

Notice of Meeting

Southern Area Planning Committee

Date: Tuesday 10 December 2019

Time: 5.30 pm

Venue: Main Hall, Crosfield Hall, Broadwater Road, Romsey, Hampshire,
SO51 8GL

For further information or enquiries please contact:

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Legal and Democratic Service

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PUBLIC PARTICIPATION SCHEME

*If members of the public wish to address the meeting they should notify the
Legal and Democratic Service at the Council's Beech Hurst office by noon
on the working day before the meeting.*

Membership of Southern Area Planning Committee

MEMBER

WARD

Councillor M Cooper (Chairman)	Romsey Tadburn
Councillor A Finlay (Vice-Chairman)	Chilworth, Nursling & Rownhams
Councillor N Anderdon	Chilworth, Nursling & Rownhams
Councillor G Bailey	Blackwater
Councillor P Bundy	Chilworth, Nursling & Rownhams
Councillor J Burnage	Romsey Cupernham
Councillor A Dowden	Valley Park
Councillor C Dowden	North Baddesley
Councillor S Gidley	Romsey Abbey
Councillor M Hatley	Ampfield & Braishfield
Councillor J Parker	Romsey Tadburn
Councillor A Ward	Mid Test
Councillor A Warnes	North Baddesley

Southern Area Planning Committee

Tuesday 10 December 2019

AGENDA

**The order of these items may change as a result of members
of the public wishing to speak**

- 1 Apologies**
 - 2 Public Participation**
 - 3 Declarations of Interest**
 - 4 Urgent Items**
 - 5 Minutes of the meeting held on 19 November 2019**
 - 6 Information Notes 4 - 9**
 - 7 19/00374/OUTS 10 - 56**
- (OFFICER RECOMMENDATION: PERMISSION)**
SITE: Land at Bargain Farm, Adanac Drive, Nursling,
NURSLING AND ROWNHAMS
CASE OFFICER: Mr Paul Goodman
- 8 19/02311/FULLS 57 - 68**

(OFFICER RECOMMENDATION: REFUSE)
SITE: Land south of M27 and north of Paulette Lacave
Avenue, Nursling, **NURSLING AND ROWNHAMS**
CASE OFFICER: Mr Paul Goodman

ITEM 6

TEST VALLEY BOROUGH COUNCIL SOUTHERN AREA PLANNING COMMITTEE INFORMATION NOTES

Availability of Background Papers

Background papers may be inspected up to five working days before the date of the Committee meeting and for four years thereafter. Requests to inspect the background papers, most of which will be on the application file, should be made to the case officer named in the report or to the Development Manager. Although there is no legal provision for inspection of the application file before the report is placed on the agenda for the meeting, an earlier inspection may be agreed on application to the Head of Planning and Building.

Reasons for Committee Consideration

The majority of applications are determined by the Head of Planning and Building in accordance with the Council's Scheme of Delegation which is set out in the Council's Constitution. However, some applications are determined at the Area Planning Committees and this will happen if any of the following reasons apply:

- Applications which are contrary to the provisions of an approved or draft development plan or other statement of approved planning policy where adverse representations have been received and which is recommended for approval.
- Applications (excluding notifications) where a Member requests in writing, with reasons and within the stipulated time span, that they be submitted to Committee. A Member can withdraw this request at any time prior to the determination of the application to enable its determination under delegated powers
- Applications submitted by or on behalf of the Council, or any company in which the Council holds an interest, for its own developments except for the approval of minor developments.
- To determine applications (excluding applications for advertisement consent, listed building consent, and applications resulting from the withdrawal by condition of domestic permitted development rights; Schedule 2, Part 1, Classes B, C, D, E, F, G, and H of the Town and Country Planning (General Permitted Development) (England) Order 2015 or as amended) on which a material planning objection(s) has been received in the stipulated time span and which cannot be resolved by negotiation or through the imposition of conditions and where the officer's recommendation is for approval, following consultation with the Ward Members, the latter having the right to request that the application be reported to Committee for decision.

Public Speaking at the Meeting

The Council has a public participation scheme, which invites members of the public, Parish Council representatives and applicants to address the Committee on applications. Full details of the scheme are available from Planning and Building Services or from the Committee Administrator at the Council Offices, Beech Hurst, Weyhill Road, Andover. Copies are usually sent to all those who have made representations. Anyone wishing to speak must book with the Committee Administrator within the stipulated time period otherwise they will not be allowed to address the Committee.

Speakers are limited to a total of three minutes per item for Councillors on the Area Committee who have personal interests or where a Member has pre-determined his/her position on the relevant application, three minutes for the Parish Council, three minutes for all objectors, three minutes for all supporters and three minutes for the applicant/agent. Where there are multiple supporters or multiple objectors wishing to speak the Chairman may limit individual speakers to less than three minutes with a view to accommodating multiple speakers within the three minute time limit. Speakers may be asked questions by the Members of the Committee, but are not permitted to ask questions of others or to join in the debate. Speakers are not permitted to circulate or display plans, photographs, illustrations or textual material during the Committee meeting as any such material should be sent to the Members *and* officers in advance of the meeting to allow them time to consider the content.

Content of Officer's Report

It should be noted that the Officer's report will endeavour to include a summary of the relevant site characteristics, site history, policy issues, consultations carried out with both internal and external consultees and the public and then seek to make a professional judgement as to whether permission should be granted. However, the officer's report will usually summarise many of the issues, particularly consultations received from consultees and the public, and anyone wishing to see the full response must ask to consult the application file.

Status of Officer's Recommendations and Committee's Decisions

The recommendations contained in this report are made by the officers at the time the report was prepared. A different recommendation may be made at the meeting should circumstances change and the officer's recommendations may not be accepted by the Committee.

In order to facilitate debate in relation to an application, the Chairman will move the officer's recommendations in the report, which will be seconded by the Vice Chairman. Motions are debated by the Committee in accordance with the Council's Rules of Procedure. A binding decision is made only when the Committee has formally considered and voted in favour of a motion in relation to the application and, pursuant to that resolution, the decision notice has subsequently been issued by the Council.

Conditions and Reasons for Refusal

Suggested reasons for refusal and any conditions are set out in full in the officer's recommendation.

Officers or the Committee may add further reasons for refusal or conditions during the Committee meeting and Members may choose to refuse an application recommended for permission by the Officers or to permit an application recommended for refusal. In all cases, clear reasons will be given, by whoever is promoting the new condition or reason for refusal, to explain why the change is being made.

Decisions subject to Completion of a Planning Obligation

For some applications, a resolution is passed to grant planning permission subject to the completion of an appropriate planning obligation (often referred to as a Section 106 agreement). The obligation can restrict development or the use of the land, require operations or activities to be carried out, require the land to be used in a specified way or require payments to be made to the authority.

New developments will usually be required to contribute towards the infrastructure required to serve a site and to cater for additional demand created by any new development and its future occupants. Typically, such requirements include contributions to community facilities, village halls, parks and play areas, playing fields and improvements to roads, footpaths, cycleways and public transport.

Upon completion of the obligation, the Head of Planning and Building is delegated to grant permission subject to the listed conditions. However, it should be noted that the obligation usually has to be completed sufficiently in advance of the planning application determination date to allow the application to be issued. If this does not happen, the application may be refused for not resolving the issues required within the timescale set to deal with the application.

Deferred Applications

Applications may not be decided at the meeting for a number of reasons as follows:

- * The applicant may choose to withdraw the application. No further action would be taken on that proposal and the file is closed.
- * Officers may recommend deferral because the information requested or amended plans have not been approved or there is insufficient time for consultation on amendments.
- * The Committee may resolve to seek additional information or amendments.
- * The Committee may resolve to visit the site to assess the effect of the proposal on matters that are not clear from the plans or from the report. These site visits are not public meetings.

Visual Display of Plans and Photographs

Plans are included in the officers' reports in order to identify the site and its surroundings. The location plan will normally be the most up-to-date available from Ordnance Survey and to scale. The other plans are not a complete copy of the application plans and may not be to scale, particularly when they have been reduced from large size paper plans. If further information is needed or these plans are unclear please refer to the submitted application in the reception areas in Beech Hurst, Andover or the Former Magistrates Court office, Romsey. Plans displayed at the meeting to assist the Members may include material additional to the written reports.

Photographs are used to illustrate particular points on most of the items and the officers usually take these. Photographs submitted in advance by applicants or objectors may be used at the discretion of the officers.

Human Rights

The European Convention on Human Rights" ("ECHR") was brought into English Law, via the Human Rights Act 1998 ("HRA"), as from October 2000.

The HRA introduces an obligation on the Council to act consistently with the ECHR.

There are 2 Convention Rights likely to be most relevant to Planning Decisions:

- * Article 1 of the 1st Protocol - The Right to the Enjoyment of Property.
- * Article 8 - Right for Respect for Home, Privacy and Family Life.

It is important to note that these types of right are not unlimited - although in accordance with the EU concept of "proportionality", any interference with these rights must be sanctioned by Law (e.g. by the Town & Country Planning Acts) and must go no further than necessary.

Essentially, private interests must be weighed against the wider public interest and against competing private interests. Such a balancing exercise is already implicit in the decision making processes of the Committee. However, Members must specifically bear Human Rights issues in mind when reaching decisions on all planning applications and enforcement action.

Natural Environment and Rural Communities Act 2006 (NERC)

The Council has a duty under the Natural Environment and Rural Communities Act 2006 as follows: "*every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity*".

It is considered that this duty has been properly addressed within the process leading up to the formulation of the policies in the Revised Local Plan. Further regard is had in relation to specific planning applications through completion of the biodiversity checklists for validation, scoping and/or submission of Environmental Statements and any statutory consultations with relevant conservation bodies on biodiversity aspects of the proposals. Provided any recommendations arising from these processes are conditioned as part of any grant of planning permission (or included in reasons for refusal of any planning application) then the duty to ensure that biodiversity interest has been conserved, as far as practically possible, will be considered to have been met.

Other Legislation

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that determination of applications be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for the Borough comprises the Test Valley Borough Revised Local Plan (2016), and 'made' Neighbourhood Plans. Material considerations are defined by Case Law and includes, amongst other things, draft Development Plan Documents (DPD), Supplementary Planning Documents (SPD) and other relevant guidance including Development Briefs, Government advice, amenity considerations, crime and community safety, traffic generation and safety.

On the 19th February 2019 the Government published a revised National Planning Policy Framework (NPPF). The revised NPPF replaced and superseded the previous NPPF published in 2018. The revised NPPF is a material consideration in planning decisions.

So that sustainable development is pursued in a positive way, at the heart of the revised NPPF is a presumption in favour of sustainable development. Decisions should apply a presumption in favour of sustainable development. This does not change the statutory status of the development plan as a starting point for decision making. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Where a planning application conflicts with an up to date development plan, permission should not usually be granted. Local planning authorities may take decisions which depart from an up to date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

For decision-taking, applying the presumption in favour of sustainable development 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 permission unless:

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

Existing Local Plan policies should not be considered out of date because they were adopted prior to the publication of the revised NPPF. Due weight should be given to them, according to their degree of consistency with the revised NPPF (the closer the policies in the Local Plan to the policies in the revised NPPF, the greater the weight that may be given).

ITEM 7

APPLICATION NO.	19/00374/OUTS
APPLICATION TYPE	OUTLINE APPLICATION - SOUTH
REGISTERED	15.02.2019
APPLICANT	Prime (UK) Developments Ltd & University Hospital Southampton
SITE	Land at Bargain Farm, Adanac Drive, Nursling, NURSLING AND ROWNHAMS
PROPOSAL	Development of a park and ride car park (maximum 1,000 spaces) with associated infrastructure (sui generis). Development of Health Campus (maximum 12,000 sqm m GIA) comprising B1 (business) and B2 (general industrial) uses; hospital, nursing home and residential education and training centre uses (C2); clinic, health centre, consulting room, day centre and non-residential education and training centre uses (D1); up to 500 sqm m GIA of retail and restaurant and cafe (A1 and A3) uses; storage and distribution (B8) uses where directly related to the health and medical sectors. Access, landscaping, car parking and associated works. Outline (all matters reserved save for primary means of vehicular access).
AMENDMENTS	Amended/Additional plans received 15.05.19, 08.07.19, 26.07.19, 01.08.19 & 29.10.19.
CASE OFFICER	Mr Paul Goodman

Background paper (Local Government Act 1972 Section 100D)

1.0 INTRODUCTION

- 1.1 The application is presented to Southern Area Planning Committee because it is contrary to the provisions of an approved or draft Development Plan or other statement of approved planning policy, adverse third party representations have been received and the recommendation is for approval.
- 1.2 In addition the application is presented to Southern Area Planning Committee in accordance with the Member and Officer Interests Protocol.

2.0 SITE LOCATION AND DESCRIPTION

- 2.1 The application site lies in the countryside and comprises of undeveloped agricultural land towards the Southern edge of the Borough of Test Valley and within the Parish of Nursling. The site is partially located within the administrative area of Southampton City Council.

2.2 Open fields lie to the east of the application site, (south of the new residential estate at Bargain Farm). These open fields, with the application site, combine to form the allocated employment site referred to in Policy LE5: Land at Bargain Farm, Nursling of the RLP. This employment allocation is specifically allocated for B1 and B2 employment uses. A small southern section of the application site is also included in the allocated site referred to in policy T3 in the RLP. This allocation is for a Park and Ride Facility.

3.0 **PROPOSAL**

- 3.1 The application proposes the development of a park and ride car park (maximum 1,000 spaces) with associated infrastructure (sui generis). Development of Health Campus (maximum 12,000 sqm m GIA) comprising B1 (business) and B2 (general industrial) uses; hospital, nursing home and residential education and training centre uses (C2); clinic, health centre, consulting room, day centre and non-residential education and training centre uses (D1); up to 500 sqm m GIA of retail and restaurant and cafe (A1 and A3) uses; storage and distribution (B8) uses where directly related to the health and medical sectors. Access, landscaping, car parking and associated works. Outline (all matters reserved save for primary means of vehicular access).
- 3.2 The application is submitted on behalf of both Prime (UK) Developments Ltd and University Hospital Southampton NHS Foundation Trust (UHS). The proposed development is described as a health campus. The submitted planning statement identifies the broad aim to enable the expansion of UHS' services and facilities whilst helping to overcome the space constraints of their existing hospital sites and to offer accommodation to third party organisations which would benefit from co-location with UHS. The specific UHS functions to be accommodated on the proposed Health Campus are currently unknown and are understood to be the subject of detailed consideration once an outline planning permission is in place.
- 3.3 It is understood that the proposed development would enable the expansion of specialist services on the main hospital site by offsetting existing operations to an alternative location, including;
- Maggie's Centre – charitable house for adults and children with cancer, due to commence early 2019;
 - Neonatal expansion at Princess Anne Hospital, in 3 phases, which will improve the environment and expand the cot numbers;
 - Large General Intensive Care Unit (GICU) refurbishment and extension at the front of the hospital, one of our largest expansion projects in recent times, starting early 2019.
- 3.4 The Trusts submission also states that they expect a number of existing jobs and services at the hospital site will move to Bargain Farm. The expansion of clinical specialities on the main site creates opportunities for new frontline patient facing jobs such as Doctors and Consultants. At Bargain Farm the types of positions are indicated to include specialist and technical support roles, such as lab technicians, researchers, and clerical roles.

3.5 The submission expands on this detail as follows;

“The Bargain Farm site will contain some services that have moved away from the main site, plus brand new UHS services that are best delivered at an offsite location, and a range of new third party services that will be delivered by other organisations operating in the health sector. Due to its location, the site is considered by the NHS to be of regional strategic importance, and we hope to attract contracts to deliver regional support services across the South Coast (for example these might include pharmaceutical, sterile instrument processing, and diagnostics) from the Bargain Farm site. These examples alone occupying in the order of 3500 sqm would be expected to generate 150+ high quality jobs at the site.”

3.6 The proposed park and ride is to be operated for the benefit of UHS staff during weekdays and, in partnership with SCC, for public use at weekends.

3.7 The application is submitted in outline with all matters reserved other than access. The main vehicular access will be from Adanac Drive. A second access from Frogmore Lane to the east is proposed solely for public transport, emergency vehicles, pedestrians and cyclists.

3.8 An illustrative master plan has been provided with the application in order to demonstrate that the quantum of development proposed can be accommodated on the site and the scale parameters associated with the development. The illustrative plan also includes some details of landscape buffers and land adjacent Brownhill Way to be secured for highways improvements.

4.0 **HISTORY**

4.1 18/03235/FULLS - Erection of a care home scheme comprising of an 80 bedroom nursing home to provide nursing, personal and dementia care and a 61 bedroom nursing home for people with neurological conditions with access and parking. Pending Consideration.

4.2 18/01484/FULLS - Creation of a new access from Frogmore Lane and access spur road into Bargain Farm. Refused 07.08.2018. Appeal Allowed 06.08.2019.

4.3 17/01600/FULLS - Creation of a new access from Frogmore Lane and access spur road into Bargain Farm. Refused 19.02.2018. Appeal Allowed 10.07.2019.

4.4 17/01741/FULLS – Erection of a care scheme comprising an 80 bed Care Home providing nursing and dementia care and a 61 bed Neuro Rehabilitation Centre for people suffering with severe neurological conditions requiring long term support as well as respite or day care, together with access and parking provisions. Withdrawn 28.09.2017.

4.5 16/02583/VARS - To Vary Condition 05 of 14/00138/FULLS (Re-development of the farmstead areas to include and define curtilage for the listed building and associated farm, demolition of other structures and the erection of 23 residential units (C3), together with associated works including drainage, vehicular accesses, car parking and landscaping) to re-word the Condition as it can no longer be complied with in the context of the wider Adanac Park development.

Permission 07.12.2016.

- 4.6 14/00138/FULLS - Re-development of the farmstead areas to include a defined curtilage for the listed building and associated farm, demolition of other structures and the erection of 23 residential units (C3), together with associated works including drainage, vehicular accesses, car parking and landscaping. Permission 29.04.2016.
- 4.7 14/00147/OUTS - Outline - Erection of up to 12,941 square metres of business floorspace (B1) and/or general industry (B2), together with associated works including drainage, vehicular access from Adanac Drive, car parking and landscaping. Outline permission 21.03.2016.
- 4.8 10/02614/OUTS - Outline application for the erection of a medical facility providing up to 12,800 sqm of accommodation for a compact hospital/clinic (Use Class C2 and/or D1) with ancillary uses. Appeal Allowed 17.11.11.
- 4.9 07/02872/OUTS - Outline planning permission with all matters (i.e. layout, scale, appearance, access and landscaping) reserved for subsequent approval for that part of the application site shown hatched green on drawing number APP/001/BARW002/Rev D. Demolition of Adanac Farmhouse, site preparation works and the erection of up to 59,118 sqm m of Class B1 offices, research and development and manufacturing premises for occupation by a small number of large space users together with car parking, landscaping, drainage and access roads (including spine road to the north of Plot 4). Outline planning permission with no matters reserved for subsequent approval for the new roundabout at the point of entry into the site from Brownhill Way and the spine road up to the northern edge of the wildlife corridor on Plot 4, the adjacent landscape works and the temporary haul road and the closure of Redbridge Lane between the proposed spine road and Brownhill Way, as shown on the General Layout Parameter Plan and the relevant detailed drawings submitted for approval. Outline planning permission with no matters reserved for subsequent approval for that part of the application site shown as Plot 4 on the General Layout Parameter Plan for the following development. New Class B1 Head Office building (16,409 sqm.) with ancillary cycle, refuse storage and electricity transformer building together with a Children's Nursery (308 sqm.) with associated access, car parking, drainage and landscape works. Permission 16.06.08.

4.10 Comparison of Allocated, Previously Permitted and Proposed Employment Uses

Site	Use	Site Area (ha)	Floor Area (sqm)
Policy E5 Allocation (Appendix B)	B1/B2	2 (Approx.)	n/a
Policy E5 Allocation minus pub and residential dev	B1/B2	1.2 (Approx.)	n/a
14/00147/OUTS	B1/B2	3.3	12,941
19/00374/OUTS	Mixed B1/B2/D1 and ancillary B8/A1/A3	4.3	12,500

5.0 CONSULTATIONS

5.1 Planning Policy & Transport (Policy) – Comment;

- If an overriding need for the proposed development can be demonstrated that may also be relevant as a material consideration and be determinative in justifying a departure from Policy LE5, notwithstanding the policy requirement to satisfy Policy LE10, and in taking account that the Local Plan makes no provision for the range of uses other than B1 and B2 uses as proposed. These should therefore be considered on their merits if an identified need has been demonstrated and weighed against the applicable planning policies for the site. However, such a need should be considered in the context of whether this in itself provided sufficient justification for the development and in this location, to address the policy conflict.

5.2 Planning & Building (Landscape) – Comment;

- As the application is outline, minimal information regarding landscaping has been submitted. A buffer zone has been proposed around the north, west and southern boundaries of the site. It is noted that the southern boundary is partly pre-allocated for future road widening/highway improvements which will significantly reduce the buffer. It should be ensured that if this area is reduced there is still sufficient strategic planting to screen the site. 5m is not sufficient space to establish any decent buffer planting.
- The centre of the site is a vast area and will need to be broken up with soft landscaping; this will also help with drainage on site, there is ample space to establish good quality landscaping with large legacy trees. A detailed landscaping scheme is required.

5.3 Planning & Building (Trees) – Comment;

- Whilst no objection is raised from an arboricultural perspective to the principle behind this outline application, conflict will never the less may arise. It is all a matter of detail, and detail by the nature of an outline application is absent.

5.4 Housing & Environmental Health (Environmental Protection) – No objection, subject to condition.

5.5 HCC Archaeology - No objection.

5.6 Ecology - No objection, subject to condition.

5.7 Southern Water – No objection.

5.8 Highways England – No Objection.

5.9 SCC Highways – No objection, subject to obligation to secured land adjacent Brownhill Way for highways improvement.

5.10 HCC Highways – No objection, subject to conditions and obligations.

6.0 **REPRESENTATIONS** Expired 21.11.2019

6.1 **Southampton City Council** - Support;

- In terms of Planning Policy Framework, the Council has long supported park and ride as a potential use for the Bargain Farm site. From a planning policy context, this includes support within the Local Plan Review (amended 2015) and more recent reference within the Southampton Local Plan Issues and Options document (July 2015), that in the medium to longer term, a bus based Park and Ride system may help to manage and reduce congestion leading into the city centre from the outskirts which may also help facilitate trips to the University and Hospital.
- The Council further supports the overall principle of the health campus related uses proposed provided it would not result in the loss of community based primary health care facilities in the city in accordance with Core Strategy Policy CS 10 A Healthy City (e.g. at Southampton General Hospital). It is noted from the information submitted that the purpose of the health campus is to enable the expansion of UHS services and facilities whilst helping to overcome the space constraints of their existing hospital sites. Therefore, the application information does not indicate that there would be a net loss of community or health related facilities in other city locations.

6.2 **Nursling & Rowhams PC** – Objection;

- Firstly, under the TVBC Local Plan 2011-2019 the area at Bargain Farm was designated as Class B2 and has got outline permission for a Park & Ride area only (in accordance with decision reached at Full Council where the siting of the Park & Ride at ground level was agreed when the location of the Park & Ride was switched by land now occupied by the Lidl warehouse). Some of the buildings within the Application are not Class B2, and, therefore, cannot be given planning permission. There are no adequate plans and designs provided within this Application that show where and what is proposed to be built at this site. Under the TVBC Local Plan the Public House (now known as Walnut Tree Farm) was designated as an Amenity for Adanac Park, so there is no need for a further restaurant and café.
- Secondly, the access route from Frogmore Lane was designated as a footpath and cycle route under the TVBC Local Plan 2011-2019. Two Planning Applications 17/01600/FULLs and 18/01464/FULLs have both been refused as they do not comply with Policy COM2(b) of the TVBC Local Plan. Therefore, my Parish Council strongly Object to the proposed route for vehicles through from Frogmore Lane for reasons already stated in our previous Objections to the two previously refused Applications.

6.3 **2 representations of Objection received from 17 Bargain Close and 18, Tate Mews, Tate Road;**

- Cumulative impact of the three planning applications submitted on Bargain Farm on traffic flows.
- Despite previous highways improvements there is an ongoing traffic problem at peak time's due to the reduction of the carriageway to a single lane.

- As part of this application, the entire Brownhill Way carriageway (from M271 up to roundabout crossing Romsey Road) should be increased to a dual carriageway to ease this flow of traffic.
- The road through the health campus is unnecessarily close to the houses on Bargain Close.
- The travel plan indicates a through-route for the 17 bus which will go from the entrance at Frogmore Lane, through the site to Adanac Park, and returning. This goes against the plans outlined in two community consultation meetings where it was confirmed that it would not be a through road.
- Object to both the noise and increased traffic on a bus timetable that will be running up to 1am each night. Positioning the bus stop on either Frogmore Lane or Adanac Drive only (rather than in the centre of the campus) would remove the need for this through route.
- The idea of a nursing home and health centre are not what I object to. It is the infrastructure that is my concern and who will be paying for those changes. Lidl's have stated they would include the changes within their planning application but would then pass the costs onto Southampton City Council ratepayers. As the majority of the application requests are private enterprises these costs should not be passed onto the ratepayers of any council.

7.0 **POLICY**

7.1 **National Planning Policy Framework 2019** National Planning Policy Framework.

7.2 **Test Valley Borough Local Plan 2016** COM2 (Settlement Hierarchy), E1 (High Quality Development in the Borough), E2 (Protect, Conserve and Enhance the Landscape Character of the Borough), E5 (Biodiversity), E9 (Heritage), LHW4 (Amenity), T1 (Managing Movement), T2 (Parking Standard), T3 (Park and Ride at Bargain Farm, Nursling), LE5 (Land at Bargain Farm).

8.0 **PLANNING CONSIDERATIONS**

The main planning considerations are the principle of development, the character of the site and surrounding area, the setting of heritage assets, highways impact, the amenities of neighbouring properties, and ecology.

8.1 **The principle for development**

The application site is, for the purposes of planning policy, within the countryside area of Nursling and allocated for development in the policies of the Revised Local Plan. Specifically the northern part of the site is allocated for employment use (Class B1 & B2) under policy LE5 and the land to the south for park and ride facilities under policy T3. The proposed development continues to propose B1 & B2 development but in the context of a health campus incorporating wider D1 and ancillary uses. The health campus use is considered on the basis that there is a demonstrable lack of demand for the restrictive allocated use but that the wider use, including medical/health care facilities would continue to deliver employment uses at the site comparable to local plan provision.

8.2 Planning History & Current Context

The site has been subject to a number of applications/permissions prior to and following the adoption of the local plan. As a result allocation map (TVBRLP Map H) is no longer reflective of other uses that have been permitted. The western part of the site, similar to the area subject to the current application, of the Bargain Farm allocation was granted outline planning permission (14/00147/OUTS – expired 21 March 2019) for 12,941 sqm of B1 and/or B2 uses. The disposition of the uses was different to the division of the Bargain Farm allocation with B1 and B2 uses on the northern half (LE5).

8.3 In addition the northwest corner of the site has been developed as a pub/restaurant and the area at the northern boundary of the allocation, adjacent to previously existing residential development off Redbridge Lane is now residential development centred on the listed Bargain Farm buildings (14/00138/FULLS). Furthermore access to the site from Frogmore Lane has recently been allowed at appeal. (See Para's 4.2 & 4.3).

8.4 The north easterly part of the site is subject to a current application which proposes a neurological care facility, and a nursing and dementia care facility. This application is not yet determined.

8.5 The southeast corner of the site is the subject of an application to SCC to build a Lidl food store. SCC has resolved to grant permission for that development subject to the completion of a legal agreement.

8.6 **Policy LE5 (Land at Bargain Farm)**

Policy LE5 states that;

Approximately 2 hectares of land for employment (Classes B1 and B2) north of Brownhill Way, Nursling at Bargain Farm is proposed to be allocated (see Map H). Development will be permitted provided that:

a) a minimum width of 5m landscaping along Frogmore Lane, Adanac Drive and Yew Tree Lane is provided; and

b) access to the site to be provided by:

i) vehicular access from Adanac Drive

ii) pedestrian and cycle access from Frogmore Lane;

c) the development provides appropriate improvements to the transport network. Any future proposal would need to have special regard to the desirability of preserving the listed building or its setting or any historic feature of interest.

8.7 Extent of Employment Land

As is indicated above Policy LE5 requires approximately 2Ha of land for B1 and B2 employment. The proposed development will provide approximately 1.2Ha of employment land (12,000 sqm). However this must be considered in the context that the area for the Bargain Farm allocation, in Policy LE5, has been reduced by the permission of other uses such as pub/restaurant and residential development.

8.8 Employment Uses

The principle of the provision of B1 and B2 uses is compliant with Policy LE5. The submission acknowledges that the existing 2014 permission was granted for 'conventional' B class uses but advocates that the proposed development, whilst diversifying use classes, would result in significant employment potential in terms of number, diversity and skill level. In addition the supporting documentation acknowledges that the employment generating uses may range from conventional medical related treatment services to education and training facilities.

8.9 Policy LE5 is clear in its allocation of the site for class B1 and B2 and as a result the proposals for wider uses would represent a departure from local plan policy. Whilst it is broadly accepted that the proposed use as a health campus would provide employment uses to an equivalent floor area of the previous permission the wider uses would need to be restricted in their type and extent in order to ensure the provision of suitable levels of employment.

8.10 With regard to Class D1 use, an appeal (10/02614/OUTS and PINS 2152433) was allowed in 2011 for a hospital at Adanac for Class C2 and/or Class D1 use (on the adjoining site to the west, Plot AP6). That permission was time limited to one year and has since lapsed, however this decision is of relevance as the Inspector considered such a health development was an appropriate use to be located on a business park on the basis of the evidence presented at the time, and would not prejudice the continued delivery of the remainder of the wider Adanac site for its allocated Class B1 use. This was however with specific regard to a medical (Class D1) use and therefore does not mean that other uses within Class D1 would in principle be appropriate.

8.11 Use Class D1 (Non-residential institutions) covers numerous uses including health centres and clinics and would include such uses as described by the University Hospital Trust in support of the current application. Such uses would retain significant employment levels and office based support services. However Class D1 also covers limited employment type uses such as museums, public halls, places of worship etc. Such uses would likely not be considered acceptable on a strategic employment site. The description also includes B8 storage and distribution uses "where directly related to the health and medical sectors" and as a result a restrictive condition is applied limiting D1 and B8 uses to health related types subject to the prior approval of the Local Planning Authority.

8.12 Similarly the application description includes up to 500 sqm GIA of retail and restaurant and cafe (A1 and A3) uses. Whilst it is accepted that the employees of the proposed health campus and users of the park and ride facility would benefit from on-site amenity facilities the site is not intended, nor allocated, for retail uses. The applicant suggests that this floorspace would increase the range of service offered to the users of the site, however, in order to avoid the provision of unsuitable class retail uses at the site a condition is applied restricting the floor area for such uses.

8.13 The application description also includes hospital, nursing home and residential education and training centre uses (C2). No upper area limit is specified, however it is considered necessary and appropriate to restrict the extent of C2 uses at the site in the interests of retaining suitable levels of employment uses and in relation to the effect on European sites of nature conservation (nutrient neutrality) which is discussed in further detail below.

8.14 Landscape Buffer

Policy LE5 requires a minimum width of 5m landscaping along Frogmore Lane, Adanac Drive and Yew Tree Lane be provided. However those requirements are in relation to the allocation on the northern part of the site. Following the development of the pub and housing the current application site is now detached from Frogmore Lane and the majority of Yew Tree Lane whilst fronting a larger section of Adanac Drive. Landscape buffering continues to be provided and is discussed in more detail below. However there remains an inevitable conflict with criterion (a) of Policy LE5 as the site no longer adjoins two of the highways referenced.

8.15 Access

Policy LE5 requires access to the site to be provided by vehicular access from Adanac Drive and pedestrian and cycle access from Frogmore Lane. Highways matters are discussed in detail below but in summary the application proposes to facilitate access for buses (both public and private) from Frogmore Lane to serve the park and ride facility. This follows the granting of permission at appeal for a vehicular access onto Frogmore Lane. As a result the proposals do not comply with criterion (b) of Policy LE5.

8.16 Improvements to the transport network and historic features of interest.

These matters are discussed in detail below but in summary appropriate improvements to the highways network have been secured and the proposals can be accommodated without detriment to the historic environment and therefore comply with criterion (c) of Policy LE5.

8.17 Conclusion in relation to Policy LE5.

The granting of permissions before and after the allocation of the site has led to unavoidable conflicts with Policy LE5. The permissions for the pub and residential uses have significantly reduced the allocated area. As a result, in order to provide adequate employment floor space, the use cannot be restricted to the allocated area in the north of the site. This has resulted in an east/west orientation of the site as permitted in the 2014 application and further compounded by the granting of permission for vehicular access from Frogmore Lane. Whilst the proposed uses are beyond the B1/2 uses described by the policy the delivery of sufficient employment development is considered to be a strong material consideration that justifies a departure from Policy LE5 in this instance.

8.18 **Policy LE10 (Retention of Employment Land and Strategic Employment Sites)**

The application site is not identified as a strategic employment site in Annex E of the TVBRLP.

Policy LE10 states that;

On existing employment sites, allocated employment sites, or sites with planning permission for

employment use, which have not yet been fully implemented, development for an alternative use will be permitted provided that:

a) the land is no longer required to meet economic development needs of the area; or

b) the current activity is causing, or could cause significant harm to the character of the area or the amenities of residents; and

c) it would not have a significant detrimental impact on the operation of the remaining occupiers of the site.

On strategic employment sites identified in Annex E development for an alternative use will be permitted provided that:

d) it would not have a significant detrimental impact upon the continued primary use of the site for employment; and e) criteria a), b) and c) have been satisfied.

8.19 Policy LE10 seeks to retain existing employment sites, including those with planning permission for employment use as well as strategic employment. The policy presumption (Policy LE10) is that employment land be retained as such, and the site is allocated to meet the requirement for employment land over the plan period (to 2029) and as an allocation it is considered to be an existing employment site. The majority of the allocation does not however have an extant planning permission given the previous permission lapsed in March 2019. The requirements of Policy LE10 therefore also need to be satisfied, as the proposed development includes alternative uses, and the proportion of the proposed B1, B2 and D1 use is not specified in the submitted documents.

8.20 Economic Development Needs (Criterion A)

The Policy Officer has advised that the allocations in the RLP for B1 and B2 are based on positive growth scenarios and the overall provision of employment land allocated in the Local Plan may be in excess of more recent forecasts of expected demand. It is also noted that there is significant available employment land in the local area (which has permission for employment) sufficient to meet current demand. However, the Council took a strategic choice to retain the amount of proposed allocations in order to support economic growth and to give greater flexibility and choice in the provision of sites. In this regard each case must be assessed on the basis of what employment it offers rather than insisting on adherence to the floor space listed in the TVBRLP.

8.21 The health care provision and type of employment generation the development would deliver is a material consideration weighing in favour of the proposal. For those uses outside of the B1/2 allocation the evidence of need is set out in the submitted Planning Statement (summarised at para's 3.3-3.5). The supporting statement from the University Hospital Trust states that the "Bargain Farm site is to create a successful mix of NHS services, other public bodies, and leading companies in the health sector working side by side to deliver research, innovation and improve the clinical services provided to our patients. It will also enable us to offer sustainable travel options to staff on a permanent basis."

- 8.22 The recently submitted applications on the adjacent Adanac site have suggested that there is a limited market for B1 and B2 units in the locality. This is further supported by market assessments submitted in support of the care home application. Development on the adjacent allocated Adanac site (land north of OS) is underway. However, the current construction is on a speculative basis and utilising only part of the site. In addition recent permission was granted at Yew Tree Farm to the west which sought a similar expansion of use classes to include D1 in order to attract health related end users. It is also noted that the now expired planning permission for the application site, limited to B1 or B2 uses, did not result in employment generating development taking place.
- 8.23 The proposed use continues to provide for B1/B2 employment uses and as a result the proposals do not completely represent an alternative use of the site, as are controlled by Policy LE10. Whilst it is considered that there remains an economic need for B1/B2 uses the available evidence does indicate that this need is limited and a wider employment use, including D1 limited to health facilities, is required. As a result it is considered that the restricted use of the site to purely B1/B2 use is not required to meet economic development needs and proposals are considered to comply with criterion (a) of policy LE10.
- 8.24 Harm from Current Activities (Criterion B)
There are no current uses within the application site and as a result it is not possible to conclude that any current activity is causing significant harm to the character of the area or amenity of neighbouring properties. Furthermore the site is allocated for employment uses and as a result it was anticipated that employment development could be carried out without detriment. Given the lack of any existing use or extant planning permission it is not possible for the proposed development to comply with criterion (b) of Policy LE10.
- 8.25 Occupiers of the remaining site (Criterion C)
There are no current occupiers of the application site. As described above the neighbouring uses of the pub and residential development were permitted within the employment allocation and it was anticipated that their operation would not be affected by the provision of the allocated employment use. The proposed widening of the permitted employment uses is not considered to have a detrimental impact on the operation of other occupiers and complies with criterion (c) of Policy LE10.
- 8.26 Strategic Employment Sites (Criteria D & E)
The application site is not identified as a strategic employment site in Annex E of the TVBRLP and as a result criteria (d) and (e) are not applicable.
- 8.27 Conclusion in relation to Policy LE5.
The available evidence is considered to demonstrate that the need for employment use strictly restricted to B1/B2 is limited and that there is a need for the wider health campus employment use proposed. Any conflict with Policy LE10 is limited to criterion (b) and through appropriate design, siting of buildings and uses, secured through the reserved matters process, the effect of the development can be controlled to acceptable levels. However it is not possible to conclude that the existing use is causing an adverse impact and as a result a departure from Policy LE10 is justified in this regard.

8.28 Other material considerations - Government guidance

The Local Plan was only recently adopted (2016) and its purpose is to plan for development until 2029. During the examination of the local plan examining Inspector supported the Council's position on job creation and need for employment floor space. However the land has been allocated for B1 & B2 uses for some time within various iterations of the Council's Local Plan and has still not been delivered. The NPPF 2019 is a material planning consideration and at Paragraph 120 it states:

Planning policies and decisions need to reflect changes in the demand for land. They should be informed by regular reviews of both the land allocated for development in plans, and of land availability. Where the local planning authority considers there to be no reasonable prospect of an application coming forward for the use allocated in a plan:

a) they should, as part of plan updates, reallocate the land for a more deliverable use that can help to address identified needs (or, if appropriate, deallocate a site which is undeveloped); and

b) in the interim, prior to updating the plan, applications for alternative uses on the land should be supported, where the proposed would contribute to meeting an unmet need for development in the area

8.29 It is considered that the NPPF therefore supports the limited widening of the use classes permitted at the site which would facilitate the provision of medical services at the hospital and meet the demand for medical services and associated employment uses, along side the allocated employment uses, at the application site.

8.30 Conclusion on the Principle of Development

The application has been allocated in successive local plans and has benefited from outline permission since 2007, and detailed consent in 2014, without sufficient interest resulting in development not being carried out. The site is allocated for Class B1/B2 uses as is identified in the Test Valley Borough Revised Local Plan 2016 (TVBRLP). The development proposed in the application submission retains those uses but expands the employment uses to include predominantly D1 uses, with ancillary, C2, B8 and A1/3 uses, represents a departure from Policy LE5. However such uses would continue to represent economic and employment benefit and, subject to a restriction preventing wider D1 uses, is considered to represent an appropriate departure from local plan policy and is therefore acceptable in principle.

8.31 Character & Appearance

Policy LE5 does not contain specific requirements in relation to the design characteristics of the site. In this case the application is made in outline with all matters (including layout, appearance, landscaping and scale) other than access reserved. As a result the information submitted in relation to the outline element

can only be considered illustrative and a detailed assessment of the proposed character limited to the principle of the extent of development proposed. The TVBRLP identifies the site for employment and so some degree of change in the character of the site must be anticipated and acceptable.

- 8.32 It is noted that the 2014 application included a parameter plan which envisaged building(s) of 1-4 storeys to a maximum height of 18.7m creating a landmark entrance to Adanac Park and a slightly larger extent of B1/B2 floor space of 12,941 sqm. A reserved matters application was not received and therefore no detailed designs were approved.
- 8.33 With regard to the scale of buildings the submitted illustrative master plan demonstrates that the proposed employment floor area can be accommodated in buildings of 2 and 3 storeys with the larger buildings, in terms of floor area and height, situated away from the neighbouring residential development. The proposed park and ride building is larger in terms of floor numbers. It is proposed to accommodate the 1000 car capacity over 5 floors. The submitted plan indicates a lower overall height comparable to a three storey office building. In this case it is considered appropriate to apply a condition limiting the overall storey height of the buildings.
- 8.34 The acceptability of any final height and design remains a matter for the detailed design stage and will need to reflect the prominent location of the site and its surrounding context particularly in relation to the larger park and ride structure. However the site is situated in the context of other buildings of significant scale and height including the Lidl distribution centre to the south, the leisure centre to the east, OS building to the northwest and recent permission for a supermarket on the adjacent site.
- 8.35 As a result it is considered that, subject to a high quality of design being proposed at reserved matters stage, the larger scale development of the park and ride and Plot 2 on the illustrative plan could form a suitably attractive development on the prominent southern boundary and main entrance to the site that would not be out of character with the surrounding development. As a result the development, in the context of an outline application, is considered to comply with Policy E1 of the TVBRLP.
- 8.36 Landscape Character
Details of the landscaping are a reserved matter. However the Landscape Officer has commented at the outline stage and has advised that a buffer zone has been proposed around the north, west and southern boundaries of the site and that the southern boundary is partly pre-allocated for future road widening/highway improvements which would reduce the available buffer. The Landscape Officers advice is that it should be ensured that, if this area is reduced, there is still sufficient strategic planting to screen the site. The Landscape Officer has raised concern that 5m is not sufficient to establish buffer planting.

- 8.37 However the policy requirements with regard to landscape buffers have been significantly complicated by the extant permissions and the inclusion of land within the SCC boundary. As stated above Policy LE5 requires the provision of a 5m landscape buffer along Frogmore Lane, Adanac Drive and Yew Tree Lane. As the original allocation was to the north of the site no requirement is made in reference to Brownhill Way. In addition, as a result of the residential and pub permissions and the re-orientation of the site, the proposals are now physically separated from Frogmore Lane and Yew Tree Lane. The illustrative plan has shown the required buffers at the boundary of the application site adjacent the existing/proposed development which is considered to be the correct approach.
- 8.38 Policy T3 in relation to the park and ride sought provision of 20m landscaping along Brownhill Way and 5m landscaping along Adanac Drive. The extent of the local plan allocation did not include the area of the site with SCC which contains the proposed park and ride facility. The remainder of the site within TVBC fronting Brownhill Way and Adanac drive is in employment use. The illustrative plan shows the provision of an approx. 15m buffer along Brownhill Way and taking the Corner into the southern end of Adanac Drive adjacent the roundabout. This would link with the land secured on the adjacent Lidl site for the provision of landscaping and an additional lane for the carriageway. The remaining section of Adanac Drive and the internal boundaries are shown with a minimum 5m buffer and larger area of landscaping adjacent the entrance from Adanac Drive. The illustrative landscaping is considered to compare favourably to the 2014 permission and provides an adequate framework on which to base the detailed reserved matters submission.
- 8.39 Arboriculture
The site is predominantly clear of tree cover but there are two existing mature Oak trees on the western and southern boundaries subject to a preservation order. In addition there is a large tree situated centrally which, whilst not subject to TPO, is identified in the submitted tree report as being significant and worthy of retention as shown in the illustrative layout. The indicative drawings presented with the application are considered sufficient to demonstrate that adequate separation from existing significant trees could be provided so as to represent no arboricultural conflict. As a result the outlined application is considered to have no detrimental impact on tree and complies with Policy E2.
- 8.40 Any subsequent reserved matters submission will need to present details of new tree planting including all information necessary to demonstrate that the proposed trees will have the above and below ground space to thrive through to independence in the landscape without likelihood of predictable conflict. This may require details of tree planting pits, soil volumes available within those pits, service, drainage and lighting plans.
- 8.41 Setting of heritage assets
Policy LE5 draws specific reference to the desirability of preserving the listed Bargain Farmhouse and its setting. However as a result of the erection of the residential development the application site is now separated from the listed building by 70m at the closest point. It is considered that this is a sympathetic approach to development in close proximity to a listed building and has ensured

that it can still be appreciated within the public domain. However the site has inevitably, taken on a more domestic character when viewed from Frogmore Lane in the context of the newer houses.

- 8.42 Currently the application site is visible as open fields but constrained by the surrounding residential development. New development on the application site will likely be partially visible in the background when viewed from Frogmore Lane. However the submitted illustrative plan has demonstrated that those buildings closest to the listed property can be off set further from the boundary and kept to a 2 storey height further reducing any impact.
- 8.43 The local plan allocation for employment uses would inevitably lead to a form of development that result in change to the setting of the listed building at Bargain Farm. It is also acknowledged that the existing (relatively recent) residential development around the building has resulted in a more direct and localised effect on the setting of the listed building given it's proximity compared to that which may be built on the application site. It is nevertheless considered that the proposed development would likely have some additional effect on the setting of the Listed building. This would arise from an appreciation of the eventual design, proximity and height of the buildings. The indicative Masterplan for the site identifies 2 storey buildings as being those closest to the Listed building, and these are, given the indicative separation distance of approx. 150m to the Listed building, considered appropriate to preserving the special historic and architectural value of the Listed building. Taking this into consideration, and that any reserved matters application will be informed by the Masterplan appraisal of appropriate storey heights, it is considered likely that development up to these storey heights can be delivered that does not adversely affect the setting of the Listed building. Any impact that arises would, it is considered, be at the lower end of harm, and would be justified given the public benefit of delivering economic growth via the realisation of the Local Plan employment provision, and accord with Policy E9 of the TVBRLP.
- 8.44 Archaeology
The application is supported by an archaeological desk based assessment which identifies that that the site has a moderate to high potential for archaeological remains of Bronze Age, Iron Age and Roman date. The report indicates that these are likely to be of regional or local significance and that in light of the archaeological potential of the site an archaeological condition might be appropriate. The Archaeology Officer has agreed with this approach and raised no objection subject to the imposition of a condition requiring a preliminary archaeological evaluation followed by archaeological investigation of any sites identified.
- 8.45 **Ecology & Protected Species**
The wider Adanac Park site sits within proximity to habitats that form part of the River Test Site of Special Scientific Interest (SSSI) and the Solent & Southampton Water Special Protection Area (SPA)/RAMSAR and are afforded protection under the EC Habitats Directive 1992 effected in the UK through the Conservation of Habitats & Species (Amendment) Regulations. These Regulations place a requirement upon the local planning authority as the

'competent authority' to have regard for any potential impacts that the proposal may have through undertaking a Habitats Regulations Assessment (HRA). This which forms an initial screening of whether the proposal is to have a 'likely significant effect' upon the designated site(s). If the HRA identifies a significant (adverse) effect, then an 'Appropriate Assessment' is required before any planning permission is granted. In this instance, an HRA has been undertaken for Adanac Park (as a whole) as part of the Local Plan process given the allocation of the site for employment purposes. This has been supplemented by consultation with HCC Ecology and Natural England during the course of considering the various applications submitted to date.

8.46 Internationally and nationally designated sites

The application site itself is located approximately 500m east of the Solent and Southampton Water SPA and Ramsar and Solent Maritime SAC. However, the road networks that will serve the site are within 200m of these designated sites. Part of the sites north of the A35 Redbridge Flyover may exceed the critical load for nitrogen deposition, as noted in the Test Valley Borough Council Habitat Regulations Assessment (HRA) for Adanac Park. However the addendum concludes that this part of the designated sites does not support saltmarsh, which is the only qualifying feature lying within 200m. Based on the Air Quality Report and the additional information provided in the Ecology Addendum, it is concluded that there will be no air quality impacts on the SPA, and the Ecology Officer is therefore satisfied that no Appropriate Assessment will be required in this regard, as there will be no Likely Significant Effects.

8.47 There is existing evidence of high levels of nitrogen and phosphorus in the Solent water environment with evidence of eutrophication at some designated sites. The Partnership for Urban South Hampshire (PUSH), Natural England (NE), and Environment Agency (EA) has been jointly working to develop an Integrated Water Management Strategy (IWMS). This examines the potential for the PUSH region to accommodate future housing growth without having a detrimental effect upon the water environment. A Water Quality Working Group has been set up to identify and analyse the existing evidence gaps and evaluate the need for strategic mitigation measures. However, there is currently uncertainty as to whether there is sufficient capacity to accommodate the new housing growth.

8.48 It is Natural England's view that there is a likely significant effect on the internationally designated sites (SPA's and SAC's) due to the increase in waste water from the new housing. Where there is a likelihood of significant effects (excluding any measures intended to avoid or reduce harmful effects on the European site), or there are uncertainties, a competent authority should fully assess (by way of an "appropriate assessment") the implications of the proposal in view of the conservation objectives for the European site(s) in question. Appropriate assessments must contain complete, precise and definitive findings and conclusions capable of removing all reasonable scientific doubt as to the effects of the works proposed on the protected site concerned. Complete information is required to ensure that the proposal will not affect the integrity of the international sites.

- 8.49 The application is supported by a Nitrogen Neutrality Assessment in accordance with Natural England's guidance in order to assess impacts of the C2 (residential institutions) element of the application on water quality in the designated sites. Natural England has welcomed this assessment which forms the basis of an appropriate assessment by the Council. The achievement of nutrient neutrality, if scientifically and practically effective, is a means of ensuring that development does not add to existing nutrient burdens.
- 8.50 In this case there is no specific quantum of C2 development proposed. The submitted Nitrogen Neutrality Assessment therefore seeks to establish a maximum level of residential accommodation that could be provided on the site whilst remaining nitrate neutral having balanced the nitrates from residential use against those lost by taking the land out of agricultural use. In this instance a 'budget' of 85 persons could be accommodated on the site whilst retaining nitrate neutrality. As a result it is considered necessary to restrict the extent of any C2 uses to the accommodation of a maximum of 85 persons. Subject to the required limitation of residential uses the proposals are considered to comply with Policy E5.
- 8.51 Reptiles
The Ecology Officer has advised that the required reptile surveys have been undertaken to a suitable standard to allow appropriate mitigation to be devised and has raised no objection.
- 8.52 Biodiversity Enhancements
The Ecology Officer has advised that the Preliminary Ecological Appraisal, Reptile Survey reports and Ecology Addendum Letter (RPS, 2019) make sensible recommendations regarding mitigation and enhancements. However these are not sufficiently detailed at the outline stage to be able to be secured and implemented. As a result the Ecology Officer has advised that a condition is applied requiring the submission of further details identifying the location and specification of bird, bat, reptile and invertebrate mitigation and enhancement measures. Subject to the required condition the proposals are considered to comply with Policy E5.
- 8.53 **Highways**
Policy LE5 requires that the development provides appropriate improvements to the transport network and that vehicular access to the site is provided from Adanac Drive and pedestrian and cycle access from Frogmore Lane. The application proposes the use of a vehicular access from Frogmore Lane restricted to the public bus services and private bus service associated with the park and ride proposal. In addition Policies T1 (Managing Movement) and T2 (Parking Standards) are applicable. The proposals have been subject to significant consultation with HCC Highways, Highways England and SCC Highways as the affected junctions cross all three highways authorities.
- 8.54 Site Access Points and Planning History
Policy LE5 Policy states that in association with an allocation for approximately 2ha of land for employment, the development would be permitted subject to criteria including b) access to the site be provided by: i) vehicular access from

Adanac Drive ii) pedestrian and cycle access from Frogmore Lane. The allocation is also shown on Map H of the Local Plan; however this map indicates vehicular accesses (as indicated by the key) from both Adanac Drive and Frogmore Lane. Policy T3 in relation to the park and ride allocation does not specifically refer to an access point location.

8.55 On this basis, it would appear that there is an inconsistency between criterion b) of LE5 and Map H. In this context, paragraph 1.16 of the Local Plan is relevant, which indicates that in the case of a discrepancy, the written statement prevails over the proposal maps.

8.56 In addition two previous applications have been submitted limited to the provision of an access and spur road from Frogmore Lane. No wider use of the site was proposed by either application. Both schemes were allowed on appeal. In determining the appeal the Inspector made a number of relevant observations

8.57 In relation to the previous planning permission;

“Outline permission has already been granted for employment development on the western end of the Bargain Farm site and this would have been served by a dedicated access off Adanac Drive. The period for submitting reserved matters has lapsed and therefore the permission is no longer extant. Nevertheless, it is significant that the approved plans made no provision for access through the development into the wider Bargain Farm site. The decision, which post-dates adoption of the LP, is an implicit recognition that another point of vehicular access will be necessary to bring forward the remainder of the site allocation. Notwithstanding its requirement for a pedestrian and cycle access, there is nothing in planning policy to preclude a vehicular access off Frogmore Lane.”

8.58 In relation to the assessment of future applications:

“All subsequent planning applications for Bargain Farm will be required to demonstrate, firstly that the junction form is appropriate to accommodate an agreed quantum of trips and specific vehicles, and secondly that the junction and road link has appropriate capacity to accommodate such developments. This will include an assessment of whether the junction of Frogmore Lane and Brownhill Way is suitable for the number of vehicle movements being generated. Improvements to the local highway network can be secured at that stage if necessary.”

8.59 In conclusion the Inspector stated that “vehicular access is a prerequisite for enabling development on this allocated site, and therefore there would be no conflict with LP Policy COM02 in respect of policy on settlement hierarchy and development in the countryside”.

8.60 Further to the inspectors decision SCC has now resolved to grant permission for a Lidl store on the adjacent site. That store is to be accessed from the access from Frogmore Lane allowed by the Inspector. Notwithstanding the requirement in Policy LE5 there is an extant permission for access from Frogmore Lane and a clear assessment from the Planning Inspector that it is required to enable development of the site for its allocated use.

8.61 Strategic Road Network (SRN)

The application site is situated close to the junction of Brownhill Way and the M271 and as a result has been subject to consultation with Highways England. This junction was recently upgraded following the opening of the distribution centre to the northern side of Brownhill Way. Following the receipt of additional information Highways England have raised no objection to the proposed development and have confirmed that the submitted analysis can be agreed as soundly based, sufficient in scope and sufficiently accurate to conclude that the proposed development presents a minimal risk of having a severe impact on the safe and free operation of the Strategic Road Network.

8.62 SCC Highways

The application site is situated in part within the administrative boundary of SCC and close to the junction of Brownhill Way and Frogmore Lane and as a result has been subject to consultation with SCC Highways. In addition the hospital site which is to be serviced by the park and ride facility is within Southampton City.

8.63 In summary SCC Highways advice is that overall; the development will generate some additional trips within the Southampton road network and the Brownhill Way/Frogmore Lane junction as a result of development. However, the impact is at an acceptable level with the mitigation proposed and when weighed up with the benefits of providing a park and ride facility and the amount of vehicle movements this would reduce heading into the city.

8.64 With regard to the proposed public weekend use of the park and ride facility SCC Highways have further commented that;

“This proposal fits in with various SCC policies and is one of the main Transport objectives of Connected Southampton 2040 Transport Strategy (LTP4) and therefore the principle is fully supported. However, the local impact will need to be assessed and therefore a separate study was carried out. The study looks into travel trends of various users and events such as shopping visits/football match days and special events. The results indicate that Frogmore Lane/Brownhill Way junction will have minimal impact as there will be an anticipated 6 buses an hour and 10% of total vehicular trips accessing the site via this junction. Both of which will generate less than the weekday peak trips related to the development.”

8.65 HCC Highways

Following a review of the Transport Assessment (TA), Framework Travel Plan (FTP) and associated information submitted, the highway authority made initial comments on this application within a response dated 27th March 2019. Following this response, the highway authority has received four further Technical Notes (“Tech Notes”) dated 14th May 2019, 4th July 2019, 10th July 2019 and 29th October 2019.

8.66 A complete copy of the Highway Officers advice has been provided at **Appendix A** for member’s information and summarised below.

8.67 Walking and Cycling

The proposed access from Adanac Drive includes stopping up a section of the old Redbridge Lane which is used by pedestrians and cyclists as a link between Adanac Drive and Yewtree Lane/Redbridge Lane/Frogmore Lane. Following use surveys the highway authority remains of the opinion that the site access road should include provision for cyclists, either in the form of a shared use footway/cycleway (minimum width of 3m) or via dedicated cycle paths. Such provisions should form part of any reserved matters approvals.

8.68 Buses

The May Tech Note confirms that the proposed permanent Park and Ride weekday bus frequency will be the same as that currently in place for the temporary Park and Ride site. As part of the development proposal, the Applicant proposes to relocate the existing bus stop on the west side of Adanac Drive (adjacent to the temporary Park and Ride site) to a location within the vicinity of the Walnut Tree Farm Restaurant on the east side of Adanac Drive. In addition to the relocated bus stop, additional stops will be provided within the application site to serve the proposed permanent Park and Ride site and the health campus.

8.69 Subject to the provision of a robust monitoring and management plan to control bus movements from the Frogmore Lane access to prevent indiscriminate and untested movements of vehicles to/from Frogmore Lane the Highways Officer has raised no further concern.

8.70 Weekend Park and Ride Use

The revised proposals include the use of the park and ride facility for non-NHS purposes at weekends including public services to Southampton City Centre and special events such as boat shows, University open days, events at Saint Mary's Stadium and Christmas shopping. Following the receipt of further details the Highways Officer has advised that while weekend use of the proposed park and ride will increase traffic flow on Adanac Drive when compared to existing weekend flows, this is not a concern to the highway authority as weekend background flows on Adanac Drive are low and therefore increased flows resulting the proposed development are unlikely to result in a detrimental impact on safety, operation or capacity.

8.71 Trip Generation and Traffic Impact

When combining the agreed weekday trips for both the Health Campus and Park and Ride uses, the total trips generated by this Application are greater than forecast and agreed for the previous B1/B2 employment development under reference 14/00147/OUTS. The total proposed development will generate 156 more trips in the AM and 152 more trips in the PM when compared to the previous permission. This exceeds the number of trips which have been previously tested and mitigated against, by the existing junction improvements, from this parcel at Adanac Park. As a result the highways authority required further modelling to be carried out to assess the impact of additional movements on nearby junctions. That modelling has been carried out and the Highways Officers advice summarised below.

8.72 Proposed Site Access Junction

The submitted modelling shows that all arms of the proposed access junction will operate within capacity with a maximum queue of 3 vehicles during the AM peak on the Adanac Drive south arm (i.e. the queue into the site) and a maximum queue of 3 vehicles on the site access arm during the PM peak (i.e. vehicles leaving the proposed development site). The maximum delay is 31 seconds on the site access arm during the PM peak period. The highway authority is satisfied that this modelling demonstrates that the junction should operate in a satisfactory manner.

8.73 Brownhill Way/Adanac Drive Roundabout

The roundabout modelling demonstrates the junction to be within theoretical capacity with maximum queue lengths of 3 vehicles and maximum delays of 19 seconds on the Holiday Inn access arm during the AM peak. It should be noted that the modelling software considers that all exits of the junction are free-flowing and therefore any blocking back/queuing from neighbouring parts of the highway network will not be fully represented within the model results. However, as part of the development proposals, the Applicant has offered to safeguard land to the north and south of Brownhill Way which should allow for Brownhill Way between Adanac Drive and Frogmore Lane junctions to be converted into a dual carriageway which forms part of Southampton City Council's proposals for this corridor. A similar provision has been secured in relation to the adjacent food store development.

8.74 The land required at this section of Brownhill Way is exclusively within the boundary of the City Council who is in agreement with the principles of the scheme. These improvements would increase capacity on the Brownhill Way corridor which could ease existing queueing and ease vehicle movements into/out of Adanac Park during the peak periods. Without the provision of safeguarding land as offered by the Applicant, these works would likely be undelivered and therefore the provision of land, safeguarded in perpetuity, is considered suitable mitigation by the Highways Officer.

8.75 Travel Plan

The highway authority have reviewed and provided comments previously on the submitted Travel Plan. The 4th July Tech Note responded to these points and in summary, the Travel Plan text is now acceptable. The Applicant must provide an indicative cost of the identified measures to inform the bond amount that will need to be secured via a Section 106 Legal Agreement together with the necessary approval and monitoring fees.

8.76 Highways Conclusion

Highways England, HCC Highways and SCC Highways as the relevant authorities have all raised no objection to the proposed development. Subject to the required s106 obligations and conditions below the development is considered to have no significant adverse impact on highways or pedestrian safety and complies with the relevant policies of the TVBRLP.

8.77 Residential Amenities

In this instance, matters relating to privacy and amenity are to be addressed at any Reserved Matters stage once the resultant layout of the site is known. An acceptable layout will need to have regard to the dwellings permitted at Bargain Farm under application 14/00138/FULLS which are now complete and occupied. The indicative layout is considered sufficient to demonstrate that suitable separation and building heights can be achieved in order to not adversely overbear the residential dwellings nor result in adverse harm to privacy and light once the disposition of B2 uses are known and shown on the layout plan submitted at the Reserved Matters stage.

8.78 The previous permission provided for both Class B1 and B2 uses. B2 use being general industrial which could have included an assortment of activities with potential amenity impacts. Whilst this concern remains, the development for diversified and mixed uses as part of a health campus is considered to reduce the likelihood of heavy industrial users at the site. It will therefore be for the detailed design stage to demonstrate that the site can be developed in a manner that has an acceptable relationship in noise and disturbance terms.

8.79 The risk of significant impacts on amenity from a new lighting scheme is limited to the adjacent residential site. Given the uncertainty in outline schemes a condition requiring the approval an external lighting scheme has been applied.

8.80 Surface Water and Drainage

The Environment Agency designates the site as falling within Flood Zone 1 which has the lowest probability of fluvial flooding (i.e. 0.1% - a 1:1000 chance). There is therefore no objection to the development on fluvial flood risk grounds. Disposal of foul water generated by the development will require connection to the local public sewerage system which is a matter to be addressed through the relevant legislation. An application will therefore be required to Southern Water as the statutory undertaker and regulators of this legislation. It will then be for Southern Water to determine if any additional off-site sewers or improvements to existing sewers are required to provide sufficient capacity to serve the development. A condition is applied to required details of the surface water management which will be informed by the reserved matters submission. Subject to the required condition it is considered that surface water can be appropriately managed in accordance with policy E7 of the TVBRLP.

8.81 Water Efficiency

In accordance with policy E7 a condition is applied to ensure that the development achieves a level of water consumption efficiency equivalent to the BREEAM 'excellent' credit.

8.82 Planning balance

The application site is specifically allocated in the local plan under policy LE5 for the development of Class B1 and Class B2. Those uses remain part of the current proposals but a range of other activities are included to facilitate the proposed health campus. Park and ride facilities are allocated at the site under Policy T3.

- 8.83 Given that the long standing allocation and specific planning permissions have not resulted in the development of the site for the restricted uses the widening of the use classes when they are seen as part of a comprehensive re-development of Bargain Farm to facilitate the proposed health campus is considered an appropriate and justified departure from local plan policy in the interests of securing employment development.
- 8.84 The provision of employment at the site and delivery of NHS services, both at Bargain Farm and the facilitation of front line services at the hospital site, is a material consideration in favour of the development when balancing the departure from the development plan on the loss of B1/B2 floorspace envisaged by the allocation.
- 8.85 The proposed development would deliver significant economic benefits from its construction and the provision of ongoing employment opportunities which is a material consideration in favour of granting planning permission. In addition it is proposed to secure contributions to construction skills training thereby improving the skills base of residents/workers during the construction period.
- 8.86 The impact of the development on highways, protected species, archaeology and arboriculture can be suitably mitigated and controlled by obligations and conditions.

9.0 CONCLUSION

- 9.1 The location of the site in a sustainable location which benefits from an allocation in the local plan establishing the principle of employment development. Development of the site for employment use, albeit a departure from Policy LE5, would significantly contribute to the delivery of employment land identified in the TVBRLP and is considered an acceptable departure from local plan policy.
- 9.2 Details of layout, scale and landscaping of the development will need to be further considered at the reserved matters stage. Subject to the required obligations and conditions the proposed development is considered acceptable.

10.0 RECOMMENDATION

Delegate to Head of Planning and Building for completion of s106 legal agreement attached to secure:

- **Skills & Training Plan**
- **Travel Plan Obligations**
- **Secure relocation of bus stop and alterations to site accesses.**
- **Secure land to be safeguarded on Brownhill Way for highways improvements.**

Then OUTLINE PERMISSION subject to:

1. **Applications for the approval of all the reserved matters referred to herein shall be made within a period of two years from the date of this permission. The development to which the permission relates shall be begun not later than whichever is the later of the following dates:**

- i) Three years from the date of this permission: or**
- ii) Two years from the final approval of the said reserved matters, or, in the case of approval on different dates, the final approval of the last such matter to be approved.**

Reason: To comply with the provision of S.92 of the Town & Country Planning Act 1990.

- 2. Approval of the details of the layout, scale and appearance of the building(s) and the landscaping of the site (herein after called "the reserved") shall be submitted to and approved in writing by the local planning authority in writing before the development is commenced.**

Reason: To comply with Article 4 of the Town and Country Planning (General Management Procedure) (England) Development Procedure) Order 2015 (or any order revoking and re-enacting that Order).

- 3. The development hereby permitted shall be carried out in accordance with the approved plans as follows:**

001 P02

002 P02

6057-GA-002 Rev P01

6057-GA-005 Rev P01

Reason: For the avoidance of doubt and in the interests of proper planning.

- 4. No development shall take place above DPC level of the development hereby permitted unless and until a schedule of materials and finishes and samples of such materials and finishes to be used for external walls and roofs (including windows and doors) of the proposed buildings have been submitted to and approved by the Local Planning Authority and the materials so approved shall be used in the construction of the development.**

Reason: To ensure the development has a satisfactory external appearance in the interest of visual amenities in accordance with Test Valley Borough Revised Local Plan (2016) Policies E1 and LE5.

- 5. The development shall be designed and built so that it achieves a standard of water efficiency equivalent to Building Research Establishment's Environmental Assessment Method (BREEAM) 'excellent' credit required for water consumption (reference Wat 1).**

The development shall not be occupied until written evidence demonstrating that this level of water consumption would be achieved for the development has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of improving water usage efficiency in accordance with policy E7 of the Test Valley Borough Revised Local Plan 2016.

Note: Evidence of a suitable BREEAM certificate or written evidence by a suitably qualified professional as to the level of water consumption would both be potentially appropriate forms of submission.

- 6. No development shall take place (other than any approved demolition and site clearance works) until an assessment of the nature and extent of any contamination and a scheme for remediating the contamination has been submitted to and approved in writing by the Local Planning Authority. The assessment shall be undertaken by a competent person, and shall assess the presence of any contamination on the site, whether or not it originates on the site. The assessment shall comprise at least a desk study and qualitative risk assessment and, where appropriate, the assessment shall be extended following further site investigation work. In the event that contamination is found, or is considered likely, the scheme shall contain remediation proposals designed to bring the site to a condition suitable for the intended use. Such remediation proposals shall include clear remediation objectives and criteria, an appraisal of the remediation options, and the arrangements for the supervision of remediation works by a competent person. The site shall not be brought in to use until a verification report, for the purpose of certifying adherence to the approved remediation scheme, has been submitted to and approved in writing by the Local Planning Authority.**

Reason: To ensure a safe living/working environment in accordance with Test Valley Borough Revised Local Plan 2016 policy E8.
- 7. No development shall take place (other than any approved demolition and site clearance works) unless or until a Traffic & Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The Traffic & Environmental Management Plan shall cover the control of noise, dust and details of the vehicle cleaning measures proposed to prevent mud and spoil from vehicles leaving the site during the demolition, site preparation and construction phases of development. It shall also include full details of the layout for the parking and manoeuvring onsite of contractor's and delivery vehicles during the construction period and the routing of construction traffic to and from the site. Work shall be undertaken in accordance with the approved Construction Environmental Management Plan for the relevant Development Parcel.**

Reason: In the interests of local amenities and of neighbouring properties in accordance with Test Valley Borough Revised Local Plan 2016 policies E8 and LWH4 and in the interest of highway safety in accordance with policy T1.
- 8. The Park & Ride Facility hereby permitted shall not be brought into use until a Management Plan for the proposed bus control features within the site has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented before first use of the park and ride facility and retained in perpetuity.**

Reason: In the interests of highway safety in accordance with Test Valley Borough Revised Local Plan (2016) Policy T1.

9. Any individual unit shall be limited to a maximum of 10000 sqm of internal floor space.
Reason: To ensure the vehicle movements do not exceed the mitigated levels in the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policies T1 and LE5.
10. The use of the park and ride facility hereby permitted shall be restricted to the hours between 06:00 and 22:00. No overnight parking shall take place unless otherwise agreed in writing by the Local Planning Authority.
Reason: In order that use does not result in additional vehicular trips that have not been assessed or mitigated in accordance with Test Valley Borough Revised Local Plan Policy T1.
11. The Park & Ride Facility hereby permitted shall not be brought into use until a Management Plan for the operation of the facility has been submitted to and approved in writing by the Local Planning Authority. The Management Plan shall include details of the;
- park and ride bus service provision
 - permit system
 - weekend operation
 - bus operation
 - travel plan integration and monitoring
- Operation of the park and ride facility shall be in accordance with the approved details.
Reason: In the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policy T1.
12. No development shall take place (including site clearance within the application site/area indicated red, until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological work, in accordance with a written brief and specification for a scheme of investigation and mitigation, which has been submitted by the developer and approved in writing by the Local Planning Authority
Reason: The site is potentially of archaeological significance in accordance with Test Valley Borough Revised Local Plan (2016) Policy E9.
13. Prior to commencement, a detailed drawing identifying the location and specification of bird, bat, reptile and invertebrate mitigation and enhancement measures, as well as details of the areas of wildflower planting including extent, seed mix, establishment method and long term management, shall be submitted to and approved in writing by the Local Planning Authority. Development shall subsequently proceed with any such approved details, with the enhancement features being permanently retained and managed in accordance with the approved plan.
Reason: To avoid impacts to protected species and to conserve and enhance biodiversity in accordance with Policy E5 of the Test Valley Revised Local Plan 2016.

14. **Landscape and highways improvement buffers zones shall be provided in substantial accordance with plans P0856-ADAN-ONE-XX-ZZ-SK-A-0010 (P04) and P0856-ADAN-ONE-XX-ZZ-SK-A-0014 (P01).**

Reason: In order to ensure that adequate landscape buffer and land for highways improvements is provided in the interests of the character of the site and highways safety in accordance with Policies E2 and T1 of the Test Valley Revised Local Plan 2016.

15. **No development shall commence on site (other than any approved demolition and site clearance works) until full details of the proposed means of foul and surface water sewerage disposal have been submitted to and agreed in writing by the Local Planning Authority in consultation with Southern Water. The scheme shall subsequently be implemented in accordance with the agreed details before the first occupation of the first building.**

Reason: To ensure sure proper management of surface water in accordance with policy E7 of the Test Valley Borough Revised Local Plan 2016.

16. **Details of any external noise-generating fixed plant associated with B2, B1b and B1c uses shall be submitted to and approved in writing by the Local Planning Authority prior to there installation. Any plant installed shall be in accordance with the approved details.**

Reason: In the interests of local amenities and of neighbouring properties in accordance with policy E8 of the Test Valley Borough Revised Local Plan 2016.

17. **Work relating to the construction of the development hereby approved, including deliveries, collections or works of demolition or preparation prior to construction operations, shall only take place between the hours of 07.30 - 18.00 on Mondays to Fridays; between the hours of 08.00 - 13.00 on Saturdays; and at not all on Sundays and Public Holidays.**

Reason: In the interests of local amenities and of neighbouring properties in accordance with policy E8 of the Test Valley Borough Revised Local Plan 2016.

18. **Prior to occupation of the site, a full Travel Plan in accordance with the Framework Travel Plan submitted as part of the application, shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the highway authority. The agreed travel plan shall thereafter be adhered to in full unless otherwise agreed by the Local Planning Authority.**

Reason: To ensure that provision is made to support and promote the use of sustainable transport in accordance with Policy T1 of the Test Valley Borough Revised Local Plan (2016).

19. **Any D1 and B8 use shall be limited to medical/health uses and for no other use falling within Class D1 or B8 of the Town and Country Planning (Use Classes) Order 1987 (as amended).**

Reason: To ensure the retention of employment uses on site and to ensure that vehicle movements and parking do not exceed the mitigated levels in the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policies LE5, LE10, T1 and T2.

- 20. Any A1 and/or A3 use shall be limited to a maximum of 500 sqm of internal floor space.**

Reason: To ensure the retention of employment uses on site and to ensure that vehicle movements and parking do not exceed the mitigated levels in the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policies LE5, LE10, T1 and T2.

- 21. Any C2 use shall be limited to accommodating a maximum of 85 persons.**

Reason: To ensure the retention of employment uses on site and to avoid impacts to protected species and to conserve and enhance biodiversity in accordance with Test Valley Borough Revised Local Plan Policies LE5, LE10 and E5.

Notes to applicant:

- 1. The development hereby permitted shall be carried out and completed strictly in accordance with the submitted plans, specifications and written particulars for which permission is hereby granted or which are subsequently submitted to, and approved in writing by, the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.**
 - 2. In reaching this decision Test Valley Borough Council (TVBC) has had regard to the National Planning Policy Framework and takes a positive and proactive approach to development proposals focused on solutions. TVBC work with applicants and their agents in a positive and proactive manner offering a pre-application advice service and updating applicants/agents of issues that may arise in dealing with the application and where possible suggesting solutions.**
 - 3. The applicant/developer should enter into a formal agreement with Southern Water to provide necessary sewerage infrastructure required to service this development. The applicant/developer should contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire, SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk in order to progress the required infrastructure.**
 - 4. A formal application for connection to the water supply is required in order to service this development. The applicant/developer should contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire, SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk in order to progress the connection.**
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Appendix A

**Planning and Building Service
Test Valley Borough Council
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Andover
SP10 3AJ**

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

Tele: 0845 603 5638 (General Enquiries)
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<i>Enquiries to</i>	David Earl	<i>My reference</i>	6/3/4/30 (DEF 026697)
<i>Direct Line</i>	01962 847386	<i>Your reference</i>	19/000374/OUT
<i>Date</i>	7 th November 2019	<i>Email</i>	david.earl@hants.gov.uk

For the attention of Mr Paul Goodman

Dear Sir / Madam,

Development of a park and ride car park (maximum 1,000 spaces) with associated infrastructure (sui generis). Development of Health campus (maximum 12,000 sq m GIA) comprising B1 (business) and B2 (general industrial) uses; hospital, nursing home and residential education and training centre uses (C2); clinic, health centre, consulting room, day centre and non-residential education and training centre uses (D1); up to 500 sq m GIA of retail and restaurant and cafe (A1 and A3) uses; storage and distribution (B8) uses where directly related to the health and medical sectors. Access, landscaping, car parking and associated works. Outline (all matters reserved save for primary means of vehicular access) at Land at Bargain Farm, Adanac Drive, Nursling.

Thank you for the opportunity to comment on the above application. The Applicant is seeking outline planning permission for a Health campus and permanent park and ride facility to serve Southampton General Hospital on a plot known as "AP7" at Adanac Park. The proposed permanent park and ride would replace the existing temporary park and ride facility located to the west of Adanac Drive which was permitted previously by the Local Planning Authority ("LPA") under 18/01391/FULLS.

Following a review of the Transport Assessment (TA), Framework Travel Plan (FTP) and associated information submitted, the highway authority made initial comments on this application within a response dated 27th March 2019. Following this response, the highway authority has received four further Technical Notes ("Tech Notes") dated 14th May 2019, 4th July 2019, 10th July 2019 and 29th October 2019. The May 2019 Tech Note has been reviewed and commented on previously and the July and October 2019 Tech Notes

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

have now been reviewed and the highway authority wish to make the following comments.

It should be noted that as part of the July and October Tech Notes, the applicant is now proposing weekend use of the permanent park and ride facility for non-NHS purposes which is discussed below.

Policy

The Tech Notes compare the proposed development to the Test Valley Access Plan and Cycle Strategy and Network policies together with national planning policy which provides a sufficient review of these policies. It is noted that the Applicant will provide cycling facilities at the site in line with the Cycle Strategy and Network policy and that the aims of the Test Valley Access Plan will be supported by the provision of a Travel Plan at the site.

Walking and Cycling

The proposed access from Adanac Drive includes stopping up a section of the old Redbridge Lane which is used by pedestrians and cyclists as a link between Adanac Drive and Yewtree Lane/Redbridge Lane/Frogmore Lane. The highway authority previously sought an understanding of the current level of use of this link in order to determine whether the partial stopping up was acceptable in terms of its impact on existing users. The May 2019 Tech Note provided a summary of the pedestrian and cycle survey results in the main text with the full survey data presented at Appendix C. The surveys were undertaken for a four-day period between Thursday 14th February 2019 and Sunday 17th February 2019 inclusive for 12-hour periods covering 0700-1900 on each day. During the survey period, Thursday and Friday recorded totals of 103 and 100 two-way pedestrian and cycling movements respectively with fewer movements recorded on the Saturday and Sunday (50 and 72 pedestrian and cycling two-way movements respectively). Given the current level of use established through the survey, the proposed shortening of the old Redbridge Lane in order to facilitate the site access is deemed acceptable and is consistent with the earlier access proposal for application 14/00147/OUTS and the indicative vehicular access location on Local Plan Policy Map H. Pedestrian and cycle crossings of the proposed access road/junction are shown on drawing 6057-GA-002 P01 in order to facilitate north-south pedestrian and cycle movements on Adanac Drive and old Redbridge Lane which is acceptable in principle.

The Applicant was requested to consider whether a second pedestrian/cycle crossing - at the point where the proposed access road crosses the old Redbridge Lane - was achievable with the proposed access design. This was requested in order to provide a crossing of the proposed access road on the current desire line of old Redbridge Lane. The 4th July Tech Note explains that this provision has been considered however due to the existing level of use of old Redbridge Lane (established via the surveys), a further crossing at this location is not required as the "site access proposed along Adanac Drive, provides appropriate crossing facilities at the junction". The highway authority is satisfied that this point has been considered by the applicant and crossing provisions are provided at the site access junction with Adanac Drive.

The "Proposed Footway/Cycleway Crossing" islands at both the new access and on Adanac Drive must be a minimum of 2.5m in width in order to

accommodate cycles. This matter can be picked up at the detailed design stage, should this Application be granted permission.

The highway authority remains of the opinion that the site access road should include provision for cyclists, either in the form of a shared use footway/cycleway (minimum width of 3m) or via dedicated cycle paths. Such provisions should form part of any reserved matters approvals.

Buses

The May Tech Note confirms that the proposed permanent Park and Ride weekday bus frequency will be the same as that currently in place for the temporary Park and Ride site. A timetable is provided within the Tech Notes which includes both the regular Bluestar 17 service (which operates between Adanac Park and Weston) with additional buses contracted directly by the Applicant between 0705-0905 and 1605-1805 which provides a 10-minute frequency during these periods to accommodate Hospital staff movements

As part of the development proposal, the Applicant proposes to relocate the existing bus stop on the west side of Adanac Drive (adjacent to the temporary Park and Ride site) to a location within the vicinity of the Walnut Tree Farm Restaurant on the east side of Adanac Drive. In addition to the relocated bus stop, additional stops will be provided within the application site to serve the proposed permanent Park and Ride site and the health campus.

The highway authority previously outlined the requirement to agree the proposed bus stop provision at this time given that the relocation will involve works on the highway which will need to be secured via a Section 106 legal agreement should this Application be granted planning permission. Within the further information submitted by the Applicant, a plan (6057-GA-013 Rev P02) has been provided to which shows the proposed location of the bus stop between the access existing pub/restaurant off Adanac Drive and the proposed access for this Application. It has also been demonstrated within the same plan that existing visibility splays from the pub/restaurant will not be impacted by the proposal. The delivery of these works will need to be secured with a Section 106 Legal Agreement and an appoint trigger for delivery will need to be agreed.

With respect to the proposed bus only traffic management feature within the Application site, the Applicant proposes within the July Tech Notes that the detailed design of this feature can be resolved via an appropriate planning condition. The 10th July Tech Note considers the control features however it is unclear at this time whether the features could be adopted by the highway authority. Therefore, a robust monitoring and management plan would be required including contingency plans should the measures fail in order to prevent indiscriminate and untested movements of vehicles to/from Frogmore Lane. It is recommended that the provision of such a plan and the monitoring strategy is secured via condition.

Weekend Park and Ride Use

The July Tech Notes included comments outlining the aspiration of using the proposed Park and Ride facility for non-NHS purposes at weekends including public services to Southampton City Centre and special events such as boat shows, University open days, events at Saint Mary's Stadium and Christmas

shopping. The highway authority has raised previously that such a use was not mentioned within the original TA and therefore further assessments were necessary to demonstrate the impact of the proposed weekend use. The Applicant has provided further information on this point via the 10th July Tech Note and subsequent further note.

In order to forecast the likely demand for weekend use of the proposed park and ride, the Applicant has first interrogated survey data from the existing West Quay City Centre car park to determine the current parking demand in Southampton. The data shows that for the City Centre car park, the peak arrival time is between 0800-0900 and peak departures occur between 1600-1700. The Applicant has subsequently manually adjusted this data to provide a forecast for the arrival and departure profiles at the proposed development, a summary of the adjustments is provided below –

- Arrival profiles have been made 1 hour earlier at the proposed park and ride to account for the additional travel time required to reach the City Centre. This also reflects the assumption that users of the proposed park and ride would likely stay in the City Centre for longer and therefore are likely to arrive earlier.
- Departure profiles have been moved forward 1 hour to account for longer stays and the requirement for individuals to get a bus back to their vehicles.
- It has been assumed that no trips will depart the park and ride until 1 hour after opening (0700) as individuals undertaking such short and early trips will likely seek parking in the City Centre. It has also been assumed that there will be no arrivals at the park and ride 2 hours before it closes (1900) as individuals undertaking such short and late trips will also seek parking in the City Centre.
- Once the car park reaches capacity, individuals will continue into the City Centre rather than use the proposed park and ride – it is suggested that signage will warn drivers when capacity is reached.
- Once full capacity has been reached, it is assumed that spaces will become filled as soon as they are vacated which is unlikely to occur in practice, particularly later in the afternoon.

Using the above methodology, the Applicant forecasts that there will be 2,174 arrivals and 2,174 departures between 0700-1900 on weekends as a “worst-case” scenario. The main arrival peak period is between 0800-1030 with a secondary, smaller arrival peak between 1400-1500 which coincides with the departure of the earlier arrivals. The peak departures occur at 1730 which coincides with the surveyed West Quay peak departure at 1630.

It is pertinent to note that these trips are not considered to be “new” trips on the wider highway network as these journeys would ordinarily travel into the City Centre to park but instead will divert to the proposed park and ride site. To measure the impact that these trips will have on the local road network (predominantly Brownhill Way and Adanac Drive), it is assumed that 90% of the traffic accessing the proposed park and ride site will be drawn from the north and south west of the City and access the site from M271 Junction 1 via Brownhill Way with the remaining 10% of traffic routing from the east via Romsey Road and Brownhill Way.

With regard to predicting the impact of the proposed weekend use of the park and ride site, the above trip generation and distribution forecasts have been added to traffic flow data for the Brownhill Way/Adanac Drive roundabout, Adanac Drive roundabout (adjacent to Ordinance Survey), M271 Junction 1 roundabout and the Brownhill Way/Frogmore Lane signalised junction. This allows comparisons to be made between the forecast weekend traffic flows and the weekday flows at the same junctions under a future year scenario of 2022 (which is assumed to be the year of opening for the proposed development). Under the 2022 scenario at the Adanac Drive roundabout, it can be seen that the weekend combined proposed park and ride and background traffic flows are lower on Brownhill Way when compared to the weekday flows during the peak periods. While weekend use of the proposed park and ride will increase traffic flow on Adanac Drive when compared to existing weekend flows, this is not a concern to the highway authority as weekend background flows on Adanac Drive are low and therefore increased flows resulting the proposed development are unlikely to result in a detrimental impact on safety, operation or capacity.

Status of Access Road

Notwithstanding the above comments regarding adoption of the bus control features, it is noted that the access road will be built to an adoptable standard, guidance on these standards and best practice can be seen here - www.hants.gov.uk/transport/developers/constructionstandards. An appropriate Private Management Plan will be necessary to deal with any future issues.

Health campus Trip Generation and Distribution

The highway authority previously raised concerns with respect to the utilisation of a B1(a) office trip rate across the entire site as it was originally understood that the Health campus would include a range of land uses including out-patient services together with other patient services/clinics. The concern therefore was that the actual arrival/distribution profile of trips across a typical day would likely differ from a typical office. During a meeting between the Applicant, the highway authority, Southampton City Council, Test Valley Borough Council and Highways England, the Applicant confirm that the site is very unlikely to include any direct patient services and is more likely to include high-tech medical research and development type uses which are more akin in terms of trip generation to an office. On this basis, and subject to suitable controls to limit the total D1 floorspace at the site, the highway authority in principle could accept the use of a B1(a) trip rate across the total floorspace for the development. The 4th July Tech Note provides a Table at 2.21 and for clarity, the B1a trip rate agreed for this application is shown under the "Health Campus – Trip Rates (per 100sqm) as per HCC advise" row being 1.774 two-way AM and 1.508 two-way PM. Using these trip rates, the health campus (**excluding the park and ride**) is forecast to generate 213 two-way trips during the AM peak period and 181 two-way trips during the PM peak period. The below Table provides a comparison between the agreed trip rates (**excluding the park and ride**) detailed above and the agreed trip forecast for the earlier 14/00147/OUTS application.

Application	All Vehicle Trips					
	Weekday AM Peak (0800-0900)			Weekday PM Peak (1700-1800)		
	In	Out	Total	In	Out	Total
14/00147/OUTS "AP7" Application	194	41	235	29	158	187
19/000374/OUT Health Campus (excluding the park and ride)	195	18	213	13	168	181
Difference	+1	-23	-22	-16	+10	-6

Table 1 – Trip difference between 14/00147/OUTS and Health Campus (**excluding the park and ride**) applications.

Table 1 shows that the Health Campus element of the Application is forecast to generate fewer total trips during the peak periods than the earlier 14/00147/OUTS AP7 Application.

It should be noted that the above trip rates utilised to support the current Application are based on B1(a) units up to 10,000m² and in order for the highway authority to agree these rates for Adanac North, a condition was applied by the LPA that restricted individual units to a maximum of 10,000m² floor area. This is because TRICS shows single B1(a) units with floor areas of greater than 10,000m² generate more trips per unit of floor area. As these trip rates have been replicated for this application, a similar condition will be recommended by the highway authority.

With respect to the distribution for the trips generated by the proposed health campus, the Applicant has used a methodology utilising Census 2011 Journey to Work data which is generally accepted. The resulting east/west forecast distribution of vehicular trips to the site from the Brownhill Way/Adanac Drive roundabout is 24.6% to/from the east (Southampton via Brownhill Way) and 75.4% to/from the west (M271 Junction 1) which appears consistent with earlier applications for similar uses at Adanac Park and is therefore agreed.

Weekday Park and Ride Trip Generation and Distribution

The proposed park and ride trip rates for weekday use are the same as those agreed for the temporary park and ride site to the west of Adanac Drive. While this would appear appropriate, these trip rates are only accepted on the basis of similar controls being conditioned to limit the use of the park and ride to staff employed by University Hospital Southampton NHS Trust only and to limit its impact during the peak periods and no overnight parking.

Combined Trip Generation and Traffic Impact

When combining the agreed weekday trip trips for both the Health Campus and Park and Ride uses, the total trips generated by this Application are greater than those forecast and agreed for the previous B1/B2 14/00147/OUTS Application. The Table below shows a comparison between these trip forecasts.

Application	All Vehicle Trips					
	Weekday AM Peak (0800-0900)			Weekday PM Peak (0800-0900)		
	In	Out	Total	In	Out	Total
Combined Health Campus + Park and Ride Trips	372	18	390	13	326	339
14/00147/OUTS Trips (including HGVs)	194	41	234	29	158	187
Difference	+178	-23	+156	-16	+168	+152

Table 2 – Trip difference between 14/00147/OUTS and Health Campus (including the park and ride) applications.

As can be seen in the Table above, the total proposed development will generate 156 more trips in the AM and 152 more trips in the PM when compared to the previous 14/00147/OUTS Application at AP7. This exceeds the number of trips which have been previously tested and mitigated against from this parcel at Adanac Park. On that basis, the Applicant has undertaken further modelling for the proposed site access and the Brownhill Way/Adanac Drive roundabout which is presented within the October 2019 Tech Note. The modelling incorporates agreed traffic flows for the background traffic, other committed developments at Adanac Park and the above proposed development traffic flows and uses the above agreed distribution of trips (75% to/from M271 Junction 1 and 25% from Brownhill Way to the east). A breakdown of how the traffic flows have been derived is detailed in Section 2 of the October Tech Note which the highway authority agrees as robust. The modelling results for both the site access and the Brownhill Way/Adanac Drive roundabout is described below. Modelling has previously been provided for the M271 Junction 1 and Brownhill Way/Lower Brownhill Way/Frogmore Lane junction which should be reviewed by Highways England and Southampton City Council respectively.

Proposed Site Access Junction

The Tech Note provides a summary of the modelling undertaken for the proposed site junction under the 2024 background traffic + committed development traffic + development traffic scenario. The summary shows that all arms of the proposed access junction will operate within capacity under this scenario with a maximum queue of 3 vehicles during the AM peak on the Adanac Drive south arm (i.e. the queue into the site) and a maximum queue of 3 vehicles on the site access arm during the PM peak (i.e. vehicles leaving the proposed development site). The maximum delay is 31 seconds on the site access arm during the PM peak period. The highway authority is satisfied that this modelling demonstrates that the junction should operate in a satisfactory manner should the development come forward.

Brownhill Way/Adanac Drive Roundabout

The Tech Note provides modelling for this roundabout under the following scenarios –

- 2019 base model – this includes a queue length validation exercise using surveyed queue length data obtained by the Applicant. While the modelling queue lengths correlate with the observed queues from the surveys, it is acknowledged by the Tech Note that existing queues occur on Brownhill Way during the weekday peak periods.
- 2024 background flows + committed development flows – this is in accordance with the agreed traffic flows and distribution.
- 2024 background flows + committed development flows + proposed development flows – this is in accordance with the agreed traffic flows and distribution.

Under all scenarios, the roundabout modelling demonstrates the junction to be within theoretical capacity with maximum queue lengths of 3 vehicles (Brownhill Way west during AM peak and Adanac Drive during PM peak) and maximum delays of 19 seconds on the Holiday Inn access arm during the AM peak. It should be noted that the modelling software considers that all exits of the junction are free-flowing and therefore any blocking back/queuing from neighbouring parts of the highway network will not be fully represented within the model results. However, as part of the development proposals, the Applicant has offered to safeguard land to the north and south of Brownhill Way which should allow for Brownhill Way between Adanac Drive and Frogmore Lane junctions to be converted into a dual carriageway (the land is shaded green on submitted plan P0856-ADAN-ONE-XX-ZZ-SK-A-0014 RevP01) which forms part of Southampton City Council's proposals for this corridor. It should be noted that the land required, and this section of Brownhill Way is exclusively within the boundary of the City Council and it is understood that the City Council are in agreement with the principles of the scheme. If delivered, these improvements are likely to increase capacity on the Brownhill Way corridor which could ease existing queueing and ease vehicle movements into/out of Adanac Park during the peak periods. Without the provision of safeguarding land as offered by the Applicant, these works would likely be undelivered and therefore the provision of land, safeguarded in perpetuity, is considered suitable mitigation by the highway authority. The land will need to be suitably identified and secured for future highway improvements within a Section 106 Legal Agreement should this Application be granted planning permission.

Travel Plan

The highway authority have reviewed and provided comments previously on the submitted Travel Plan. The 4th July Tech Note responded to these points and in summary, the Travel Plan text is now acceptable. The Applicant must provide an indicative cost of the identified measures to inform the bond amount that will need to be secured via a Section 106 Legal Agreement together with the necessary approval and monitoring fees should this Application be permitted.

Recommendation

The highway authority raises no objection to this application subject to the following obligations and conditions.

Obligations

To enter into a Section 106 Legal agreement to secure the following obligations-

- Provision of a full Travel Plan together with costed bond, approval and monitoring fees to be based on the agreed Framework Travel Plan.
- To safeguard in perpetuity the land highlighted on plan P0856-ADAN-ONE-XX-ZZ-SK-A-0014 Rev P01 for the purposes of highway improvements in the area.
- Highways works on Adanac Drive to relocate the existing bus stop as shown in principle on plan 6057-GA-013 Rev P02.

Conditions

- No development hereby permitted shall commence until a Construction Traffic Management Plan, to include details of provision to be made on site for contractor's parking, construction traffic access, the turning of delivery vehicles within the confines of the site, lorry routeing and a programme of works has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction

Reason: In the interests of highway safety.

- Full details of the vehicle cleaning measures proposed to prevent mud and spoil from vehicles leaving the site shall be submitted in writing to the Local Planning Authority for written approval prior to the commencement of the development. The approved measures shall be implemented before the development commences. Once the development has been commenced, these measures shall be used by all vehicles leaving the site and maintained in good working order for the duration of the development. No vehicle shall leave the site unless its wheels have been cleaned sufficiently to prevent mud and spoil being carried on to the public highway.

Reason: In the interests of highway safety.

- No individual unit shall exceed 10,000 sqm.

Reason: To ensure the vehicle movements do not exceed the forecast levels in the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policies T1 and LE6(b).

- No development hereby permitted shall be occupied until a Management Plan for the proposed bus control features within the site has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented before any part of the development hereby permitted is occupied and retained in perpetuity.

Reason: In the interests of highway safety and operation.

- Overnight parking at the park and ride facility shall not occur as no outbound AM peak period vehicular trips have been presented, assessed or mitigated.

Reason: In the interests of highway safety.

- The development must not exceed the peak traffic period staff trips presented in the Transport Assessment. Staff shift patterns must be provided to the Local Planning Authority on request.

Reason: In the interests of highway safety.

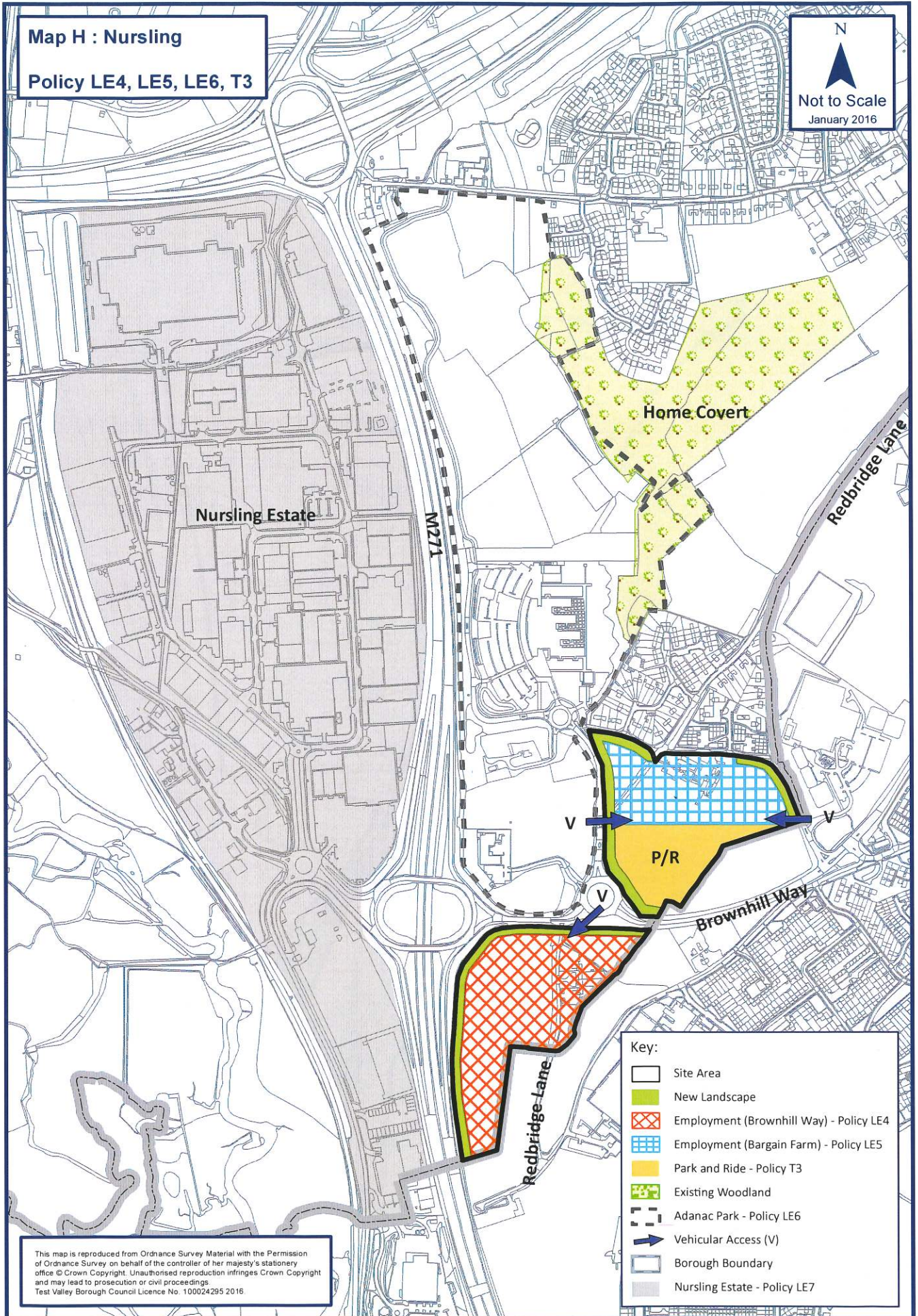
- The development shall not be occupied until the park and ride bus service provision has been submitted to and approved in writing by the Local Planning Authority. The agreed bus service shall be maintained for the duration of the park and ride operation.

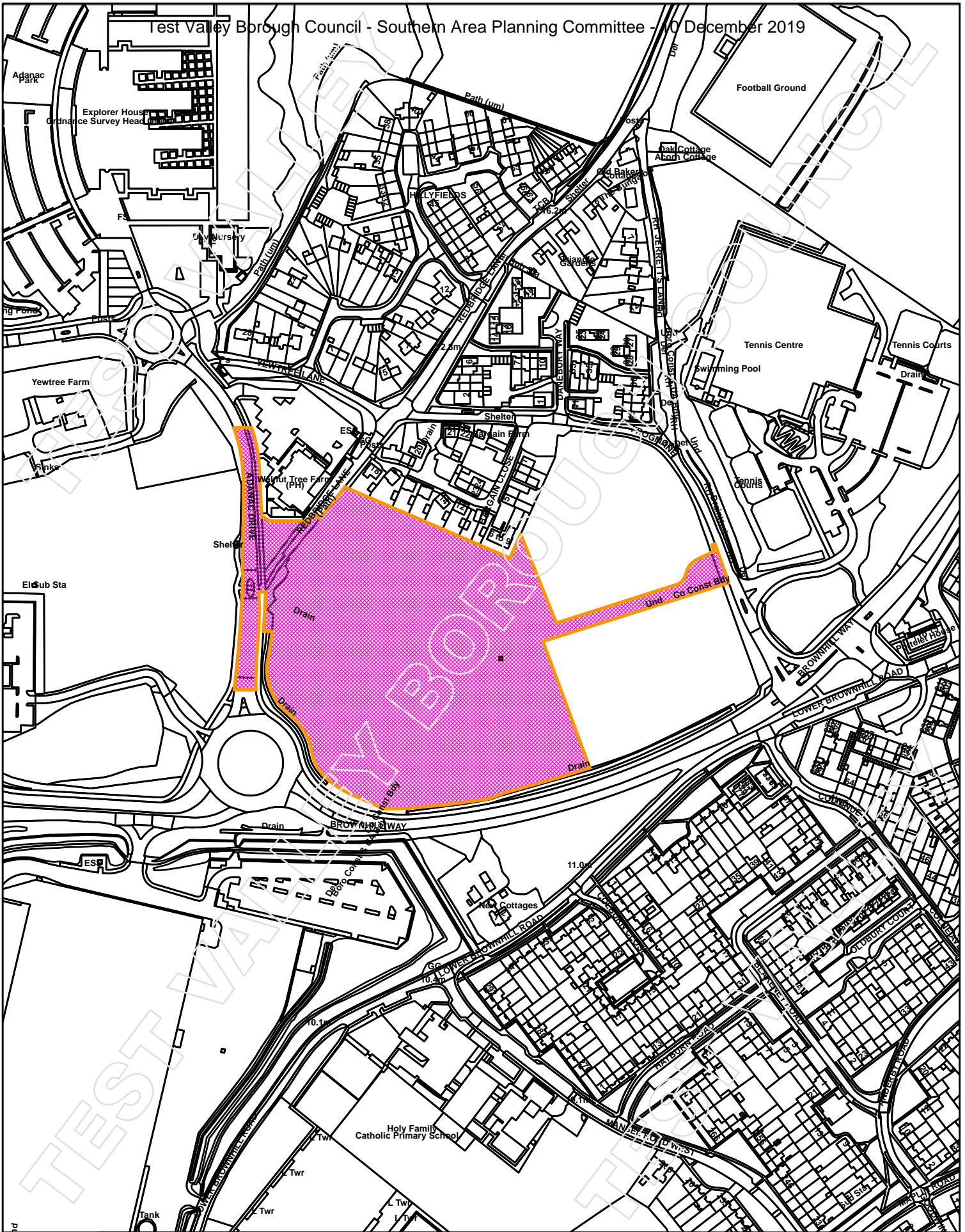
Reason: In the interests of highway safety.

I trust that the above is clear but I would ask you not to hesitate to contact David Earl on the above number should you wish to discuss anything further.

Yours faithfully,

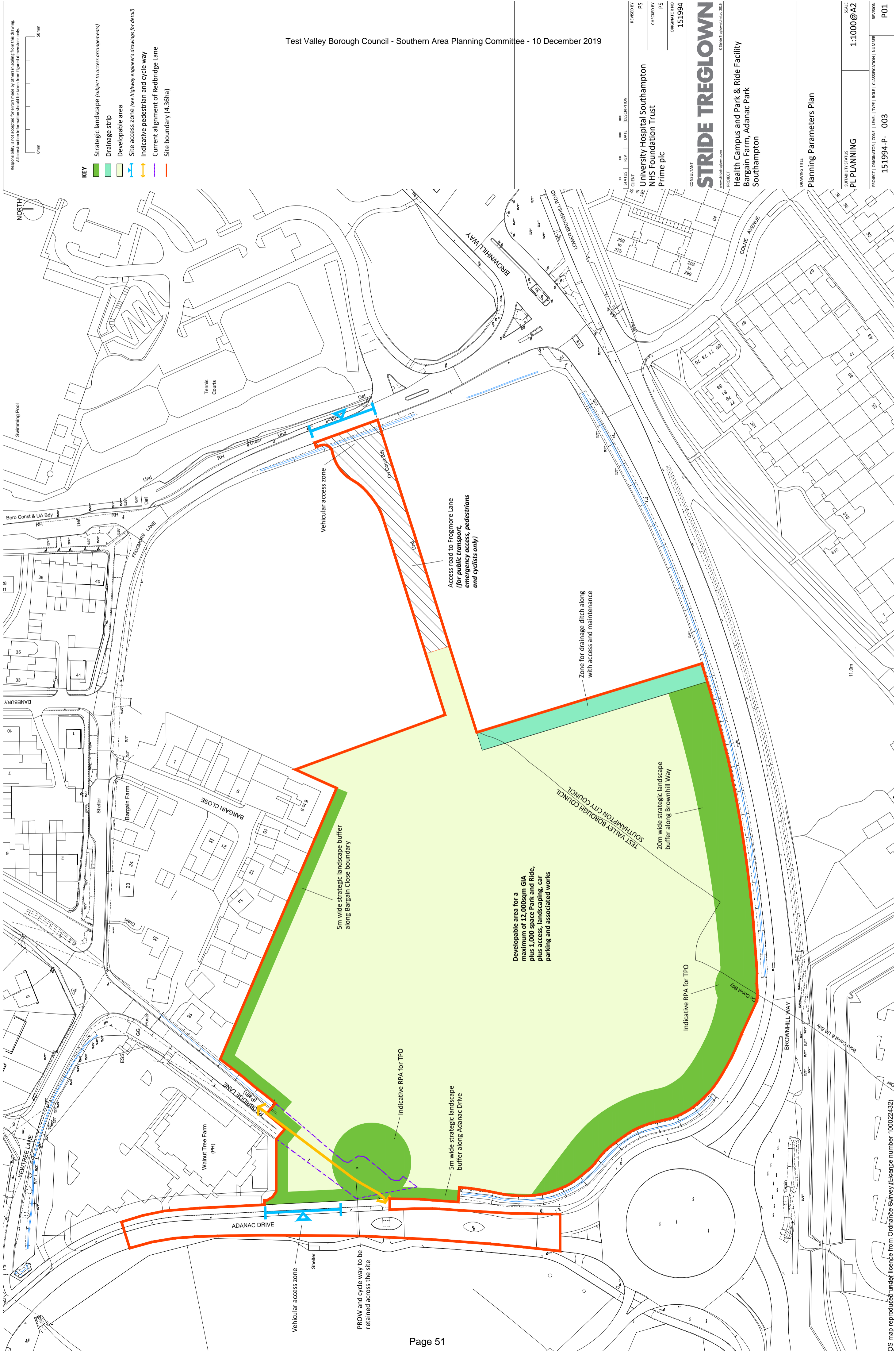
Stuart Morton
Team Leader – Highways Development Planning





Siteplan





- KEY**
- Strategic landscape (subject to access arrangements)
 - Drainage strip
 - Developable area
 - Site access zone (see highway engineer's drawings for detail)
 - Indicative pedestrian and cycle way
 - Current alignment of Redbridge Lane
 - Site boundary (4.36ha)

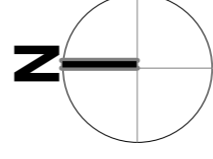
Responsibility is not accepted for errors made by others in calling from this drawing. All construction information should be taken from figured dimensions only.

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CHECKED BY	PS
ORIGINATOR NO	151994
CLIENT	University Hospital Southampton
DESCRIPTION	NHS Foundation Trust Prime plc

STRIDE TREGLOWN
 CONSULTANT
 www.stride-treglown.com
 PROJECT
 Health Campus and Park & Ride Facility
 Bargain Farm, Adanac Park
 Southampton

DRAWING TITLE	Planning Parameters Plan
SUITABILITY STATUS	PL PLANNING
SCALE	1:1000@A2
REVISION	151994-P- 003
PROJECT ORIGINATOR / ZONE / LEVEL / TYPE / ROLE / CLASSIFICATION / NUMBER	



DO NOT SCALE
THIS DRAWING IS A SKETCH CONCEPT DESIGN
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DESIGNER
ONE Creative Environments Ltd
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University Foundation NHS Trust
Tel: +44 (0) 1905 302300
Email: reception@nhs.uk



PROJECT NUMBER
P0856
PROJECT TITLE
Adanac Park

DRAWN BY:	POSITION:	DATE:
Matt Tebbatt	Managing Director	20/11/2019
CHECKED BY:	POSITION:	DATE:
Crisp Widding	Associate Director	27/11/2019
APPROVED BY:	POSITION:	DATE:
Crisp Widding	Associate Director	27/11/2019

Illustrative Site Masterplan Health Campus at BARGAIN FARM

DRAWING STATUS
S1 - Issued for co-ordination

SCALE
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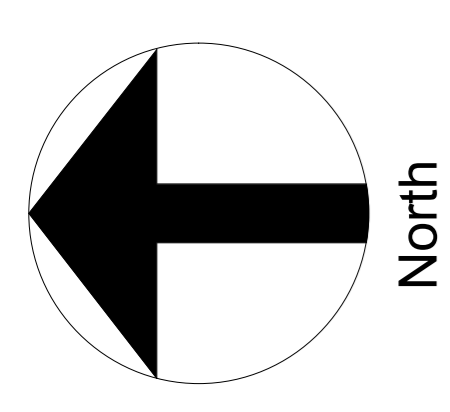
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DRAWING NUMBER
ADAN-ONE-ZZ-XX-DR-A-0012 (P06)

REVISION
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REV	DESCRIPTION	DATE	BY
R01	FIRST ISSUE	24/10/2019	MT

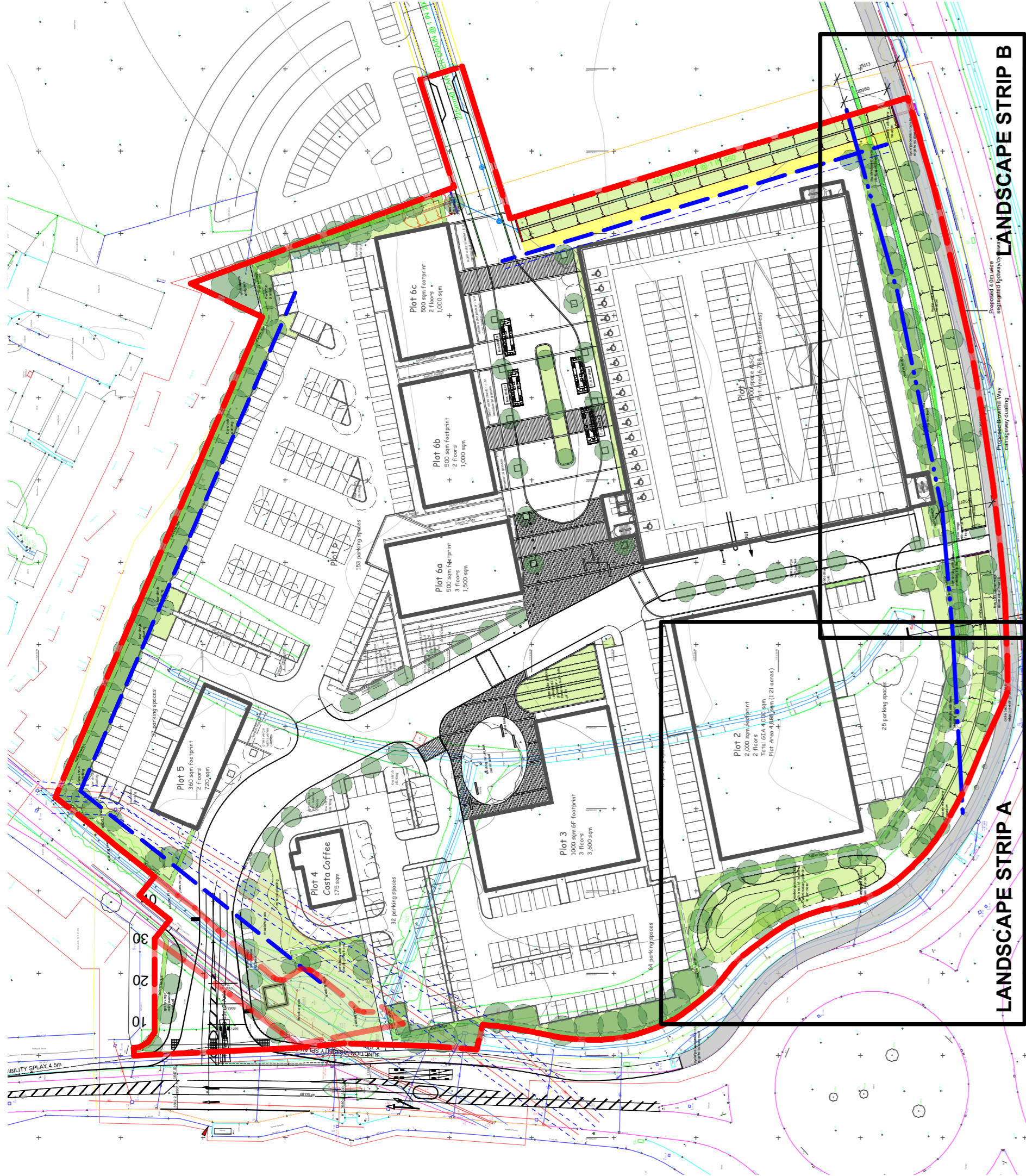


CLIENT
Southampton NHS
University Foundation NHS Trust
PRIME

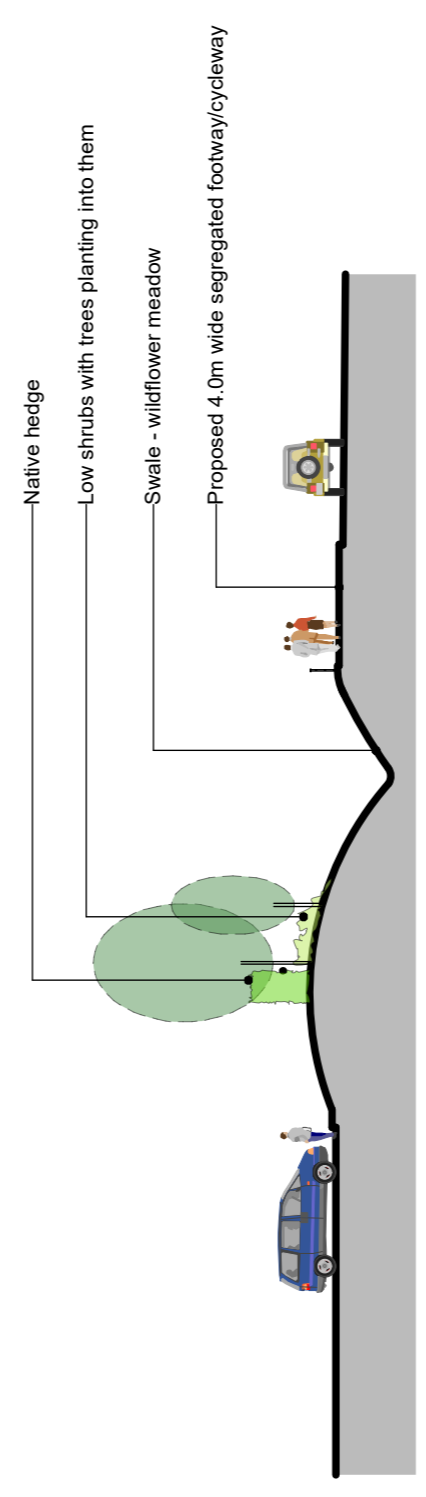
DRAWN BY:	MT	POSITION:	Architect	DATE:	26/09/19
CHECKED BY:	Craig Wadding	POSITION:	Associate Director	DATE:	29/10/2019
APPROVED FOR ISSUE BY:	Craig Wadding	POSITION:	Associate Director	DATE:	29/10/2019

DRAWING TITLE
**Illustrative Site Masterplan
Landscape Strip**

SCALE: 1:250/1000
DRAWING SIZE: A1
DRAWING NUMBER
P0856-ADAN-ONE-XX-ZZ-SK-A-0014 (P01)
REVISION



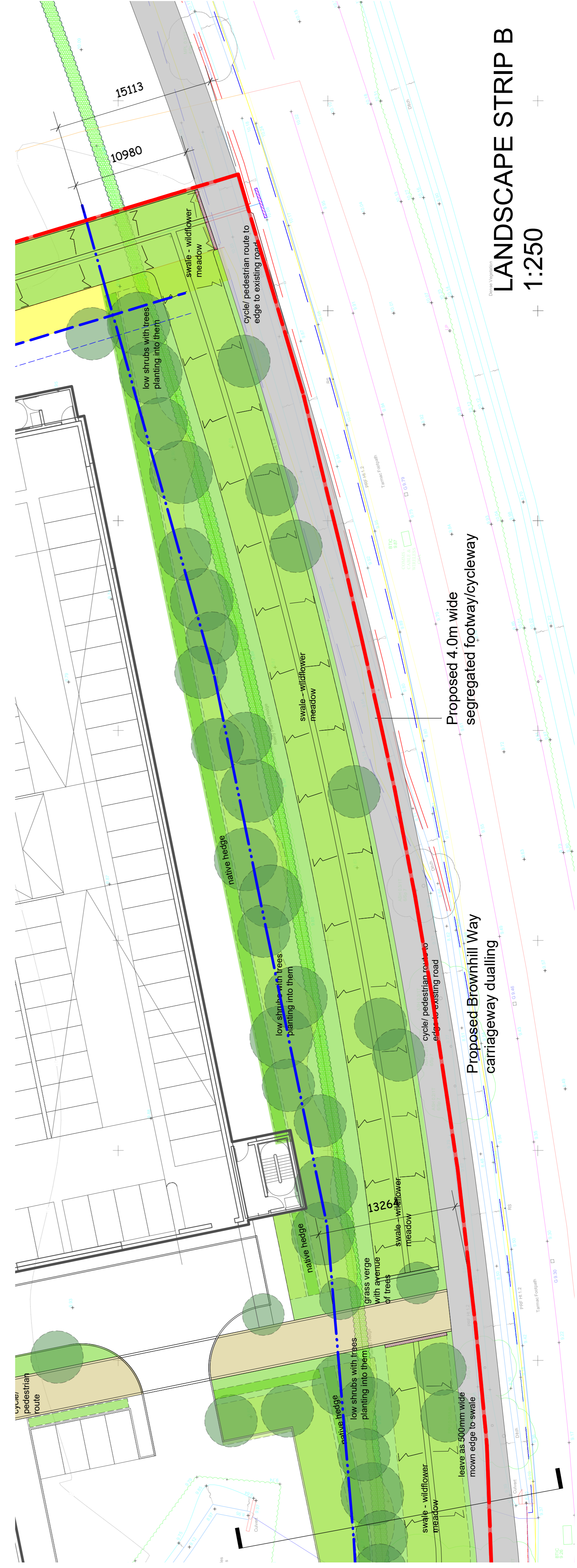
KEY PLAN 1:1000



TYPICAL SECTION 1:250



**LANDSCAPE STRIP A
1:250**



**LANDSCAPE STRIP B
1:250**

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NOTES

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- ADOPTED DESIGN SPEED BASED UPON 30MPH (60KPH) FOR RIGHT TURN JUNCTION.
- ADOPTED DESIGN SPEED BASED UPON MANUAL FOR STREETS, 30MPH FOR INTERNAL ROAD NETWORK.
- REFER TO WSP DWG 6057-GA-003 FOR CENTER LINE LONGITUDINAL SECTION.
- MULTI-STOUREY CAR PARK LAYOUT TO BE CONFIRMED.

KEY
 --- JUNCTION VISIBILITY SPLAY

Test Valley Borough Council - Southern Area Planning Committee - 10 December 2019

REV	DATE	BY	DESCRIPTION	CHK	APP
P01	28/07/2019	MR	FIRST ISSUE		

DRAWING STATUS: **S2 - FOR APPROVAL**

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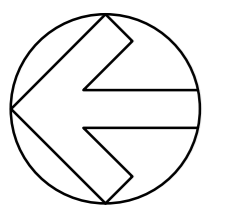
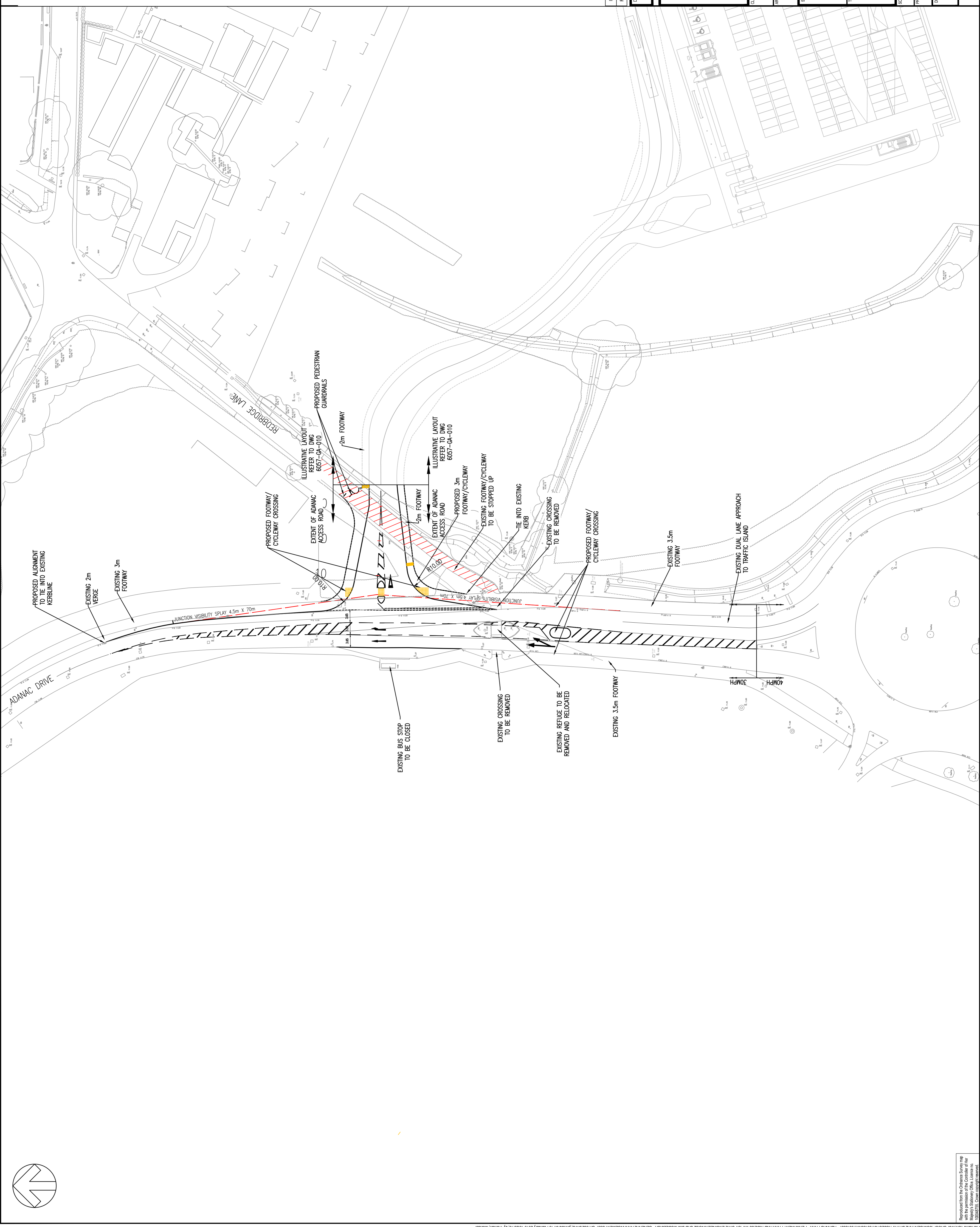
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PROJECT: UNIVERSITY HOSPITAL SOUTHAMPTON
 NHS FOUNDATION TRUST

TITLE: PROPOSED ACCESS - ADANAC DRIVE

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PROJECT NO:	DESIGNED:	DRAWN:
70046057	MTR	MAR
		DATE:
		February 19
DRAWING No:		REV:
6057-GA-002		P01

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- DESIGN BASED UPON STUART MICHAEL ASSOCIATE'S DRAWING 5486.101 - CARE HOME ACCESS ROAD SCHEME LAYOUT

West Valley Borough Council - Southern Area Planning Committee - 10 December 2019

REV	DATE	BY	DESCRIPTION	CHK	APP
P01	28/07/2019	MR	FIRST ISSUE		

DRAWING STATUS: **S2 - FOR APPROVAL**

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CLIENT: **PRIME (UK) DEVELOPMENTS LTD**

PROJECT:

STEP/PROJECT: **UNIVERSITY HOSPITAL SOUTHAMPTON
NHS FOUNDATION TRUST**

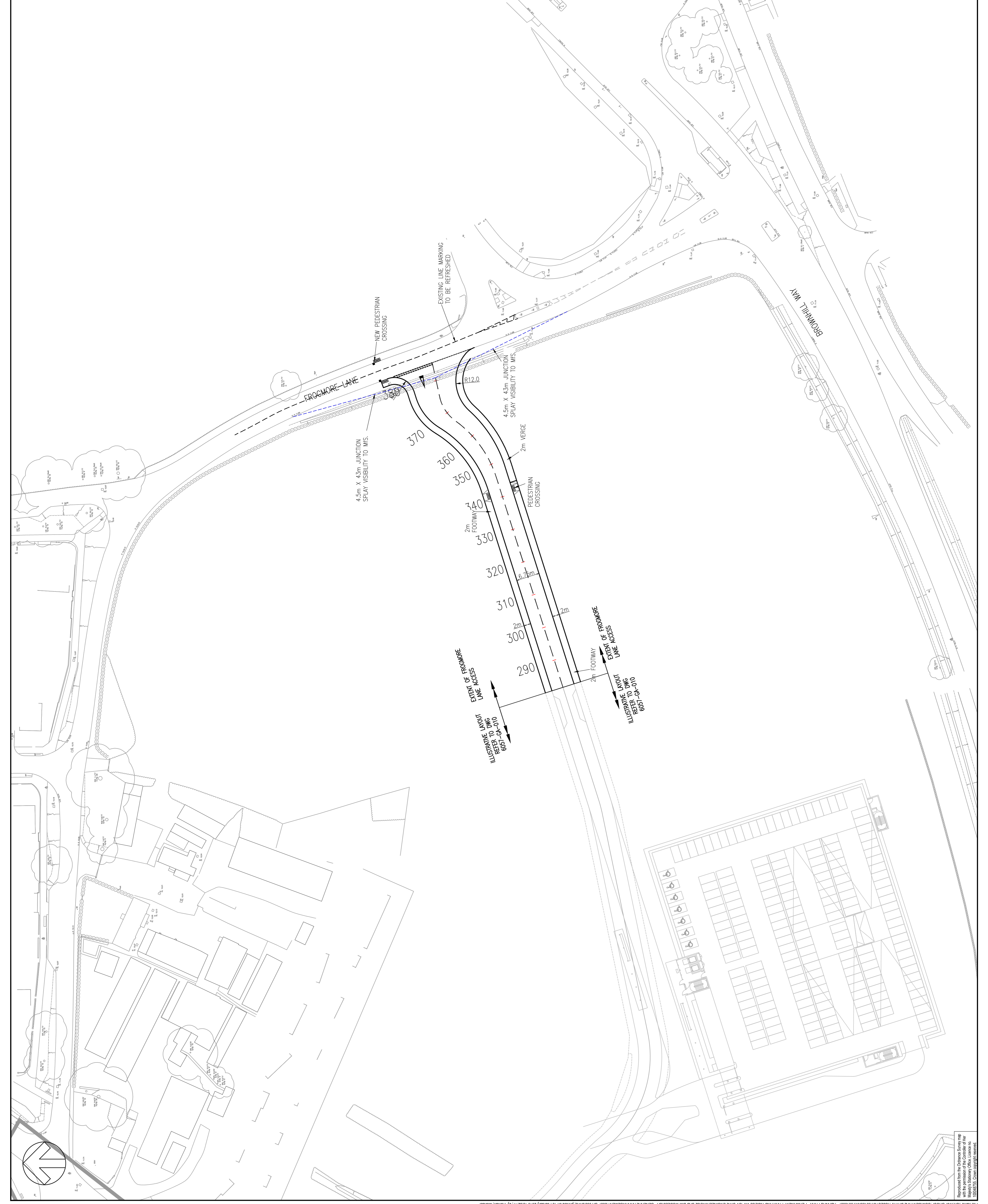
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PROPOSED ACCESS FROGMORE LANE**

SCALE @ A1: 1:500
CHECKED: MT
APPROVER: MT

PROJECT NO: 70046057
DESIGNED: MTR
DRAWN: MT
DATE: February 19

DRAWING NO: 6057-GA-005
REV: P01

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Reference	Development Parcel Land Area (ha)	Development Zone Land Area (ha)	Strategic Landscaping Area (ha)	Land Uses	Maximum Floor Space GEA (sqm)	Building Height (m)		Building Width (m)		Building Length (m)		Car parking spaces (maximum)	Cycle parking spaces (maximum)
						Storeys range	Ridge height	Upper limit	Lower limit	Upper limit	Lower limit		
Adanac Park AP7: East of Adanac Drive	3.37 ha	2.73 ha	0.58 ha	B1 business B2 general industrial	12,941 sqm	1 to 4	Upper limit: 18.7m Lower limit: 4.9m	Upper limit: 40m Lower limit: 12m	Upper limit: 80m Lower limit: 20m	431	86		

- Adanac Park development framework area
- Development parcel land area
- Development zone land area
- Strategic landscaping area
- Existing buildings
- Existing vegetation

Project: Adanac Park
 Client: Barker Mill Estates
 Title: Areas & dimensions by development parcel / zone
 Status: Final
 Job No: TRUW2038 Dwg No: AP7-P-2
 Date: Jan 2014 Revision: -
 Scale: 1:1,000@A3 Author: SR / SP

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ITEM 8

APPLICATION NO.	19/02311/FULLS
APPLICATION TYPE	FULL APPLICATION - SOUTH
REGISTERED	22.10.2019
APPLICANT	Geoffrey Osborne Limited
SITE	Land south of M27 and north of Paulette Lacave Avenue, Nursling, Hampshire, NURSLING AND ROWNHAMS
PROPOSAL	Retention of temporary road with associated drainage
AMENDMENTS	None
CASE OFFICER	Mr Paul Goodman

Background paper (Local Government Act 1972 Section 100D)

1.0 INTRODUCTION

1.1 The application is presented to Southern Area Planning Committee in accordance with the Member and Officer Interests Protocol.

2.0 SITE LOCATION AND DESCRIPTION

2.1 The application site is comprised of land between the southern side of the M27 and to the north of Paulette Lacave Avenue. The land has previously been in agricultural use for grazing but is currently in use in association with the replacement of the adjacent bridge.

3.0 PROPOSAL

3.1 The application proposes the retention of the existing temporary road with associated drainage.

3.2 The site is currently in use in association with the replacement of the adjacent motorway bridge. Specifically the land is used for the storage of materials, preparation of the bridge development ready to be lifted into position, contractors' car parking, contractor amenity area, access and parking. The use of the land is restricted by a legal agreement on permissions TVS.05217/18 and TVS.05217/13 which limit the use of the land to grazing. There is a current application (18/01924/OBLS) which proposes an amendment of those agreements to allow the temporary use by Highways England under Part 9 Class A and B of the GPDO 2015 (as amended). However no such undertaking has been provided and the application remains undetermined.

3.3 The submitted application seeks to justify the retention of the temporary road (para 5.6) as complying with national policies as follows;

- Assisting in the economics of the M27 Romsey Road project through removing the cost to the project of removing the road.
- Future proofing the future social and economic costs that would be associated with achieving the sustainable improved access to the allotments (a community facility).

- The environmental role of this development is ensuring the route through the agricultural land and to the allotments is achieved in a controlled manner that does not impact protected species or trees and does not create flood risk elsewhere, through uncontrolled runoff.
- The development also maximises use of agricultural land and reduce pressure elsewhere.

4.0 **HISTORY**

4.1 18/01924/OBLS - Modification of planning obligation on TVS.05217/18 and TVS.05217/13 - To facilitate maintenance and improvement of the existing highway network. Pending consideration.

4.2 18/01908/CLPS - Application for a lawful development certificate for a temporary compound to support the construction of a replacement bridge. Closed Invalid 29.10.2018.

5.0 **CONSULTATIONS**

5.1 **Planning & Building (Landscape) – Comment;**

- The proposal to retain the road at this significant width and parking would permanently add an urban built element into what was to be returned to a more simple pasture or field.
- The main negative visual impact would be within the view from Paulette Lacave Avenue.
- If a permanent access to the allotments was required a bound informal stone, and single width access with passing places would be more acceptable to the local character.
- The road as built introduces an urban form into what could be returned to a simpler makeup of pasture and field or track if required, no landscape enhancements appear to be suggested from this proposal, only functional benefits.

5.2 **Planning & Building (Trees) – Comments awaited.**

5.3 **Ecology – Comments awaited.**

5.4 **Highways – No objection, subject to s278 agreement.**

6.0 **REPRESENTATIONS** Expired 15.11.2019

6.1 **Nursling & Rownhams PC – Objection;**

- The Parish Council agreed to the original Planning Application 18/01924/OBLS as it stated “The temporary compound is required to ensure works are completed on time. The temporary nature of the use of the land means that the land will be restored to its existing use following construction”.
- The Allotment holders currently have a secure gated access via Nursling Street and cannot access their plots from this temporary road. At the Allotment AGM on the 22nd October 2019 it was unanimously agreed by the plot holders that they did not want the road retained for a number of reasons, reduced security being one. They want the road removed, and the land returned to its original use, thus retaining the rural feel to the site.

- The original site was used for the grazing of horses and my Parish Council is not convinced that having the tarmac road would “improve agricultural management of the adjacent land by making grazing more productive”.
- It can be seen that the existing temporary road already has a number of depressions and cracks and will be unsuitable for permanent use.

6.2 19 representations of Objection received;

- Proposals will not benefit allotment holders.
- Existing access to the allotment site is fine.
- Provision of new access will create security concerns for residents and allotment holders.
- The land should be returned to its former grazing use.
- Detrimental landscape impact.
- Potential for future developments.
- Concern regarding dumping or fly tipping.
- Impact of retention on wildlife habitat that was to be reinstated.
- Impact on amenity of neighbouring properties.

7.0 POLICY

7.1 National Planning Policy Framework 2019 National Planning Policy Framework.

7.2 Test Valley Borough Local Plan 2016 COM2 (Settlement Hierarchy), E1 (High Quality Development in the Borough), E2 (Protect, Conserve and Enhance the Landscape Character of the Borough), E5 (Biodiversity), LHW4 (Amenity), T1 (Managing Movement), T2 (Parking Standard).

8.0 PLANNING CONSIDERATIONS

The main planning considerations are the principle of development, impact on the appearance of the site, landscape, trees, highways safety, ecology and the amenities of neighbouring properties.

8.1 Principle of development

The application site is, for the purposes of planning policy, within the countryside. The application site is not allocated for development in the currently saved policies of the Local Plan. The principle planning policy of the TVBLP therefore is policy COM2. Policy COM2 seeks to restrict development outside of settlement boundaries unless identified within the specified policies as being appropriate or where a countryside location is required.

8.2 Project Economics

The cost of removing the road from the contractors is not considered to represent a significant material benefit. Such a cost should properly be factored into such a scheme and would have been entirely predictable. No evidence is presented that any reduction in cost by retention of the road would be to the public benefit.

8.3 Access to Allotments

The allotments benefit from an existing, separate and adequate access from Nursling Street. Use of the temporary road would be longer, less convenient and would appear to require further extension to the rear of the allotment site. It is clear from the submitted representations that the applicant's assessment is not supported by the users of the allotments. Furthermore the provision of 0.74ha of hardstanding which is approximately 40m in width at the widest point is considered a disproportional level of provision for access or parking for the allotments or lawful grazing use of the site.

8.4 Environmental

Notwithstanding the above and further considerations below the lack of harm to protected species, protected trees or flood risk is not considered to be a positive environmental benefit that weighs in favour of the development.

8.5 Agricultural Land

It is also unclear from the submission how the loss of a significant proportion of the land to hard standing could be held to maximise the agricultural use of the site as suggested. Provision of parking spaces to service the lawful grazing use is not unreasonable but the proposed reduction in grazing land by 7367sqm is clearly not proportional to such a need.

8.6 There is no overriding or essential need for the existing road to be located in the countryside. As a result the proposed development is contrary to Policy COM2(b) of the TVBRLP 2016.

8.7 **Character and Appearance**

8.8 Landscape Character.

The principle public views of the site are available from the access point on Paulette Lacave Avenue. Views are currently obscured by hoarding and large security gates associated with the temporary use. Public views from the bridge and northern side of the motorway are also currently obscured as a result of the works. Views from the Public Right of Way on the northern side of the M27 would be limited by the intervening vegetation. The sites' topography is such that the car parking area itself is set down and away from view and behind existing vegetation. There are views from the motorway of the fence to the access road and current working area for the bridge replacement but the allotments are largely screened. There may be the potential for glimpsed views in winter of parked cars if made permanent.

8.9 The Landscape Officer has commented that no detailed landscaped visual assessment has been undertaken to understand its scale within residual views, or any mitigation for any adverse effects. Following the removal of the development associated with the bridge replacement views from Paulette Lacave Avenue, would return to a less urbanised aspect including timber fencing and grazing use. The application contains no information with regards to any new fencing, gates or planting.

- 8.10 In principle it is not desirable to add unnecessary urban elements within the existing rural views. The road is of a substantial size and will not have an informal agricultural appearance. The proposal to retain the substantially sized road and parking would permanently add an urban built element into what was to be returned to a more simple pasture field. No landscape enhancements are proposed such that the adverse effects of the proposal could be mitigated. As a result the development is considered to have a significant detrimental impact on the character and appearance of the site contrary policy E2 of the Test Valley Borough Revised Local Plan (2016).
- 8.11 Arboriculture
TPO.TVBC.0335 protects an area of woodland to the south of the site. In addition there are a number of individual protection orders covering a line of significant trees to the north east of the woodland and within the application site. Arboricultural information has been submitted, which include details of the tree protection measures in place during the bridge works. The provision of the road resulted in the removal of a single tree, with the agreement of the Council subject to replacement. Consultation response is awaited from the Arboricultural Officer and members will be updated at SAPC.
- 8.12 **Biodiversity & Protected Species**
The application supported by the detailed ecological information which formed part of the bridge replacement plan. It is understood that the protective ecological work has been undertaken during the bridge works. The submitted report proposes a number of enhancement recommendations which could be secured by condition if acceptable. The consultation response from the Ecology Officer is awaited at the time of reporting and members will be updated at SAPC.
- 8.13 **Highways Considerations and Parking and Turning Areas**
The Highways Officer has raised no objection as the lawful grazing use of the site would generate minimal traffic movements which the access can accommodate safely. However the applicant would need to address the revisions formally with HCC through an s278 agreement. Subject to a condition to retain appropriate parking and adequate visibility at the access the development is considered to have an acceptable impact on highways or pedestrian safety and complies with the relevant T policies of the TVBRLP.
- 8.14 **Amenities of Neighbouring Properties**
The application site benefits from a relatively isolated location situated approximately 65m north of the nearest residential properties within Lukin Drive at the nearest point. Concern has been raised in relation to noise impacts but given the limited movements associated with the lawful grazing use and the background levels any impact would be minimal. As a result the proposed development is considered to have no significant adverse impact on neighbouring amenity and complies with Policy LHW4.

8.15 **Other matters**

Representations have raised concern in relation to anti-social and unlawful activities resulting from the proposed development including unlawful occupation of the land and fly tipping. However it is not considered that the retention of the road would result in such activities which would be the subject of other legislation.

9.0 **CONCLUSION**

9.1 Whilst the proposed development which is limited to the retention of the road there is no essential need for and development of this scale, in relation to the lawful use, to be located in the countryside. The proposed development is therefore contrary to Policy COM2 of the TVBRLP and unacceptable.

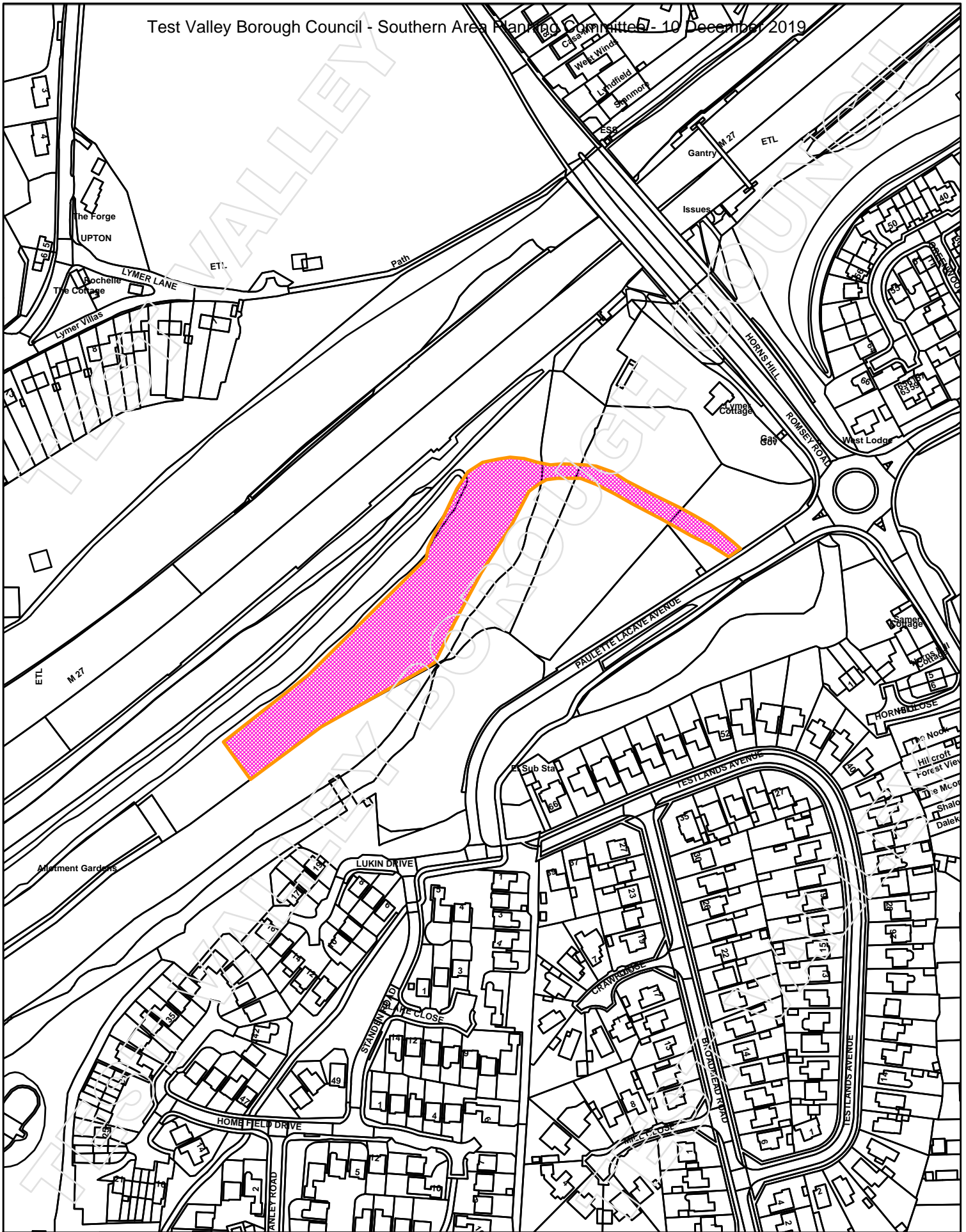
9.2 The proposed development would have an adverse impact on landscape character contrary to policy E2.

9.3 Any economic benefit is unclear and would not be ongoing and as a result does not justify any departure from local plan policy or outweigh landscape harm

10.0 **RECOMMENDATION**

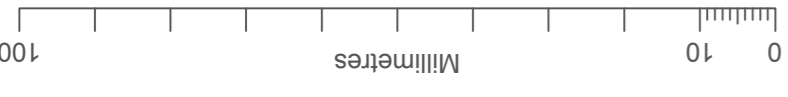
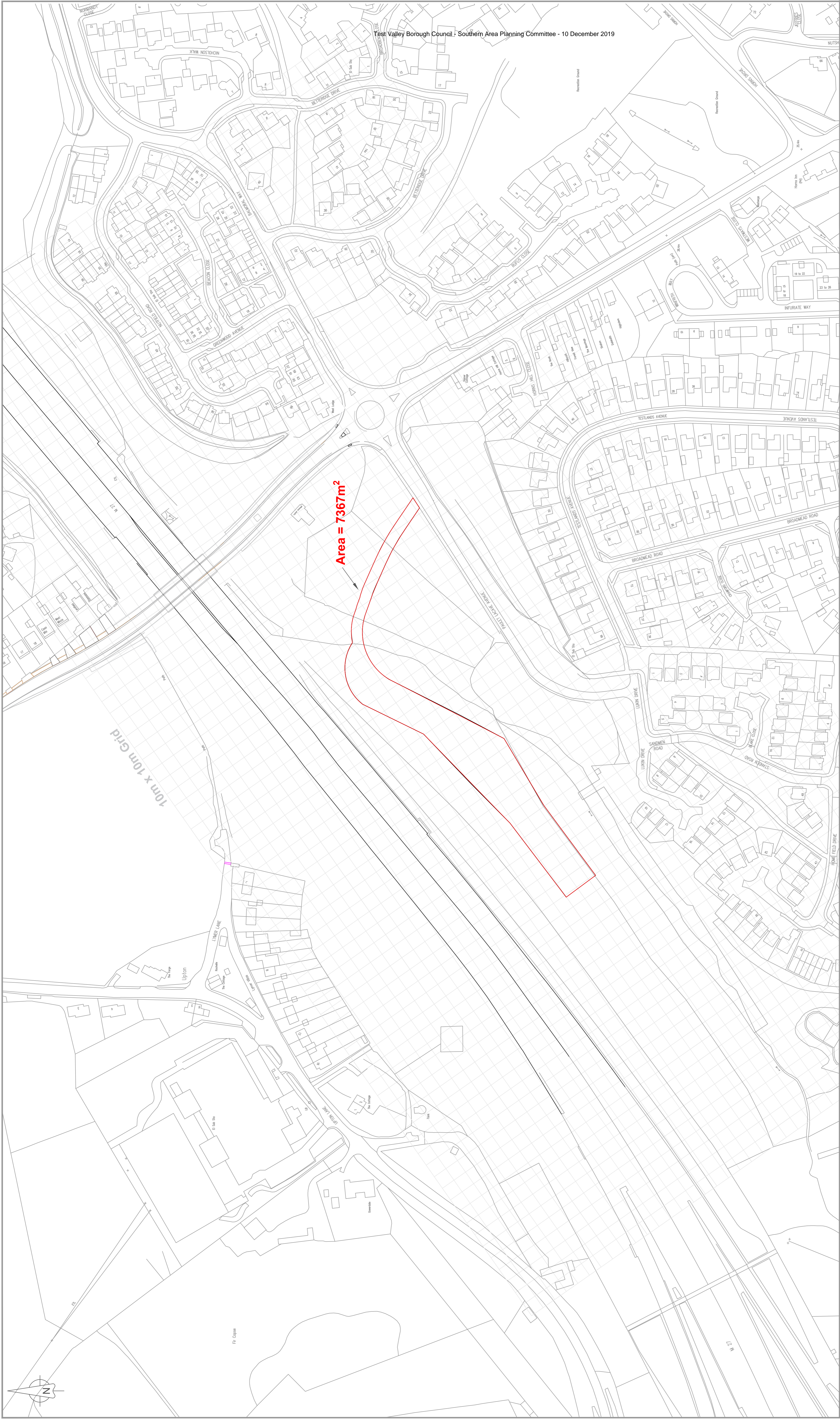
REFUSE for the reasons:

1. **The retention of the temporary road represents unjustified development in the countryside in that it has not been demonstrated that it is essential for the development to be located the countryside. The proposal therefore is contrary to Policy COM02(b) of the Test Valley Borough Revised Local Plan (2016).**
 2. **The proposed development by virtue of its position and scale has a detrimental impact on the landscape quality, character and appearance of the rural edge to Nursling. The application is therefore contrary to policy E2 of the Test Valley Borough Revised Local Plan 2016 and the guidance contained in the NPPF.**
-



Siteplan





NOTES

- This drawing is for information only.
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- All levels in metres above ordnance datum (AOD), unless stated otherwise
- Total area of site = 7367m²
- This drawing is to be read in conjunction with:
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_01 - Location Plan (1:1250)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_02 - Site Layout (1:500)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_03 - Site Topography (1:500)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_04 - Sections (1:100)

Survey information provided by C. Kwan on 06-06-2019, originally surveyed for SPMT levels. Survey information is indicative (+/- 0.5m in level and position). Existing topography is for indication purposes only.

LEGEND

- Site Boundary
- 10m x 10m Grid

LOCATION PLAN

SCALE: 1:20000

Rev.	Date	Description	JC	GS	Rev'd
1	22/08/2019	Drawing Produced for Approval			

FOR INFORMATION

N/A

Project Title		Subsidiary	
Romsey Site Compound Planning Application		N/A	

Client

N/A

Scale	Originated	Checked	Reviewed	Authorised
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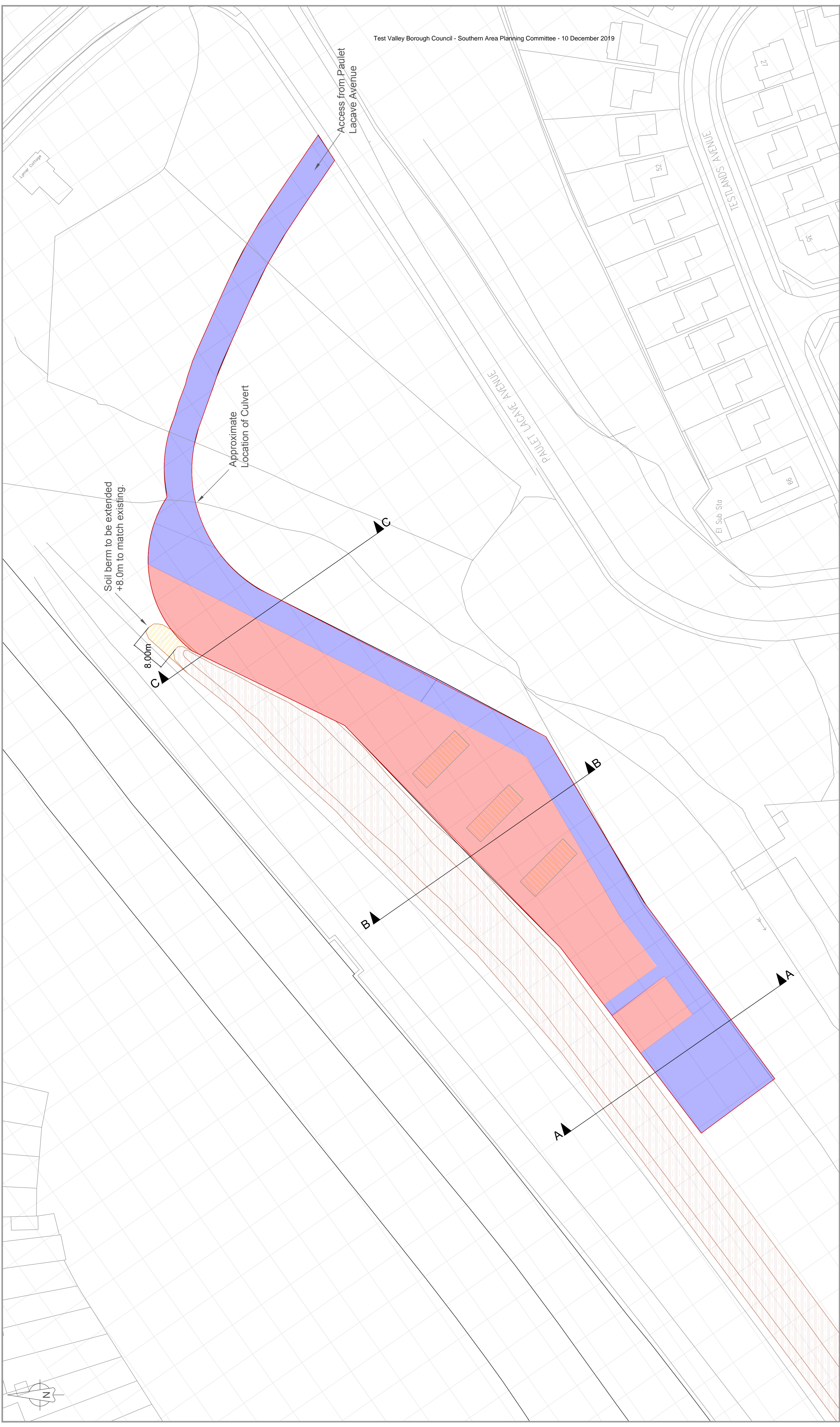
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Project

PLANNING - OSB - GEN
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Project Ref. No.	Volume	Revision
TBC	1	1

Page 64



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Access from Paullet
Lacave Avenue

Approximate
Location of Culvert

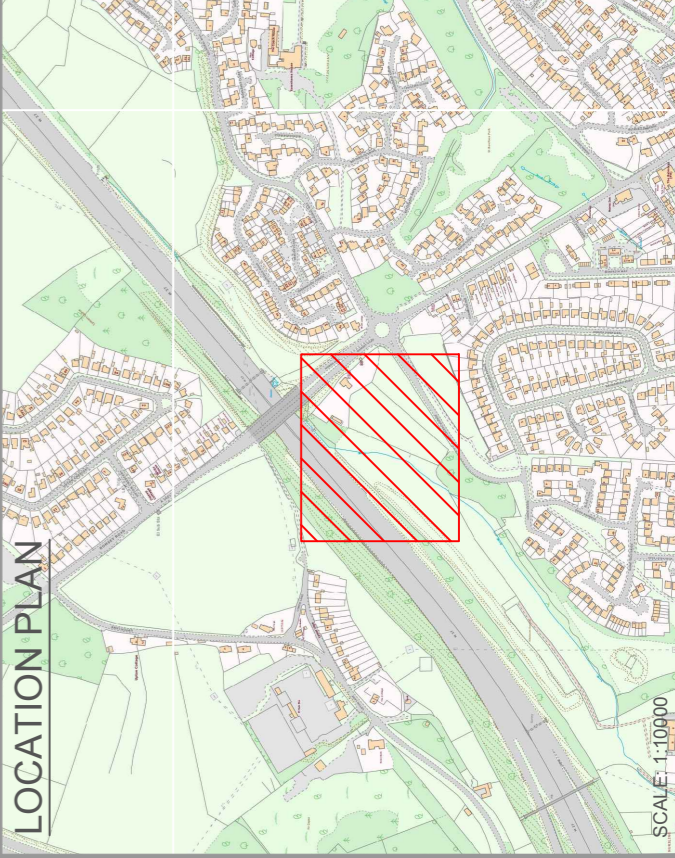
Soil berm to be extended
+8.0m to match existing.

8.00m

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 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_04 - Sections (1:100)
- Survey information provided by C. Kwan on 06-06-2019, originally surveyed for SPMT levels. Survey information is indicative (+/- 0.5m in level and position). Existing topography is for indication purposes only.

LOCATION PLAN



LEGEND

- Site Boundary
- 10m x 10m Grid
- Existing Soil Berm
- Tarmac and Compacted Stone
- Compacted Stone
- Concrete Pad

FOR INFORMATION

Subsidiary N/A

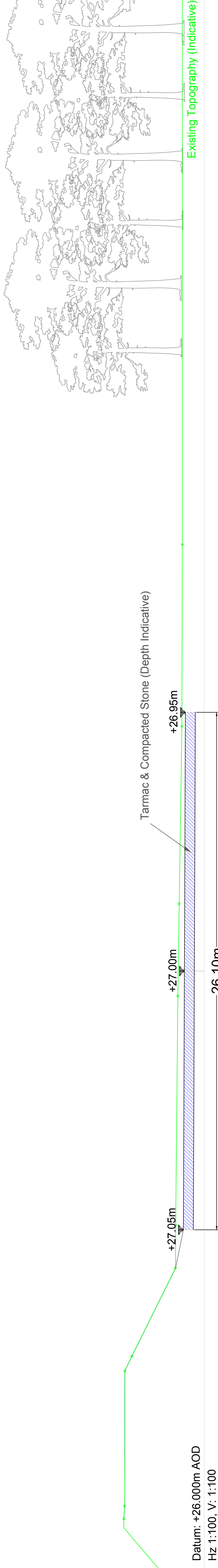


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Drawing Title
Romsey Site Compound Planning Application
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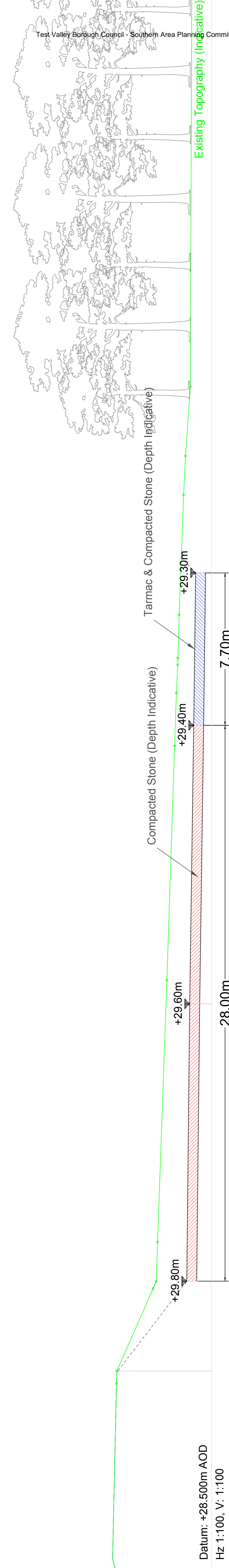
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Revision	1								

Section A-A



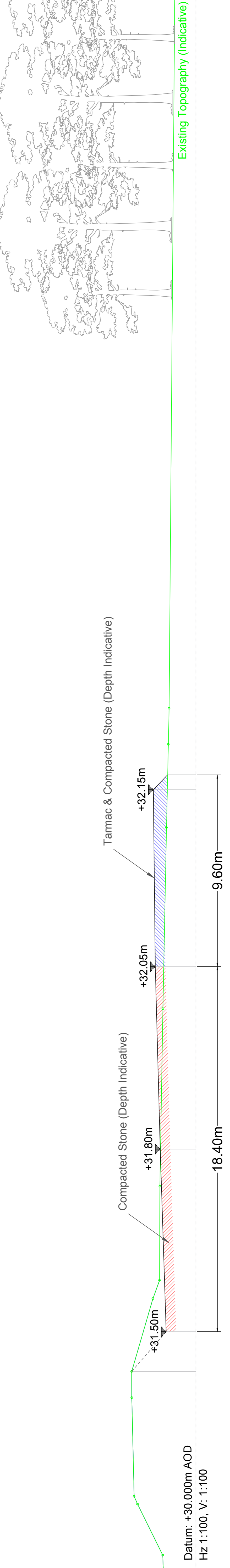
Existing Topography (Indicative)

Section B-B

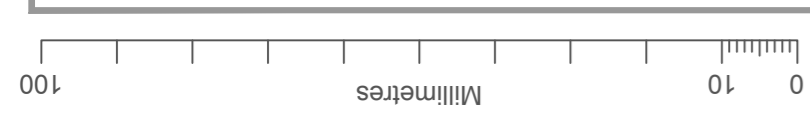


Existing Topography (Indicative)

Section C-C



Existing Topography (Indicative)



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 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_03 - Site Topography (1:500)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_04 - Sections (1:100)

Survey information provided by C. Kwan on 06-06-2019, originally surveyed for SPMT levels. Survey information is indicative (+/- 0.5m in level and position). Existing topography is for indication purposes only.

LEGEND

- Tarmac and Compacted Stone
- Compacted Stone
- Existing Topography (Indicative)

LOCATION PLAN

SCALE: 1:500

FOR INFORMATION

N/A

Revision

Rev.	Date	Description	JC	GS	Orig'd	Chkd	Revd'd
1	22/09/2019	Drawing Produced for Approval					

Project Title
Romsey Site Compound Planning Application

Subsidiary
N/A

Scale
1:100

Original Size
A1

Date
22-08-2019

Checked
JAC

Date
27-08-2019

Reviewed
GS

Date
-

Authorised
-

Date
-

Project
PLANNING - OSB - GEN
COMPOUND - DR - D - 0100_04

Project Ref. No.
TBC

Revision
1



FOR INFORMATION

N/A

Project Title
Romsey Site Compound Planning Application

Drawing Title
Topography (1:500)

Scale	Original Size	Originated	Checked	Reviewed	Authorised
1:500	A1	JAC	GS	-	-
		Date	Date	Date	Date
		22-08-2019	27-08-2019	-	-

Rev.	Date	Description	Orig'd	Chkd	Revd'd
1	22/08/2019	Drawing Produced for Approval	JC	GS	-

NOTES

- This drawing is for information only.
- All dimensions in metres, unless stated otherwise
- All levels in metres above ordnance datum (AOD), unless stated otherwise
- Total area of site = 7387m²
- This drawing is to be read in conjunction with:
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_01 - Location Plan (1:1250)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_02 - Site Layout (1:500)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_03 - Site Topography (1:500)
 - PLANNING - OSB - GEN - COMPOUND - DR - D - 0100_04 - Sections (1:100)

Survey information provided by C. Kwan on 06-06-2019, originally surveyed for SPMT levels. Survey information is indicative (+/- 0.5m in level and position). Existing topography is for indication purposes only.

LEGEND

- Site Boundary
- 10m x 10m Grid

LOCATION PLAN

SCALE: 1:10000

Client

N/A

Project










PLANNING - OSB - GEN
COMPOUND - DR - D - 0100_03

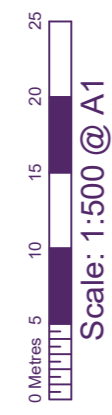
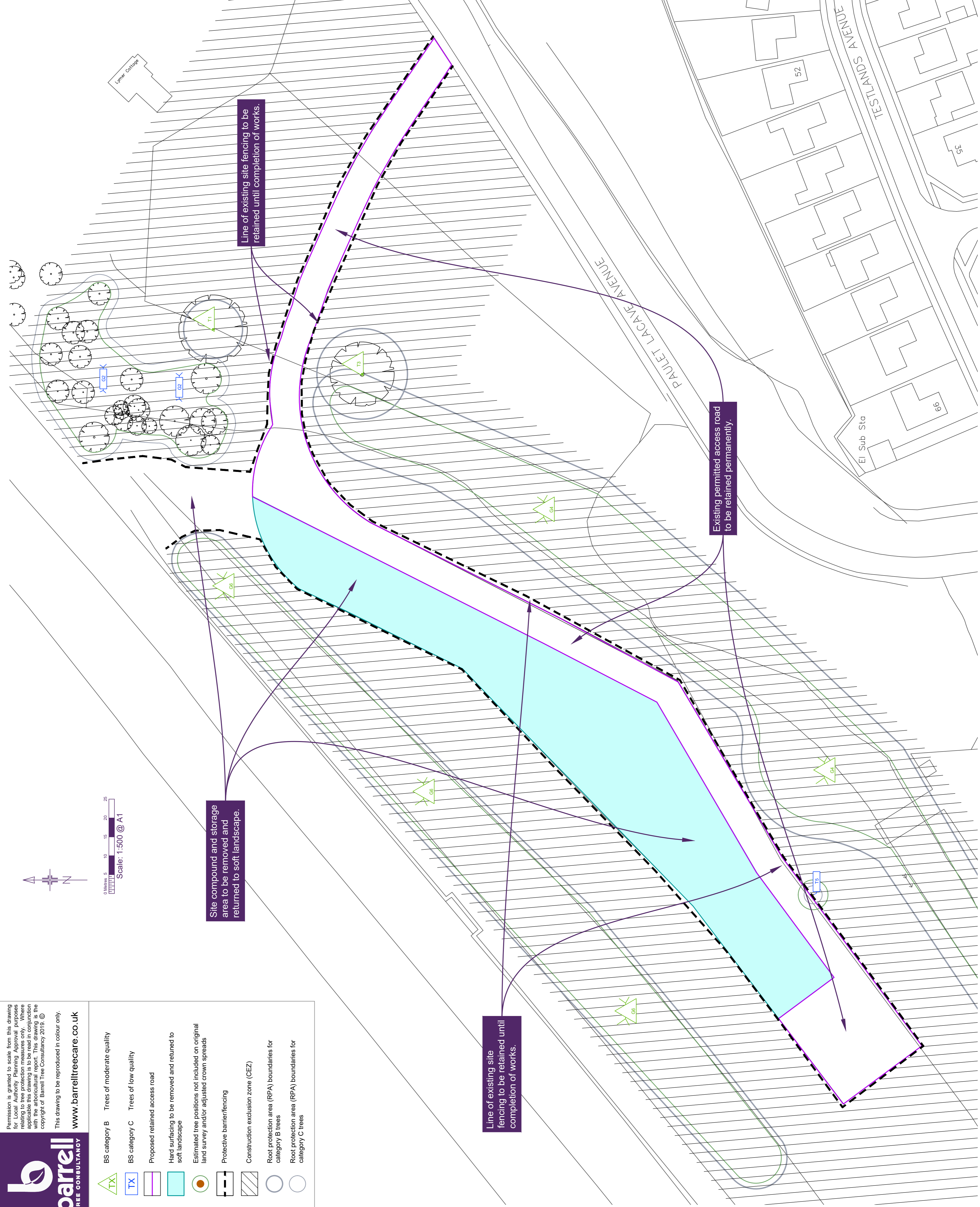
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TBC

Revision

1

	BS category B	Trees of moderate quality
	BS category C	Trees of low quality
	Proposed retained access road	
	Hard surfacing to be removed and returned to soft landscape	
	Estimated tree positions not included on original land survey and/or adjusted crown spreads	
	Protective barrier/fencing	
	Construction exclusion zone (CEZ)	
	Root protection area (RPA) boundaries for category B trees	
	Root protection area (RPA) boundaries for category C trees	



Tree schedule

Tree No	Species	Category	RPA Radius	Tree Works
All retained trees & hedges				
T1	Oak	B	7.8	Carry out safety check and lift over site to 3-4m as necessary.
G2	Willow, oak	C	4.2	
T3	Oak	B	12.0	
G4	Alder, willow, oak	B	9.0	
T5	Willow	C	2.4	
G6	Mixed deciduous species	B	3.0	

SGN 1 Monitoring tree protection

- Always:**
- have a pre-commencement meeting with the tree consultant before development starts
 - use the tree consultant to regularly check that protection remains fit for purpose
 - use the tree consultant to supervise work in RPAs
 - keep a written record of supervision



SGN 2 Fencing protected trees

- Always:**
- install protection before development starts
 - make sure protection is fit for purpose, i.e. it prevents damage to trees and soil
 - keep protection in place until there is no risk to trees
 - get written permission to move or remove any protection



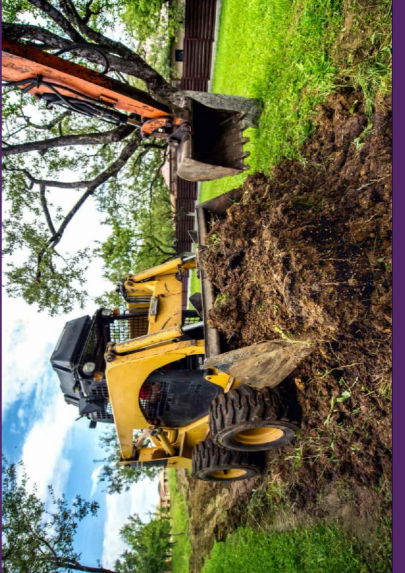
SGN 4 Pollution control

- Always:**
- keep toxic products away from RPAs



SGN 12 Landscaping in RPAs

- Always:**
- use the tree consultant to supervise work in RPAs
 - avoid raising ground levels within 1m of the trunks of retained trees



How to use plan

More detailed guidance on each Site Guidance Note (SGN) can be found in a printed hard copy compilation of all the SGNs, issued to the Site Manager at the pre-commencement site meeting (Note: This should be retained on site throughout the duration of works). Additionally, an electronic pdf compilation of all the SGNs, was submitted with this drawing to the local planning authority and the client. Alternatively, a pdf of each SGN can be downloaded by:

- clicking the image links in the electronic pdf version of this plan;
- holding a mobile phone QR (Quick Response) code reader over the QR code in the paper version of this plan; or,
- visiting our website at <https://www.barrelltreecare.co.uk/resources/technical-guidance>