

The information, recommendations and advice contained in this report are correct as at the date of preparation, which is more than two weeks in advance of the Committee meeting. Because of these time constraints some reports may have been prepared in advance of the final date given for consultee responses or neighbour comment. Any changes or necessary updates to the report will be made orally at the Committee meeting.

Case Officer Sarita Jones

Application No. 17/00920/ADJ

Date Valid 1st November 2017

Expiry date of consultations 23rd November 2017

Proposal Consultation from Hart District Council in respect of amended highway details relating to a hybrid Planning Application (part full, part outline) for a residential-led mixed use redevelopment comprising 1. Outline planning application with means of access (in part) to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including residential (Use Class C3 within the up to 1,500 dwellings) and up to 2,655m² (GEA) of retail, commercial and/or community floorspace (Use Classes A1 to A5, B1, D1 and D2); a primary school (Use Class D1); drainage works including balancing ponds; on and off-site SANG mitigation; creation of landscaping, open space and ecological habitats; car and cycle parking; demolition of existing buildings; site clearance; earthworks; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works. 2 Full planning application for the erection of 181 dwellings (Use Class C3); access; drainage works including balancing ponds; creation of landscaping, open space and ecological habitats; car and cycle parking; earthworks; demolition of existing buildings; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works.

Address **Hartland Park Bramshot Lane Fleet**

Consultation by Hart District Council

Recommendation **RAISE OBJECTION**

Description

The site comprises an area of some 48 hectares surrounded by mature woodland, and lies to the north of Ively Road, within Hart District. The site, now called Hartland Park/Village, was formerly known as Pyestock North. It was used by DERA as their engine testing research and development complex and subsequently passed to QinetiQ. Most of the on-site activities have transferred to Cody Park and the existing buildings and structures, comprising about 74,000 square metres, including engine testing facilities, offices and laboratories, are now largely decommissioned.

In April 2005 Rushmoor Borough Council raised objection in respect of a consultation from Hart District Council (ref. 05/00130/ADJ) on an outline proposal for redevelopment of the site to provide a storage and distribution park, with off-site highway works and landscaping improvements. The following reasons given.

" 1) The proposal would result in industrial development within the strategic gap involving warehouses that are larger in terms of scale bulk and floorspace than the existing buildings on the site, extensive car and lorry parking, intensive heavy vehicular activity and significant loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the strategic gap and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.

2) The level and type of development proposed would generate significant additional traffic, particularly heavy goods vehicles, that would add to congestion on local roads such as Summit Avenue and Minley Link and increase in noise and air pollution for residents living nearby. Furthermore, the estimated 1,800 jobs to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal would result in significant traffic generation in an unsustainable location, with adverse implications for highway safety and the living conditions of residents in Rushmoor."

This application was not determined by Hart Council.

A further consultation was submitted by Hart, 07/00338/ADJ, for an outline application for the erection of new buildings for storage and distribution use (Class B8), together with ancillary offices and associated access, parking, groundwork's, infrastructure and landscaping (Hart reference 07/00764/MAJOR)

The illustrative development framework plan showed three retained existing buildings and 7 development plots of varying sizes, to create a total of 126,000 sqm of warehousing floorspace. In the indicative layout, three of the development plots were shown towards the northern boundary of the site and three to the south nearer to Ively Road. They were shown grouped round the largest plot in the centre of the site. The largest plot was indicated to cover some 14ha, with a maximum building size of 195 metres wide x 510 metres long x 19 metres high. The illustrative plan showed indicative access points in the north east corner of the site from the Pyestock roundabout via Bramshot Road (the existing access) and in a central position on the southern boundary from Ively Road. There was also a link shown in the south east corner of the site through to QinetiQ's Cody Park.

This application was accompanied by an Environmental Statement, a Planning Statement, a

Transport Assessment and a green travel plan. In addition the applicant submitted a Design and Development Document, which identified some differences between the submitted scheme and the previous proposal. These differences were said to include:

- a) development boundaries tightened to correspond more closely with the existing brownfield "clearing";
- b) as a result of the above, woodland buffers that would previously have been lost could now be retained on the north, south and western boundaries;
- c) proposed financial contribution to acoustic fencing along the A327 Minley Link; a plan was submitted showing indicative sections of acoustic barrier between 1.5 & 2m in height on the southern side of the road; and
- d) reduction in the maximum potential size of the buildings.
- e) the submitted details suggested the facility would create 1600 jobs rather than the 1800 suggested in relation to the previous application.

Rushmoor raised objection to this consultation on the following grounds:

"The proposal would result in industrial development within the strategic gap involving warehouses that are larger in terms of scale bulk and floorspace than the existing structures on the site, extensive car and lorry parking, intensive heavy vehicular activity and significant loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the strategic gap and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.

Bearing in mind the assumptions made in the Transport Assessment about the level of traffic that would be generated by the proposal, The Council is not satisfied that it would not add to congestion on the highway network. Furthermore, the estimated 1,600 jobs to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal could result in significant traffic generation in an unsustainable location, with adverse implications for highway safety in Rushmoor.

It has not been adequately demonstrated that the level and type of development and increased traffic associated with the proposal would not give rise to levels of noise that would cause harm to the amenities of residents in Rushmoor."

This application was not determined by Hart.

In 2008 a further consultation was received from Hart, 08/00011/ADJ. This application sought full permission for a storage and distribution (Use Class B8) development on the site with associated office space, car and cycle parking, servicing facilities and landscaping. The development would provide a total of 126,216sqm of B8 floor space distributed over 10 units, including 9,198sqm of ancillary office space, with 1,137 car parking spaces (Hart reference 07/003197/MAJOR).

The submitted masterplan showed three retained existing buildings as before, together with 10 new buildings ranging in size from 2,171sqm up to 28,815sqm, and in ridge height from 11m to 19m. In general, the layout of the development had been designed to fall within the existing built footprint on the site following a similar grid network of roads and routes. There would be 3 relatively small units (J, K & L) along the northern boundary with two of the

retained buildings in between, 4 larger units (B, C, D & E) in the centre and two small units F & H) and one large unit (G) at the southern end of the site near Ively Road. The plan showed the main access point in the north east corner of the site from the A327 Pyestock roundabout via Bramshot Road (the existing access) and another in the south-west corner from Ively Road, which would be for cars, bicycles and emergency vehicles only. There was also a link shown in the south-east corner of the site through to QinetiQ's Cody Park.

Rushmoor raised objection to the consultation for the same reasons as set out above to the 2007 consultation.

Permission was refused by Hart.

Appeals were lodged against 07/00764/MAJOR and 07/003197/MAJOR. In September 2009 the Secretary of State granted planning permission for both proposals concluding that the proposals were in overall accordance with the development plan although they did not accord with local plan policy for preserving the gap to which he gave some weight as a material consideration despite it being superseded by there being no Strategic Gap policy in the published South East plan. He was also satisfied with the impact on the Thames Basin Heaths Special Protection Area. He recognised that the scale of the proposed development would be considerably in excess of what existed at present and it would impact adversely on the integrity and function of the Gap and on the character and appearance of the rural area surrounding the appeal site and separating Farnborough and Fleet. However whilst acknowledging that the Inspector considers that the identified environmental harm which would result is of overriding importance, the Secretary of State gave more weight to the fact that the appeal proposals would provide up to 1500 jobs and would thus make efficient use of previously developed land on the largest site allocated for employment purposes in the local plan. The Secretary of State concluded that he disagreed with the Inspector and that the benefits which the appeal proposals would bring outweighed any potential additional impact they may have had on the integrity of the Gap and the character and appearance of the area.

In 2011 a consultation was received from Hart, 11/00730/ADJ, for approval of details of acoustic fence along A327 Minley Link pursuant to Condition 29 of detailed planning permission for storage and distribution development at Hartland Park (Ref: 07/03197/MAJOR).

It was noted that although the land on which the fence would be erected was within Rushmoor Borough Council's administrative area, it would be erected on highway land as operational highways development and therefore would not require any planning permission from this authority.

Notwithstanding this Rushmoor objected to these details for the following reason:

"It has not been satisfactorily demonstrated that the proposed fencing will provide adequate protection from sound as required by the condition."

In 2012 Rushmoor objected to a consultation from Hart in respect of an application to extend the time limit for implementing the outline planning permission 07/00764/MAJOR on the following grounds:

- "1 The proposal would result in industrial development within the countryside involving buildings that are larger in terms of scale bulk and floorspace than the existing

structures on the site, extensive car and lorry parking, intensive heavy vehicle activity and loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the countryside and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.

- 2 It has not been adequately demonstrated that the level and type of development and increased traffic associated with the proposal would not give rise to levels of noise that would cause harm to the amenities of residents in Rushmoor.
- 3 Bearing in mind the assumptions made in the Transport Assessment about the level of traffic that would be generated by the proposal, The Council is not satisfied that it would not add to congestion on the highway network. Furthermore, the estimated number of jobs (up to 1,530) to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal could result in significant traffic generation in an unsustainable location, with adverse implications for highway safety in Rushmoor."

In September 2017 Rushmoor granted planning permission for, and raised no objection to a consultation from Hart, 17/00515/FULPP and 17/00660/ADJ respectively, for the change of use of 27.9ha of land to provide a Suitable Alternative Natural Greenspace (SANG) including: access; car parking; fencing; pathways; landscaping; earthworks; and all other ancillary and enabling works on land at Kennels Lane. The application details that the proposed SANG will be used to mitigate the increased recreational pressure arising from up 1500 new dwellings proposed as part of the Hartland Park redevelopment. No legal agreement has been completed to date to link the proposed developments. Notwithstanding this, the terms of the application are for a SANG which could provide mitigation for any new residential development in the catchment area.

In 2017 Rushmoor received a consultation from Hart, 17/00241/ADJ, relating to a hybrid planning application (part full, part outline) for a residential-led mixed use redevelopment comprising 1. Outline planning application with means of access (in part) to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including residential (Use Class C3 within the up to 1,500 dwellings) and up to 2,655m² (GEA) of retail, commercial and/or community floorspace (Use Classes A1 to A5, B1, D1 and D2); a primary school (Use Class D1); drainage works including balancing ponds; on and off-site SANG mitigation; creation of landscaping, open space and ecological habitats; car and cycle parking; demolition of existing buildings; site clearance; earthworks; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works. 2 Full planning application for the erection of 189 dwellings (Use Class C3); access; drainage works including balancing ponds; creation of landscaping, open space and ecological habitats; car and cycle parking; earthworks; demolition of existing buildings; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works.

The development is divided into ten phases. The hybrid application is separated into Phase 1 (full application) and Phases 2-10 (outline planning application).

The terms of the application considered by Hart at a special meeting of its Planning Committee on 24 August 2017 were as follows:

1. Outline planning application with means of access to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including retail, commercial and community premises and a primary school (Use Classes A1 to A5, B1, D1 and D2); bin stores, car and cycle parking, open space, landscaping and ecological habitats and suitable alternative natural greenspace (SANG), site remediation, earthworks and ground modelling, drainage works including ponds for surface water attenuation, relocation of existing electricity substation, provision of utilities infrastructure, and all other ancillary and enabling works;
- 2 Full planning application for the demolition of existing buildings and structures and site clearance, the construction of 181 dwellings (Use Class C3); and roads including connection to existing roundabout at Ively Road, bin stores, car and cycle parking, open space, landscaping and ecological habitats and all other ancillary and enabling works.

Rushmoor was not consulted on subsequent amendments to the planning application.

The Hart committee resolved:

- to agree the principle of development and the scale, mass and quantum of development ie for up to 1500 new homes on the site and refer the details of Phase I to Major Sites Sub-Committee for detailed consideration;

and subject to

- (i) Hampshire County Council withdrawing its holding highway objection;
- (ii) Confirmation of the outcome of viability issues associated with the testing of affordable new home provision; and
- (iii) the securing of appropriate SANG provision

To bring the application back to Planning Committee for final decision on the above, completion of a planning obligation and any other matters that may arise (including the outcome of the Major Sites Sub-Committee meeting) that have not been previously addressed.

In September 2017 Rushmoor raised objection to the consultation from Hart on the following grounds:

- 1 Insufficient information has been submitted to demonstrate that the development will have a satisfactory impact on the highway network within Rushmoor.
- 2 Insufficient information has been provided to demonstrate the proposal will adequately mitigate the additional recreation impact arising from the new residential development on the Thames Basin Heaths Special Protection Area.

In addition the following recommendations were also made in the event that Hart were minded to grant planning permission:

- appropriate financial contributions towards health and education provision are secured with relevant triggers and review mechanisms in place;
- a Construction Environmental Management plan is secured by way of condition and that

Rushmoor is consulted on its contents;

- the impact of Farnborough Airport on the development is fully assessed.

In November 2017 the Major Sites Sub-Committee at Hart recommended to the Planning Committee that the full details of Phase I be approved subject to matters relating to trees, surfacing and materials, fencing play space, the use of permitted development rights relating to garden sheds, allocation of car parking and the use of external lighting being clarified.

In December 2017 the main application was re-considered by the Hart Planning Committee. This sought to address the outstanding matters from the August 2017 committee as set out above. The committee resolved that:

"The application is a departure from the Local Plan because Policy DEV12 of the Local Plan designates part of the site for employment use, however the site is no longer required for employment purposes. The application be referred to Full Council with a recommendation that subject to the satisfactory completion of a section 106 planning obligation (to include a review mechanism) the Head of Regulatory Services be authorised to GRANT outline planning permission for the whole permission as described in the application description and full planning permission for Phase I is as also described in the application description subject to conditions to be agreed in consultation with the Chairman and Ward Councillors."

Rushmoor has been re-consulted on the amended highway details and it is this matter which is to be considered by way of this consultation. In this regard a further package of highway mitigation measures are proposed, the following of which are most relevant to Rushmoor:

- footpath/cycleway improvements;
- a financial contribution towards public transport which will be used to subsidise the existing bus route 10 or for the provision of a shuttle bus to Farnborough and Fleet stations;
- funding for a range of measures to be delivered over the life time of the development construction phases once actual traffic flows and movements can be modelled;
- contributions towards improvements to the Windy Gap junction;
- the replacement of the roundabout at the northern entrance to the site with a signalised T junction giving priority to Summit Avenue traffic;
- alterations to the roundabouts at the northern end of Kennels Lane at the junction with Bramshot Lane to incorporate a signalised junction to improve traffic flow giving priority to Summit Avenue traffic with a view to limiting potential rat running;
- proportionate contributions towards development related traffic issues within Farnborough Town Centre as follows:

Ively Road/ Elles Road

A mitigation proposal of localised widening of the Ively Road (North), Elles Road (East) and Ively Road (South) approaches to facilitate additional lanes on the roundabout entries was put forward by the developer to alleviate the forecast congestion at this junction. These improvements forecast to reduce queuing substantially in both the AM and PM peak (by 75 vehicles in the AM peak and 45 vehicles in the PM peak on the worst affected arms)

Farnborough Rd/ Meudon Ave (Pinehurst Roundabout)

Improvements to this junction are currently being developed as part of the Farnborough Growth Package, including possible signalisation and amendments to the overall road layout. A contribution towards the future improvements at this junction is sought to provide adequate

mitigation of the additional development movements.

A325 Farnborough Road/Victoria Road (Clockhouse Roundabout)

Following the highway authority's previous comments this junction was modelled and forecast to operate over capacity in the future year. Improvements to this junction are currently being developed as part of the Farnborough Growth Package, including possible signal control of the junction. A contribution towards the future improvements at this junction is sought to provide adequate mitigation of the additional development movements.

A325 Farnborough Road/Union Street (Ham & Blackbird Roundabout)

Following the highway authority's previous comments this junction was modelled and was forecast to operate over capacity in the future year. Improvement to this junction are currently being developed as part of the Farnborough Growth Package. A contribution towards the future improvements at this junction is sought to provide adequate mitigation of the additional development movements.

For information Rushmoor has not been re-consulted in respect of the impact of the development on the Thames Basin Heaths Special Protection Area.

Consultee Responses

Transportation Strategy Officer raises no objection to the proposal.

HCC Highways Development Planning raises no objection to the proposal subject to the completion of a legal agreement and imposition of a condition.

Neighbours notified

As this is a consultation the responsibility for publicity lies with Hart District Council.

Neighbour comments

No representations have been received by Rushmoor in respect of the revised highway information.

Policy and determining issues

The site is outside Rushmoor within countryside between Fleet and Farnborough. Having regard to the previous objection, the determining issue is the effect on Rushmoor in terms of highway considerations.

Commentary

Highway considerations

As previously advised to Hart, Rushmoor was, and remains, concerned that the development could put pressure on its road network. The County Highway Authority has removed its objection to the proposal advising that:

The provision of the additional information has satisfactorily addressed the issues previously raised no objection is raised to this proposal from a highways and transportation perspective, subject to the imposition of a condition securing a construction traffic management plan and subject to the applicant entering into a Section 106 Legal Agreement to secure the following package of mitigation:

- A transport contribution of £1,898,392 towards the following:
- Capacity improvements at the Ively Road/Elles Road junction
- An improvement scheme at the Fleet Road/Aldershot Road junction
- Capacity improvement at the Pinehurst Roundabout
- Capacity Improvements at the Clockhouse Roundabout
- Capacity Improvements at the Ham and Blackbird Roundabout
- The following off site highway works to be delivered via a S278 legal agreement:
- Bramshot Lane/ Summit Avenue junction reconfiguration as shown in principle on drawing 162176/A/44. In this regard it is noted that an improvement scheme has been agreed as shown on the aforementioned drawing that is considered to provide sufficient capacity improvements. All arms of the improvement scheme are shown to operate under theoretical capacity in the 2033 future year scenario with the highest Degree of Saturation of 78 and 78.3 found on the Kennels Lane arm in the AM and PM peaks respectively. Under 0.90 is considered to operate within capacity. The principle of these works has been agreed with Hampshire County Council and will need to be delivered through a S278 agreement.
- Widening the western approach arm of the A327 signalised junction known as Minley Link.
- Provision of a continuous footway/ cycleway link from the site's southern access to Fleet.
- Submission and implementation of a full Travel Plan, payment of the Travel Plan approval and monitoring fees, and provision of a surety mechanism to ensure implementation of the Travel Plan.
- Level of Bus Service which may include subsidising the existing number 10 route or the provision of a bus to Farnborough and Fleet stations

Whilst the proposed amendments and measures are generally welcome and having regard to the views of Hampshire County Council as highway authority, there remains a concern that given the size of the development the measures proposed would not be sufficient to ensure that the vehicle movements associated with the development would not have an adverse impact on the local highway network within Rushmoor and as such an objection is maintained in this regard.

Nature conservation

As Rushmoor has not been consulted on any further measures proposed by the applicant in relation to the impact of the development on the Thames Basin Heaths Special Protection Area (SPA), it is recommended that the previously made objection is maintained in this regard.

FULL RECOMMENDATION

It is recommended that **OBJECTION** is raised to the proposal as submitted on the basis of transportation impact and inadequate provision of SANG for the reasons set out below.

- 1 Insufficient information has been submitted to demonstrate that the development will

have a satisfactory impact on the highway network within Rushmoor.

- 2 Insufficient information has been provided to demonstrate the proposal will adequately mitigate the additional recreation impact arising from the new residential development on the Thames Basin Heaths Special Protection Area.

Informative

- 1 **INFORMATIVE** – The Local Planning Authority's commitment to working with the applicants in a positive and proactive way is demonstrated by its offer of pre-application discussion to all, and assistance in the validation and determination of applications through the provision of clear guidance regarding necessary supporting information or amendments both before and after submission, in line with the National Planning Policy Framework.



