

OFFICER REPORT FOR COMMITTEE

DATE: 14/12/2022

P/22/1020/RM

BUCKLAND DEVELOPMENT LIMITED

FAREHAM NORTH

AGENT: DAVID LOCK ASSOCIATES

RESERVED MATTERS IN RELATION TO OUTLINE PLANNING PERMISSION P/17/0266/OA: FOR ACCESS, APPEARANCE, LANDSCAPE, LAYOUT AND SCALE FOR THE CONSTRUCTION OF HAUL ROADS AND INITIAL BASE COURSE ROAD CARRIAGEWAY RELATED TO THE DELIVERY OF INITIAL PHASES OF WELBORNE TO THE NORTH OF KNOWLE ROAD, INCLUDING ANY ASSOCIATED DRAINAGE, SOIL MOVEMENT, UTILITY CONNECTIONS, SUBSTATIONS, CONSTRUCTION ACCESS, ENGINEERING OPERATIONS AND EARTHWORKS INCLUDING DETAILS PURSUANT TO CONDITIONS 13 (COMPLIANCE WITH THE SITE WIDE BIODIVERSITY ENHANCEMENT STRATEGY), 16 (SCALE, MATERIALS, DESIGN AND LANDSCAPING), 17 (LEVELS), 19 (CONTAMINATION), 22 (CEMP), 27 (SURFACE WATER DRAINAGE), 28 (ECOLOGY MITIGATION), 29 (TREES) AND 56 (CROSSING OF THE GAS PIPELINE)

WELBORNE, LAND NORTH OF FAREHAM.

Report By

Mark Wyatt – direct dial 01329 824704

1.0 Introduction

- 1.1 This application is before the Planning Committee in accordance with the Scheme of Delegation in that the relevant threshold of public representations has been reached

2.0 Site Description

- 2.1 The application site is an irregular shaped site focused mostly on the land to the north of Knowle Road, west of the A32 and south of Dashwood. The land itself is agricultural land currently.

3.0 Background

- 3.1 Condition 15 of the Outline Planning Permission for Welborne (P/22/0266/OA) is as follows:

When first agreed in writing with the Local Planning Authority, a reserved matters application (containing relevant information from Conditions 16-41 of this planning permission) could be approved in advance of the approval of the Strategic Design Code document, or the relevant Neighbourhood Design Code, or Site Wide Housing Strategy or the Biodiversity Enhancement Strategy. In these circumstances, a statement

justifying submission of reserved matters prior to agreement of these matters must be submitted as part of this reserved matters application.

REASON: to ensure a comprehensive and appropriate form of development and to ensure that strategic work does not delay site works or the delivery of infrastructure to enable development on related neighbourhoods, specifically enabling works.

- 3.2 This condition was included in the Welborne outline permission to enable the submission of a reserved matter application in advance of the strategic level documents which are yet to be submitted or approved.
- 3.3 This application is described as essential and enabling infrastructure, which will not be directly affected by the provisions of the strategic documents nor will this application fetter the provisions of these documents. Condition 15 specifically enables the approval of applications such as this.
- 3.4 The application submits that the approval of this application will enable the delivery of critical infrastructure at Welborne which will in turn help support the delivery of housing at the new community.

4.0 Description of Proposal

- 4.1 This is the second reserved matter application pursuant to the outline permission for Welborne. It proposes early items of infrastructure including:

A32 access and main haul road

- 4.2 The proposal seeks to create a haul road access from the A32 at Heytesbury Farm running east to west alongside the southern edge of Dashwood where it would turn south and link to area proposed for construction compound due east of the first primary school site.

Initial Street Provision

- 4.3 From the site compound further haul roads comprising basecourse construction and utility connections are to be installed to enable site access during winter months. These haul roads will be laid out to match the initial street positions. The finished street positions will be set out in detail within the strategic design code and street manual for Welborne, but the provision of haul roads in these positions will help to prevent any significant abortive work to reposition them in the future

5.0 Policies

- 5.1 The following policies apply to this application:

5.2 **The Local Plan Part 3. The Welborne Plan**

- WEL1 – Sustainable Development
- WEL2 – High Level Development Principles
- WEL3 – Allocation of land
- WEL4 – Comprehensive Approach
- WEL6 – General Design Principles
- WEL7 – Strategic Design Codes
- WEL23 – Transport Principles for Welborne
- WEL27 – Encouraging Sustainable Choices
- WEL28 – Walking and Cycling
- WEL29 – Onsite Green Infrastructure
- WEL30 – Avoiding and Mitigating the Impact on Internationally Protected Sites and Off- Site Green Infrastructure
- WEL31 – Conserving and Enhancing Biodiversity
- WEL32 – Strategic Green Corridors and Connections
- WEL34 – Detailed Landscaping
- WEL37 – Water Efficiency, Supply and Disposal
- WEL39 – Flooding and Sustainable Drainage Systems
- WEL41 – Phasing and Delivery
- WEL43 – Development Construction and Quality Control

Other Documents:

5.3 Welborne Design Guidance

6.0 ***Relevant Planning History***

P/17/0266/OA	A New Community Of Up To 6000 Dwellings (C3 And C2, Including A Care Home Of Use Class C2) Together With A District Centre (Comprising Up To 2,800M2 Food Store Retail (A1), Up To 2,419M2 Of Non-Food Retail (A1) And Up To 2,571M2 Of Other Non-Convenience/Comparison Retail Use (A1 - A5)); A Village Centre (Comprising Up To 400M2 Food Store Retail (A1), Up To 1,081M2 Of Non-Food Retail (A1), A Public House (Up To 390M2 A4 Use) And Up To 339M2 Of Other Non-Convenience/Comparison Retail Use (A1 -	Permission 30/09/2021
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A5)); Up To 30,000M2 Of Commercial And Employment Space (B1); Up To 35,000M2 Of General Industrial Use (B2); Up To 40,000M2 Of Warehousing Space (B8); A Hotel (Up To 1,030M2 C1 Use); Up To 2,480M2 Of Community Uses (D1 And D2); Up To 2,200M2 Ancillary Nursery (D1), Health Centre (D1) And Veterinary Services (D1); Retention Of Dean Farmhouse; A Secondary School, 3 Primary Schools; Pre-Schools; Green Infrastructure Including Formal And Informal Open And Amenity Space; Retention Of Some Existing Hedgerows, Grassland, Woodland Areas, Allotments, Wildlife Corridors; All Supporting Infrastructure; Household Waste Recycling Centre; Requisite Sub-Stations; Sustainable Drainage Systems Including Ponds And Water Courses; A Remodelled M27 J10 Including Noise Barrier(S); Works To The A32 Including The Creation Of Three Highway Junctions And New Crossing(S); Distributor Roads (Accommodating A Bus Rapid Transit Network) And Connections To The Surrounding Cycleway And Pedestrian Network; Car Parking To Support Enhanced Use Of Dashwood; Ground Remodelling; Any Necessary Demolition; With All Matters Reserved For Future Determination With The Exception Of The Works To M27 J10 And The Three Highway Junctions And Related Works To The A32.

P/18/1192/FP	Management Of Wildlife Habitat, Including Habitat Clearance And Habitat Creation, Planting And Structural Landscaping, Which Will Include Movement, Re-Profiling And Reinstatement Of Excavated Topsoil.	Permission 13/12/2018
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7.0 Representations

The first round of publicity was held following the submission of the application.

7.1 Five letters of objection were received (Ridgeways, Marlings, Leahurst, Gingerbread Cottage all on Wickham Road) in response to the application when it was originally submitted. The issues raised are:

- The farm access off the A32 is not regularly used by large vehicles.
- Farm access is unsuitable for construction access turning onto busy A32.
- The access is close to a blind bend and the speed limit is not adhered to.
- There was a recent accident at the Pinks Woodmill opposite; this should be considered when thinking about the access onto the A32.
- The applicant should consider building the new roundabout to get into the site first or come off Knowle Road and not use this access point.
- We request a detailed traffic review of the A32 and adjoining roads that would benefit all parties.
- There is difficulty crossing the road to access public transport now this will get worse.
- Within the ecology report there is no mention of the deer herd that travels across the site
- There is also a lack of detail on the red kite and hawk communities that feed from this area.
- The proposal would prevent clear and safe access to footpaths 87, 23b and 23a.

7.2 Fareham and District Society: Objection

- The Society does not want to unduly delay the delivery of Welborne, however there are concerns that need to be addressed.
- The point of access onto the A32 for the haul road is considered dangerous and there is insufficient information on the existing and proposed traffic movements to judge the impact. A location further south would be better and should be investigated.
- The harm to paths raised by the Countryside Officer need to be addressed as they are an attractive means for residents to access the countryside.
- Substantial concerns on the street layout being approved prior to the approval of the Strategic Design Code and Street Design Manual. It seems clearly inappropriate to approve street layouts in this outline application before the guidance in the Code and Manual, which would guide their design, are approved.

A second round of publicity was held in November 2022 following the submission of amended and additional documents:

7.3 One further letter of objection was received (Meadows, Wickham Road) raising the following additional issues:

- Illegal parking in bus stops block driveways. This will only increase. Trying to turn into a blocked drive on a busy road is dangerous.
- The soil here is clay so no matter how much cleaning takes place on site this will be left on the road causing slippery surfaces in winter and dust in summer.
- An access off Knowle Road would be safer and away from houses so is an all round winner.
- If the access is to be used then the new road alignment on the A32 should be constructed first

7.4 Fareham and District Society: Objection

- Our concerns at the haul road access onto the A32 and the proximity of footpath 87 remain
- We are reassured to a degree by the applicants response to our concerns at the street layout and that further reserved matters will finalise things like verges and crossovers. However, we remain of the view that it may be premature to approve the layout of the roads at this stage when these are matters that the design codes are anticipated to cover.

8.0 **Consultations**

INTERNAL

Arboriculture

- 8.1 No objection subject to conditions

Environmental Health (Contamination)

- 8.2 No objection subject to conditions

EXTERNAL

Hampshire County Council (Highways)

- 8.3 No objection
- Further amendments have been received to address the Highway Authority comments;
 - Visibility is now shown at Heytesbury Farm;
 - At Heytesbury Farm one of the visibility splays will require a departure from the standard during the s278 process;
 - Tracking of vehicles at the accesses are acceptable;
 - Vehicles leaving Heytsebury Farm will need to right left only and not head towards Wickham

Hampshire County Council (Rights of Way)

8.4 No objection

- Subject to the diversion of path 87 being formalised
- The diverted route is no less than 2.5m wide and generally 4.5m from the haul road
- The surface is in accordance with HCC standards
- Future maintenance of the diverted path is secured
- Access along path 87 remains “at the level” ie...no stepped access.
- A banksman is utilised at the access junction with the A32 until such time as the diverted route is provided

Hampshire County Council (Lead Local Flood Authority)

8.5 Comments on November's amended plans:

- The LLFA requires the results from the next round of infiltration testing and groundwater monitoring, and for the results to be considered within the calculations before we can comment further on the suitability of the surface water drainage proposals.

Southern Water

8.6 Comments:

- The proposed development is being designed under our sewer requisition scheme. The connection to the public network can be carried out once the requisition works are complete.

9.0 *Planning Considerations*

9.1 The key considerations in the determination of the application are:

- The principle for the development
- Impact upon the rights of way network
- Welborne street design and layout
- Highway Safety and Construction Traffic Routing from the A32
- Utilities and Drainage infrastructure
- Ecology and trees

The Principle for the development

9.2 As set out above earlier in the report, the grant of the outline planning permission P/17/0266/OA provides for the occasion whereby reserved matter applications are able to be submitted in advance of the approval of strategic documents; this is one of those occasions. The site falls within the Welborne Plan allocation and within the boundary of the recently granted outline planning permission. The proposal seeks to deliver infrastructure for Welborne that is not influenced by the detail of the strategic documents yet to be submitted and

approved. On that basis the principle for the development is acceptable subject to the further consideration of the issues below.

Impact upon the rights of way network

- 9.3 There are two main rights of way that are affected by the proposal namely 87 and 23b.
- 9.4 Footpath 87 runs east to west from Heytesbury Farm through to the A32. The proposal seeks to use part of this route for construction traffic. The application, as amended, proposes to divert the footpath between the A32 and Heytsebury Farm, slightly to the north, behind the former farm buildings and then back in front of the two properties known as 5 & 6 Heytsebury Farm Cottages before joining the A32 just to the north of the existing path and farm access.
- 9.5 Concern was initially raised by Hampshire County Council Countryside Service with regards to the footpath and haul road sharing the same route and the path being segregated from construction traffic solely by hedges fencing. The amendments to the application seek to realign the path and haul road so that walkers are now not immediately adjacent to the haul road route which is considered to be more acceptable in terms of walker safety and for the amenity and usability of this route.
- 9.6 The only portion of the path that will initially remain shared with the haul road is the end point at the junction with the A32. This part of the site access will be managed with a traffic marshal to ensure there is no pedestrian and vehicle conflict until such time as the necessary footpath connection is made through the existing boundary hedge.
- 9.7 The proposed path is to be constructed as part of the first works on the application site and will be available for use by walkers early in the development. The formal process for diverting this footpath on the definitive rights of way map is separate to the planning application process and will be addressed after the approval of this reserved matter application.
- 9.8 Regarding the amended plans Hampshire County Council Countryside Service has accepted the amended route to footpath 87 and has agreed to the temporary management of the A32 access point by a traffic marshal until the proposed footpath connection through the existing hedge is provided.
- 9.9 Beyond Heytesbury Farm to the west the footpath and haul road separate and the existing field hedge separates the construction traffic and walkers. At this point the path changes to number 23b. The impact of the construction traffic on the amenity of the route will be less intrusive as a result of the separation of

traffic and walkers at this point and the presence of the hedge plus the route of the haul road network heads southwards into the construction area.

- 9.10 Whilst there will be applications for the diversion of footpaths in the future for the purposes of this planning application the implications for the rights of way network are considered acceptable and will help provide some early infrastructure for the construction of the new community at Welborne.
- 9.11 The proposals accord with policies WEL6, WEL23, WEL27, WEL28, WEL29, WEL31, WEL32, WEL41 and WEL43 of the adopted Fareham Local Plan Part 3: The Welborne Plan.

Welborne street design and layout

- 9.12 As set out above in describing the application, haul roads are to be laid out to match the initial street positions. The Fareham Society has challenged this part of the proposal being put forward ahead of the strategic documents such as the Strategic Design Code of the Welborne Street Manual.
- 9.13 It is important to note that the provision of haul roads will only be as a base course to enable the site to operate over winter months. The applicant has opted for the haul roads to follow the initial street pattern to ensure that the land is developed efficiently and that other developable land is not sterilised by the provision of construction infrastructure. The haul route network will provide simply the base course for these streets, with verges, street trees, crossovers etc. provided as part of future reserved matters applications.
- 9.14 Hampshire County Council the Highway Authority has also noted that the layout submitted under this application has not been reviewed with regard to the acceptability of vertical or horizontal alignment for the internal road network of future housing development, this will be reviewed under the relevant reserved matters application when submitted.
- 9.15 As such, should the approval of the Strategic Design Code and Street Design Manual necessitate changes to this network, this will be dealt with accordingly in due course.
- 9.16 The proposals accord with policies WEL4, WEL6, WEL7, WEL23, WEL41 and WEL43 of the adopted Fareham Local Plan Part 3: The Welborne Plan.

Highway Safety and Construction Traffic Routing from the A32

- 9.17 The application seeks to avoid any significant construction traffic intervention along Knowle Road at this stage. The only work south of Knowle Road within

the red edge is some vegetation clearance and utility installation, specifically the new sewer. To that end the proposal is to service the construction site and areas via the farm access from the A32 through Heytesbury Farm.

- 9.18 Third party letters have expressed concern at the use of the Heytesbury Farm access for several reasons. Firstly is that even at its height as a working farm (the current farm buildings are empty and in the process of being demolished) the level of farm traffic would not have been commensurate with a construction site of this size. The proposal will result in additional large vehicle movements onto the busy A32 just after the brow of the hill to the north. The road markings are worn in places and letters set out that there has recently been an accident at the entrance to the former pinks sawmill site on the other side of the Wickham Road which, local residents, suggest must have a bearing on the suitability of the farm access for construction purposes.
- 9.19 Both residents and the Fareham Society have queried why a location further south could not be considered, or even utilising access of the Knowle Road itself.
- 9.20 The new roundabout at Forest Lane as part of the outline planning permission is a fairly significant piece of infrastructure with realignment of the A32 required as well as substantial land movement given the elevated nature of the A32 in this location relative to the Welborne site.
- 9.21 The Heytesbury Farm access exists and can be utilised without significant infrastructure delivery at this stage. Furthermore, whilst the farm access has recently been relatively quiet in terms of vehicle movements, it would, at one point, have accommodated some large agricultural vehicles accessing the A32.
- 9.22 The submitted CEMP (Construction and Environmental Management Plan) sets out that all the development in this application, on land north of Knowle Road, will utilise Heytesbury Farm and the plans show the vehicle tracking of a construction lorry entering and leaving the site onto the A32. The CEMP details that the haul road will have passing places along its length and there will be a banksman on site to help large vehicles manoeuvre.
- 9.23 Vehicles leaving the Heytesbury Farm entrance are required, through the Construction Traffic Management Plan (CTMP), to turn right on leaving the site and head down the A32 southwards. Subject to the CTMP being secured by condition the Highway Authority is satisfied that the development is acceptable.
- 9.24 The Amended Plans and Documents include a Road Safety Audit of the accesses in light of the comments raised plus amendments to the Construction

Traffic Management Plan (CTMP) and adjustments where necessary to the drawings to clearly illustrate levels of visibility.

- 9.25 The Highway Authority has raised no objection to the proposal, noting that the concerns initially raised are now addressed through the amended plans and actions to be undertaken within the Construction Traffic Management Plan. There are finer details of the highway design that are subject to future approval under the relevant sections of the Highways Act. However the detailed design approval would not change the junction layout and detail of the proposals that comprise this application. The Highway Authority has encouraged the applicant to engage in the approval process as soon as possible and raises no objection.
- 9.26 The proposals accord with policies WEL23, WEL28, WEL41 and WEL43 of the adopted Fareham Local Plan Part 3: The Welborne Plan.

Utilities and Drainage infrastructure

- 9.27 The application proposes the installation of below ground utilities and services as a part of the proposed development as well as a communications building and substation above ground. It is the applicant's case that the provision of these services alongside the haul road layout will benefit the site in two ways. Firstly the early delivery of the infrastructure can help ensure the timely delivery of the new homes on the site. Secondly, provision of the services along the intended road route will minimise both construction disruption and the sterilisation of development land. Furthermore, serviced parcels enable a swifter delivery of housing from housebuilders.
- 9.28 Hampshire County Council the Lead Local Flood Authority has noted that the applicant has undertaken some further infiltration testing on the site and requested sight of the results prior to confirming the suitability of the surface water drainage proposals.
- 9.29 The submitted drainage calculations provide for adequate capacity to accommodate the surface water drainage from the construction process. The submitted drainage calculations also propose there is capacity in the drainage works to service phase 1 of the development as well as the construction process. It is clear that the surface water drainage infrastructure proposed is able to manage surface water from the haul roads and construction areas. The further drainage details requested by the Lead Local Flood Authority are necessary to establish whether the proposed infrastructure can also manage the surface water from the residential development or whether each residential parcel will also need to include its own surface water drainage proposal.

- 9.29 Dialogue between Officers, the applicant and the Lead Local Flood Authority on the capacity or otherwise of the drainage provision to accommodate more than the construction drainage is ongoing. Any further comments from the Lead Local Flood Authority will be provided to the Planning Committee in the written update paper.
- 9.30 Policy WEL37 sets out that *“Development of any phase must meet the required environmental standards and not result in an adverse impact in water quality or increase the risk of sewer flooding as a result of the waste water flows from the development”*. Southern Water has advised that the development is being delivered under the sewer requisition scheme and that a connection to the public sewerage network can be carried out once the requisition works are complete. On this basis it is considered that the proposal accords with policy WEL37.
- 9.31 Condition 56 of the outline planning permission for Welborne requires details of levels and protection of the gas infrastructure on the site when development is within 15m. The proposed haul roads cross the gas pipeline on the site. The measures to protect this infrastructure is detailed within the CEMP with specific reference to the Southern Gas Networks instructions for safe working in the vicinity of pipelines. The CEMP sets out that the contractor, when appointed, will provide an itemised schedule of all interactions with the pipelines and set out the control measures to be provided.
- 9.32 The protection of existing and the early provision of utility infrastructure will accord with policies WEL4, WEL37, WEL39, WEL41 and WEL43 of the adopted Fareham Local Plan Part 3: The Welborne Plan.

Ecology and trees

- 9.33 The amendments to the application in November 2022 clarified the extent of hedgerow loss and woodland habitat impacts. The amendments also included updated dormouse and reptile strategies as well as bat activity surveys along with appropriate mitigation measures. The Ecologist advising the Council is satisfied that the amended documents and associated mitigation strategies are acceptable.
- 9.34 A tree protection plan is included as part of the CEMP appendices. This has been reviewed by the tree officer and there is no objection to the proposals subject to the installation of the tree protection measures during the development

- 9.35 The protection of landscape features and protected species will accord with policies WEL4, WEL29, WEL31 and WEL43 of the adopted Fareham Local Plan Part 3: The Welborne Plan.

Summary

- 9.36 This application is considered to be in accordance with the outline planning permission and is considered compliant with the policies of the Welborne Plan. The development proposed represents the delivery of critical enabling infrastructure which is an essential aspect of delivering Welborne. Its early delivery will work to facilitate the infrastructure requirements that will support the delivery of the first homes at Welborne.

10.0 Recommendation

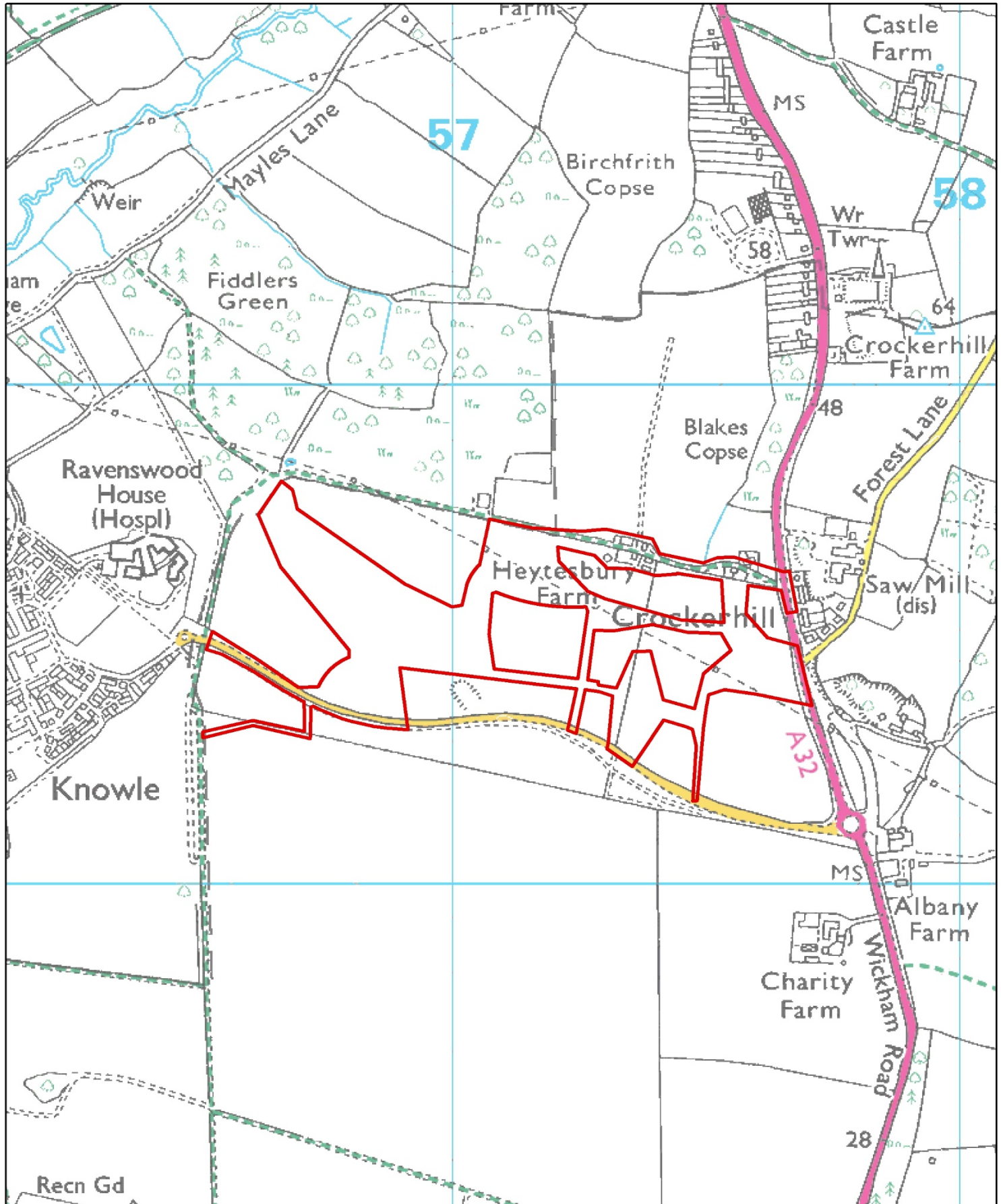
- 10.1 APPROVE RESERVED MATTERS AND APPROVAL OF DETAILS
PURSUANT TO CONDITIONS 13, 16, 17, 19, 22, 27, 28, 29 AND 56
- 10.2 The Schedule of Conditions will be provided in the written update paper

11.0 Background Papers

Application documents and all consultation responses and representations received as listed on the Council's website under the application reference number, together with all relevant national and local policies, guidance and standards and relevant legislation.

FAREHAM

BOROUGH COUNCIL



Welborne
Land North of Fareham
Scale 1:10,000



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