downend Road/A27 capacity improvements scheme as shown on drawing ITB12212-GA-026 through a S278 agreement with the highway authority; or
- Payment of £33,500 in lieu of introducing MOVA at the Downend Road/A27 junction should the TCF scheme come forward ahead of the s278 works
- 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.

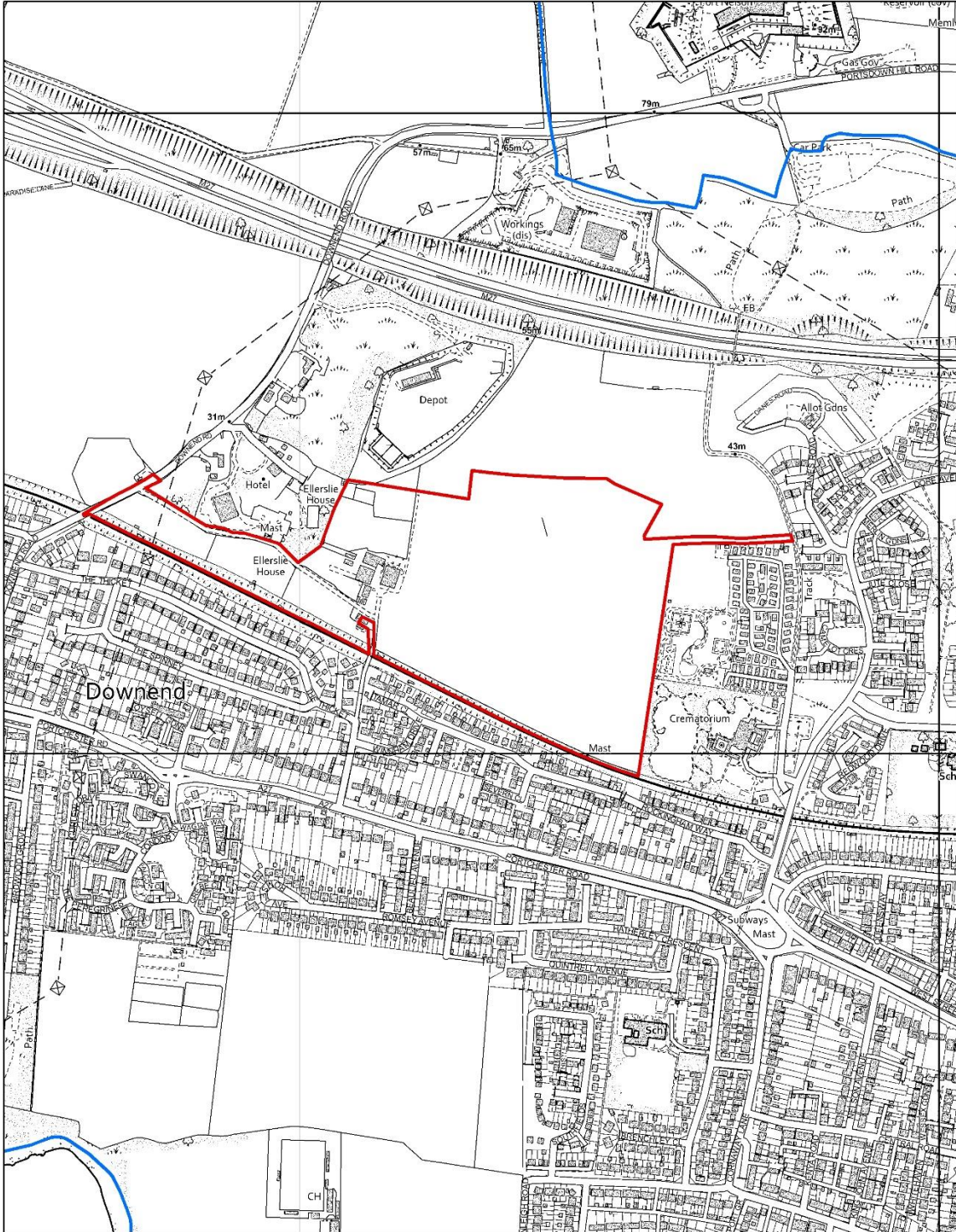
I trust the above is clear, but should you wish to discuss any of the above further, please do not hesitate to contact Nick Gammer on the number above.

Yours Faithfully,

Ben Clifton
Strategic Transport Manager

FAREHAM

BOROUGH COUNCIL



Land East of Down End Road
Scale: 1:7,500



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