

<b>Application Number:</b>	<b>24/10199</b> Outline Planning Permission
<b>Site:</b>	CALMORE CROFT FARM, SALISBURY ROAD, CALMORE, NETLEY MARSH SO40 2RQ
<b>Development:</b>	Outline planning application for the erection of up to 22,000sqm of employment use for logistic/warehouses (Use Classes B2 and B8) and ancillary office space with all matters reserved except for access.
<b>Applicant:</b>	McCarthy Investments Ltd
<b>Agent:</b>	Planning Issues Ltd
<b>Target Date:</b>	03/06/2024
<b>Case Officer:</b>	James Gilfillan
<b>Officer Recommendation:</b>	Service Manager - Grant
<b>Reason for Referral to Committee:</b>	One of the Council's Strategic Sites Parish Council contrary view

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## 1 THE MAIN ISSUES

The issues considered in section 10 are:

- a. The Principle of Development, Strategic policy compliance, Employment land supply.
- b. Highways and Access
- c. Parameter Plans Character, Layout, Landscape and Trees
- d. Amenity
- e. Ecology and Habitat Mitigation
- f. Drainage
- g. Other Matters

## 2 SITE DESCRIPTION

The site is located on the southern side of the A36 Salisbury Road, at its junction with the A326. The site straddles the boundary between Totton and Eling Town and Netley Marsh Parish. It is a substantial portion of the Local Plan Strategic Allocation SS1 'Land to the North of Totton' that covers a larger area of land from the existing residential area of Calmore, either side of Pauletts Lane, to the A326 in the west and beyond the A36 Salisbury Road, towards the M27 in the north.

The site consists of a combination of agricultural fields, hard surfaces and low scale structures associated with a pig farm, known as Four Acres Farm and construction yard, known as Calmore Croft farm. There are also three vacant houses, one large detached house known as Highlands and two bungalows used as agricultural workers dwellings.

There are mature trees around the edges of the site and along former field boundaries. Many of the trees are protected by a tree preservation order and some are veteran trees.

There are two existing vehicular accesses from Salisbury Road in-to the application site. One of the vehicular accesses is shared with a neighbouring industrial site known as Brookes Hill Industrial Estate, this is outside the application site and not indicated as being within the control of the applicant.

The other existing vehicular access is opposite the junction between the A36 and A326 and serves Highlands and Four Acres Farm. This is within the application site and within the control of the applicant.

The ground levels fall from Salisbury Road, predominately in a southerly direction.

The land surrounding the application site is currently used for grazing, it is included in local plan policy SS1 mixed-use, residential-led local plan allocation. To the north of Salisbury Road residential development has been approved. The New Forest National Park is located immediately to the west of the A326, to the west of the site.

### **3 PROPOSED DEVELOPMENT**

Outline planning application for the erection of up to 22,000sqm of employment use for logistic/warehouses (Use Classes B2 and B8) and ancillary office space with all matters reserved except for access.

Matters under consideration by this application are:

The principle of the use of land for up-to 22,000sqm floor space of employment development.

Access to the site for all vehicles and cycles from the A36 Salisbury Road as shown in detail.

The application is supported by detailed plans of the new access from Salisbury Road for all vehicles and cyclists.

The scheme proposes to form a traffic light controlled cross-road junction, in order to ensure safe and sufficient access to the application site is achieved. This cross-road would consist of the existing A326 south-bound slip road on the north side, the A36 to the east and west and the access into the application site to the south.

The A36 would be widened, by using land already within the adopted highway verges, to provide space to accommodate right turn lanes in-to the application site when approaching from the west and right turn on-to the A326 slip road when approaching from the east, complemented by straight on/left turn lanes along the A36, with the appropriate tapers and lane segregation and islands.

Access to the application site will be by way of a three-lane road, consisting of two lanes exiting the site and one lane entering. A lay-by is proposed for traffic signal maintenance alongside the new access road within the application site.

Three Parameter Plans are provided to support the principle of the development;

- Developable Areas, including areas of maximum building heights of 12.5m and 15.5m high, and non-vehicular access options;

- Landscape Framework;
- Landscape Strategy.

For reference, the proposed detailed design (appearance, landscape, layout and scale) of the buildings and supporting spaces around them will be determined in subsequent Reserved Matter application(s).

#### 4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status	Appeal Description
24/10048 Demolish single detached dwelling and outbuilding (Demolition Prior Notification)	08/02/2024	Details not required to be approved	Decided	
23/10136 Full demolition of bungalow (Demolition Prior Notification)	14/03/2023	Details not required to be approved	Decided	
23/10137 Full demolition of bungalow (Demolition Prior Notification)	14/03/2023	Details not required to be approved	Decided	
20/10824 Use as a dwelling-house (Lawful Use Certificate for retaining an existing use or operation)	12/11/2020	Was Not Lawful	Decided	
17/11692 Use of sheds as B1 (industrial) and B8 (storage); use of 2 bungalows as C3 (residential) with no agricultural tie (LDC)	07/03/2018	Was Not Lawful	Appeal Decided	Appeal Allowed in Part
16/10508 Temporary siting of agricultural workers' mobile dwelling with ancillary agricultural storage sheds (retrospective) and container	16/08/2016	Granted Subject to Conditions	Decided	
16/10366 Agricultural building (Agricultural Prior Notification)	13/04/2016	Prior Approval refused	Decided	

#### 5 PLANNING POLICY AND GUIDANCE

##### Relevant Legislation

Planning and Compulsory Purchase Act 2004  
 Planning (Listed Buildings and Conservation Areas) Act 1990  
 National Parks and Access to the Countryside Act 1949  
 Levelling Up and Regeneration Act ('LURA') (2023)

##### National Planning Guidance

National Planning Policy Framework (NPPF) 2024  
 Planning Practice Guidance

## **New Forest District Development Plan**

### **Local Plan 2016-2036 Part 1: Planning Strategy**

Policy STR1: Achieving Sustainable Development

Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park

Policy STR3: The strategy for locating new development

Policy STR4: The settlement hierarchy

Policy STR5: Meeting our housing needs

Policy STR6: Sustainable economic growth

Policy STR7: Strategic Transport Priorities

Policy ENV3: Design quality and local distinctiveness

Policy ENV4: Landscape character and quality

Policy ECON1: Employment land and development

Policy CCC1: Safe and healthy communities

Policy CCC2: Safe and sustainable travel

Policy IMPL2: Development standards

Strategic Site 1: Land to the north of Totton

### **Local Plan Part 2: Sites and Development Management 2014**

DM1: Heritage and Conservation

DM2: Nature conservation, biodiversity and geodiversity

## **NFDC Supplementary Planning Guidance And Documents**

SPD - Air Quality in New Development.

SPG - Landscape Character Assessment

SPD - Planning for Climate Change

SPD - Parking Standards

## **New Forest District Council Corporate Plan 2024 to 2028**

### **6 PARISH / TOWN COUNCIL COMMENTS**

#### **Totton & Eling Town Council. April 2024.**

Par 2. We recommend REFUSAL, for the reasons listed, but would accept the decision reached by the District Council's Officers under their delegated powers.

- The increased employment opportunities the development would offer are welcomed, and no objection is raised to the use.
- The site has good transport links for industrial use.
- The retention of important trees had been considered and these would help screen the site whilst retaining important wildlife habitat.
- The main areas of concern are the overall proposed number of units within the site and potential parking concerns due to NFDC Parking Standards not being met.
- Notwithstanding the car ports with solar panels, the overall lack of renewable energy options to power and heat the proposed buildings was disappointing.

The recommendation is based on the information provided and absence of information relating to site access.

### **Netley Marsh Parish Council. April 2024**

Par 4. We recommend REFUSAL, for the reason listed below

- Access: the proposed access is a hazard and is a totally unsuitable location, access should be via the new link road with planned nearby estates.
- The heights of the proposed buildings, on a rise, will adversely affect the adjacent National Park. This is urbanisation in a rural area. There will be a major visual impact.
- There are flooding concerns with plans to fill in a ditch.
- Warehouse type employment is likely to only create a few posts so the employment gain will be minimal.
- Biodiversity gain is minimal, and the proposal to remove the planned solar panels in the parking area will make this worse. This also relates to the legal case in West Oxford DC in February ref. the Planning and Energy Act 2008.
- The proposals are contrary to policy ENV3. It is felt that before there is any development on this site, a Section 106 agreement is essential.

### **Netley Marsh Parish Council. February 2025**

Par 4. We recommend REFUSAL, for the reason listed below

- It is understood that there are bats onsite but there is currently no information on a European Protected Species mitigation licence.
- Flooding issues, Southern Water comments will not be received until later.
- Access was a concern on the original application and has not been changed.
- The height of the buildings and low skilled employment opportunities are also of concern.

## **7 COUNCILLOR COMMENTS**

No comments received

## **8 CONSULTEE COMMENTS**

Comments have been received from the following consultees:

### **Hampshire County Council**

#### **HCC Highways: No objection subject to S.106 and conditions**

The proposed access from the A36, including the revisions to the design of the existing junction between the A36 and A326 are required to make the development safe in highway terms. The scheme secures safe access for pedestrians and cyclists and connectivity with adjoining land.

#### **HCC Countryside Services: No objection.**

Requests informatives regarding protecting Public Right of Ways (PROW) during construction are included in any approval.

**HCC Lead Local Flood Authority: No objection**

Clarifications provided to support the preliminary drainage strategy are acceptable. A condition seeking detailed drainage calculations and design would be acceptable.

**New Forest District Council****Archaeologist: Objection**

No Heritage Asset Statement has been prepared or assessment of the presence of archaeology undertaken.

**Conservation: No objection.****Environmental Health (Contamination): No Objection subject to conditions.**

The submitted Site Investigation report dated July 2023, details no plausible contaminant linkages for the proposed commercial development. However, within the southeastern corner of the site, where deep Made Ground is present, additional assessment is recommended as the possibility of ground gases cannot be entirely discounted at this stage. Standard Contaminated Ground conditions can ensure sufficient surveys and mitigation are secured.

**Environmental Health (Pollution): No Objection subject to conditions.**

Air Quality. A dust management plan should be secured as part of a Construction management plan. Increases in vehicle movements will not detrimentally impact on the nearest Air Quality Management Area at Millbrook in Southampton City.

Nuisance. A noise assessment has been undertaken, its conclusions are acceptable and a condition limiting noise should be imposed.

**Environmental Design Team: Objection.**

The scale of built form and parameters are a concern. It is unclear how the buildings will relate to existing topography. The LVIA does not adequately assess the sensitivity of the area or demonstrate that the scheme has been informed by a thorough analysis of the site opportunities and constraints. The green spaces surrounding the retained trees are welcomed but will offer greater biodiversity, visual screening and particulate capture if more areas of native shrubs are included. The revised access position has no greater or lesser impact on local landscape.

**Tree Team: No objection.**

The proposed access is acceptable. The developable areas plan now indicates development is outside tree protection zones. No object to tree loss proposed. Changes to ground levels as part of reserved matters application will need to prove no harm to retained trees.

**Others**

**Active Travel England: No objection.** Standing advice applies.

**Environment Agency: No objection, subject to conditions.**

The site is in flood zone 1 and there are no flood risk issues arising from the proposed development. Ground contamination identified is not considered to be significant. A precautionary condition requiring further assessment should unexpected contamination be identified is merited.

**Hampshire Swifts. Objection.**

Insufficient intent to install ecological enhancements, specifically swift bricks/boxes, is made by the ecological appraisal.

**National Highways: No objection, subject to conditions.**

The development will not result in significant impact on the safe and efficient operation of the strategic road network. Conditions securing a Construction Traffic Management Plan and Operational Management Plan are requested.

**Natural England: No objection.**

Indicate the shadow Habitats Regulations Assessment is acceptable. Mitigation for potential impacts on protected species, biodiversity enhancement and sensitive lighting should be secured.

**NatureSpace: No Objection.**

It is determined that this proposal is unlikely to impact great crested newts and/or their habitats. The on-site pond was tested negative for great crested newts and the off-site pond had a 'poor' HSI score. The other ponds in the landscape are beyond the A326 and the A36 which are barriers in the landscape for the terrestrial dispersal of great crested newts.

**New Forest National Park Authority: No Objection.**

The District Council will need to consider the potential impacts on the National Park in accordance with the legal duty in Section 11(A) of the National Parks and Access to the Countryside Act 1949.

**Southern Water: No Objection**

Southern Water will contact the developer to agree enhancements to the capacity of the foul sewer, or phased implementation. The design of the surface water drainage system should be such that it doesn't result in inundation of the foul sewers.

## 9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

6 letters have been received objecting to the proposals on:

Principle

- Unacceptable to consider the application in isolation. Failure to provide full details of proposals for development of all land within the allocated site.

Design

- The scale of the scheme does not provide suitable transition to landscape character of the New Forest National Park
- Impact on the rural character of the site
- Loss of trees

Highways

- Existing access to the site is insufficient for the proposals
- Access to A326 north bound from A36 is congested with traffic from Paultons Park in the summer and is unsafe.
- Cumulative impacts of traffic generated have not been fully assessed
- Use of minor roads close to the site would become rat runs detrimental to safety and amenity

Amenity

- Noise disturbance and air pollution would be detrimental to resident's amenity and wellbeing

Ecology

- Impact of uses causing pollution on wildlife, including surface water drainage

Drainage

- Additional surface water runoff exacerbating flood risk on Pauletts Lane

## 10 PLANNING ASSESSMENT

### **A. The Principle of Development, Strategic policy compliance and Employment land supply**

In determining planning applications there is a presumption in favour of the policies of the extant Development Plan unless material considerations indicate otherwise (Section 38(6) of the Act). Material considerations include the National Planning Policy Framework (NPPF).

NPPF (December 2024) Paragraph 11 clarifies what is meant by the presumption in favour of sustainable development. It states that for decision making it means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) 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:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Taking NPPF paragraph 11(c), if the proposed development accords with the local plan it should be approved.

If the development does not accord with the local plan, the development must be considered against NPPF paragraph 11(d).

However, the New Forest District Local Plan provides development plan policies relevant to the determination of this proposals, most particularly:

- Policy STR3: The strategy for locating new development
- Policy STR4: The settlement hierarchy
- Policy STR6: Sustainable economic growth
- Policy ECON1: Employment land and development
- Policy SS1: Land to the north of Totton

These policies, as part of the New Forest District Local Plan: Planning Strategy, adopted on 6th July 2020 are still up-to-date.

Footnote 8 to this paragraph confirms that irrespective of the age of the development plan, for the purposes of applications involving the delivery of housing, the relevant



policies are to be considered out-of-date if the council is unable to demonstrate it has a five-year supply of deliverable housing sites.

The council is unable to demonstrate a five-year supply of deliverable housing sites, however, this planning application does not involve the delivery of housing, as such the relevant policies which are most important for determining the application are not considered out-of-date.

It is therefore considered that the presumption in favour of sustainable development (the so called 'titled balance') set out by paragraph 11(d) does **not** apply in this case and the application falls to be considered against the policies of the development plan as per section 38(6) of the Act.

Local Plan policy STR1 'Achieving sustainable development' sets the overarching requirements expected of developments to achieve sustainable development. The following three criteria are particularly relevant to this application;

- ii) Requiring a context led approach to the design of development and secure a high quality design that maintains local distinctiveness, safeguards landscapes and heritage assets and has appropriate regard to the purposes of the New Forest National Park;
- iv) Ensure development contributes to a diverse and thriving local economy, providing an overall balance of uses accessible by sustainable transport modes as well as by car;
- v) Ensure communities and workers are safe and the risks to people, places and the environment from potential hazards are minimized.

Policy STR3 'The Strategy for Locating New Development' presents the strategy for locating new development, seeking to direct development to accessible locations that help to sustain the vitality and viability of the towns and villages of the plan area.

Policy STR4 'The Settlement Hierarchy' sets a settlement hierarchy for the New Forest. The site falls within Totton, included in the list of 'Towns', the largest settlements in the hierarchy, considered to be the most sustainable locations for large scale development, such as the scheme proposed by this application.

Policy STR6 'Sustainable Economic Growth' sets economic growth targets to enable a vibrant and prosperous local economy. The delivery strategy identifies a need for 126,000sqm floor space across the plan area. It expects around 70,000 sqm floor space will come from allocated mixed use Strategic Site allocations SS1, SS4 and SS14.

The site is allocated for mixed use development as part of Strategic Site SS1 - Land to the North of Totton. The adopted strategic site policy states (emphasis added):

#### **Strategic Site 1: Land to the north of Totton**

- i. **Land to the north of Totton, as shown on the Policies Map is allocated for residential-led mixed use development and open space and will comprise the following:**
  - **At least 1,000 homes, dependent on the form, size and mix of housing provided.**
  - **A commercial core west of Pauletts Lane including around five hectares of land for business and employment uses.**

- A community focal point in a prominent location including ground floor premises suitable for community use.
  - Contributions to educational provision to include two hectares of land to be reserved for a primary school.
  - On-site provision of formal public open space.
- ii. The masterplanning objectives for the site as illustrated in the Concept Master Plan are to create a well-designed and integrated extension to Totton whilst maintaining the rural character of Hill Street and Pauletts Lane and a countryside edge to the New Forest National Park. Development will be required to:
- a. Create an integrated network of natural green spaces to frame development, using and enhancing important tree belts, hedgerows and woodland blocks (including Bog Plantation, Hatton's Plantation and Kilnyard Copse), and by making a positive feature of water courses, to connect new greenspace to existing footpaths and rights of way to Loperwood, Sharveshill Plantation, Wade Hill Drove and Testwood Lakes.
  - b. Set development behind the ridge line on the northern and northwestern edges to maintain an open landscape and an appropriate westbound transition from urban Southampton to the countryside edge of the New Forest National Park.
  - c. Provide traffic calming and crossing points for the A36 (Salisbury Road) and creating a choice of vehicular routes including an alternative route west of Pauletts Lane between the A36 and Loperwood suitable for two-way traffic including buses, and an east west pedestrian and cycle route across Pauletts Lane.
- iii. Site-specific Considerations to be addressed include:
- a. The need for an agreed comprehensive development framework for the whole allocation to ensure the effective coordination between multiple land interests to deliver an integrated, whole-site approach to the provision of access, community facilities, open space and natural recreational greenspace for habitat mitigation.
  - b. Design and other appropriate measures to mitigate potential noise and air quality impacts from the M27/A31, A36 and the A326.
  - c. To assess the need for, and to provide where necessary, enhancements to the A326 and A36 junctions to provide safe vehicular access for the development.
  - d. The Grade II listed building Broadmoor Cottage, Pauletts Lane should be retained within an appropriate setting so that its significance can be appreciated.
  - e. The preparation of a detailed site-specific Flood Risk Assessment (FRA) will be required which would demonstrate that there will be no inappropriate development within Flood Zone 3b.

When prepared the policy (criterion iii (a)) recognised a need for the multiple land ownership interests to come together and prepare a comprehensive development framework for the entire allocation in order to ensure delivery of an integrated, whole site, approach to the provision of routes across it, the mix of uses and facilities and spread of green space. It has not been possible to secure such a development framework. However, this should not and can-not preclude consideration of applications, assessment on their merits and discharge of the duty of the Local Planning Authority to determine planning applications submitted to it.

The location of the development, within the built-up area of Totton, as defined by the Local Plan policies map, is appropriate for the proposed development and in accordance with local plan policy STR3. Furthermore, Totton is in the list of towns the highest tier of settlements in the district identified by local plan policy STR4. Towns are considered to be the most sustainable locations for the form of large-scale business development proposed by this application.

The application site is a small part of the overall area subject to Local Plan strategic site policy SS1. The development proposes employment uses which is consistent with the mixed-use requirements at paragraph (i) of SS1, whereby the policy expects around five hectares of land shall be for business and employment uses. The application site covers approximately seven hectares of land.

The concept master plan supporting policy SS1 (Local Plan Part 1, page 111) sets out an illustrative approach to the layout of built development and open spaces across the wider site. That master plan illustratively indicates the application site is appropriate for employment development. As such it is considered an appropriate location for the proposed development within the allocated site in principle.

However, the area covered by the application site does extend in-to areas illustratively shown in the concept master plan to be appropriate for residential development, as well as the broad area suggested for the heart of the community with a community focal point and a school, reducing the space available to deliver such alternative forms of development.

The Local Plan has adopted a strategy to meet the objectively assessed housing needs of the District, this allocated site, land north of Totton, is part of that strategy and is required to achieve the identified housing need. Whilst the loss of land identified by the illustrative concept master plan considered to be appropriate for residential development could potentially impact reaching the local plan policy target of at least 1000 dwellings, there remains extensive parts of the allocation, illustratively indicated as being appropriate for residential development, yet to be subject to planning applications.

Moreover, as of March 2025 a total of 614 dwellings have either planning permission or a resolution to grant planning permission, towards the policy target of at least 1000 homes. Furthermore, some of the development parcels identified for housing in the illustrative concept master plan have provided more than that set out in the Local Plan supporting text. For example, the sub-parcel of the overall allocation located north of the A36 has delivered in excess of 325 homes, compared to the indicative figure of 260 homes presented by paragraph 9.43 of the local plan.

Additionally, the concept master plan does not reserve any land specifically for the other non-residential uses such as schools. Therefore it has to be accepted that some of the land illustratively identified as being appropriate for residential development either could or would be used for other non-residential uses.

Based on the amount of housing already subject to planning permission or with resolution to grant planning permission, alongside the amount of land remaining available elsewhere within the strategic site allocation boundary, it is considered that the loss of some of the land broadly considered appropriate for residential development will not compromise delivery of the overall policy SS1 requirements and the contribution of the site towards the strategy for housing delivery across the District.

Whilst not included in the description of development, it should be noted that the proposed development will result in the loss of three houses present on the site. The loss of residential dwellings will reduce the availability of housing in the district. However, these three houses are all vacant and have prior notification consent for demolition. All three are covered by development proposals by the illustrative concept master plan, supporting policy SS1, so their loss was likely. In this instance their demolition isn't directly related to this planning application so would not weigh against this scheme in the planning balance.

#### New Forest National Park (NFNP).

The Levelling Up and Regeneration Act ('LURA') (2023) and Section 11(A) of the National Parks and Access to the Countryside Act 1949, places a duty on the council to seek to further the purposes of the National Park, being:

- (a) conserving and enhancing the natural beauty, wildlife and cultural heritage of the areas specified; and
- (b) promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public.

Local Plan policy STR2 requires development not to have an unacceptable impact on the special qualities and purposes of the adjoining NFNP. In the determination and implementation of development proposals including planned growth, great weight will be given to ensuring that the character, quality and scenic beauty of the New Forest National Park are protected and enhanced.

The application site is close to the boundary of the NFNP, which is beyond the A326, to the west of the site. Being site close to the west edge of the land allocated for development by local plan policy SS1 there would be no other proposals for development yet to be considered, that may provide screening or a transition from this development. However, it should be noted that the application site and strategic site SS1 do not share a contiguous boundary with the NFNP, the A326 dual carriageway and highway verges, which is located outside the National Park, provide an intervening buffer.

The area of the NFNP closest to the site consists of small clusters of buildings spread amongst dense areas of mature trees, hedges and fields, but includes more intensely developed sites such as the NHS site at Tatchbury Mount and the Paultons Park theme park, close to the application site to the south and north respectively.

As described above the land subject to this application is allocated for development by local plan policy SS1. That concept master plan illustratively indicates the application site as appropriate for employment development.

As a point of principle, the current proposal accords with the land use requirements of local plan policy SS1. By illustratively indicating the site as appropriate for employment development, it had to have been considered that such a form of development was compatible with preserving the statutory purposes of a National Park.

With respect to the two purposes of National Parks, listed above, it is considered that the principle of the development will:

- (a) conserve the natural beauty, wildlife and cultural beauty by proposing development of land that doesn't share a contiguous boundary with the National Park and avoiding land providing supporting roles to those aspects of the National Park.
- (b) deliver development away from land publicly accessible where the public can enjoy the special qualities and most particularly existing tranquil areas of the National Park.

As an outline application the appearance, layout and scale of the development are matters reserved for future applications, so their effect on the specific characteristics of this part of the NFNP and the purposes of the National Park would be considered by such reserved matters applications.

However, where details of the development and scale parameters and landscape frameworks, specific to the proposed scheme, have been presented to support the principle of this proposed development, the relationship to the appearance and special qualities of the NFNP are considered below at section 10(C).

#### Environmental Impact Assessment.

In accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, the development has been subject to a request from the applicant for the Council to adopt an EIA screening opinion.

Industrial estate development is listed at schedule 2 part 10 (a) 'Industrial estate development projects' of the list of forms of development likely to require an EIA. The schedule includes a threshold of 0.5 hectares and above. The proposed development is circa seven hectares in size, as such it is considered appropriate that the scheme is subject to a screening request from the applicant.

The Council has reviewed the applicants supporting report, consulted relevant statutory consultees and had regard to the conclusion of a Planning Inspector in concluding the development at Cooks Lane (ref:22/10219), also within the mixed-use strategic site allocation SS1, would not have such environmental impacts alone, or in combination with the totality of development planned for across SS1, to be EIA development.

#### Employment land delivery.

NPPF chapter 6 seeks to build a strong, competitive economy. NPPF paragraph 85 expects planning policies and decisions to help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

In addition to local plan policy STR6 setting a growth target for employment development, policy ECON1 supports the development of employment uses on employment sites, including those with a local plan allocation such as this site, provided that:

- a. Safe and suitable access can be provided for pedestrians, cyclists and for the types of vehicles likely to visit the site; and

- b. The proposal would not unacceptably impact on the environment, the landscape, or on the amenity of nearby residents; and
- c. The proposal would not have a significant detrimental impact on the operation of other businesses in the locality; and
- d. the use proposed is proportionate in scale for the location with regard to the settlement hierarchy.

The design and site-specific requirements listed at criterion (a-c) are considered in further chapters of this report below, however, the site falls within built-up area of Totton, one of settlements in the highest tier of the settlement hierarchy identified by STR4, as such the development is considered to comply with criterion (d) above.

In order to support the aspiration of maintaining and enabling a vibrant and prosperous local economy Local Plan policy STR6 identifies a need to provide 126,000sqm of employment floorspace. The delivery strategy relies on the residential-led mixed-use Strategic Site Allocations to deliver over half of this floorspace.

The 22,000sqm of floorspace proposed by this application would account for approximately 17% of the target set by policy STR6. This makes a very significant contribution to meeting the Local Plan employment floorspace target.

To date the council has not published any monitoring data of the delivery of employment floorspace since the local plan was adopted. Whilst there is no trajectory for the rate of delivery incorporated in the policy, none of the other Strategic Site allocations, identified by policy STR6 to provide employment development, have delivered any employment floorspace.

The application proposes the development will be for uses falling within use classes B2 and B8, those being defined by the General Development Use Classes order (1987) as amended, as:

B2 - General Industrial.

B8 - Storage and Distribution.

Third party representations have criticised the scheme for providing B8 uses (Storage and Distribution) which would not provide a high number of jobs. Paragraph 7.5 of the Local Plan clearly defines "Employment Uses" as comprising industrial, office, business and storage & distribution uses.

The objectively assessed economic growth needs supporting preparation of the existing local plan did not identify growth needs in specific use classes, and as such policy STR6 does not provide a breakdown of needs for different uses.

Whilst local plan policy STR6 criterion (iii) does seek to encourage a greater presence of higher value, knowledge-based businesses, it does not set a floor space target or prioritise use of employment sites for those uses, many of which, based on the definition, provided in the glossary at appendix B to the local plan, are considered to be town centre uses.

Furthermore, Strategic Site policy SS1 does not define any requirements in respect of the range or proportion of uses, merely expecting delivery of a commercial core to include around five hectares of land for business and employment uses.

In the absence of any such preference or priority for use classes in the Local Plan, it is not considered necessary to seek to control the extent of the development that is provided in either use class. Although in the first instance it will be appropriate to restrict the use of the development to those use classes and prevent any change of use, away from predominately employment business uses, allowed for by the General Permitted Development Order.

Whilst it is acknowledged that B8 Storage and Distribution uses may not generate a high number of jobs for the size of the buildings. However, such logistic and warehouse centres make a very significant contribution to supply chains across a wide range of services, markets and industries, including jobs involved in servicing the site such as HGV drivers, that may not be visible on the site.

The importance of the role performed by such B8 uses has been demonstrated by the applicant in their Employment Need Statement (Planning Issues rec'd 19/02/25), setting out the changes in supply chain logistics to respond to the significant growth in home 'online' shopping and the approach of companies like Amazon providing goods directly to the consumer. Furthermore, it advises that due to supply chain delay and instability, largely arising from Brexit and the Covid-19 pandemic, some companies now look to store large inventories closer to consumer markets.

The Employment Need Statement goes on to describe the importance of the building heights applied for, in meeting market needs. Mainly focussed on the potential efficiencies, the additional storage capacity would allow for and making better use of limited land availability. It also gives examples of many other schemes given planning permission in Hampshire and Dorset over the last five years with eaves heights at or above those likely to be delivered by this planning permission, demonstrating demand in the logistics market for such building sizes.

However, the application includes proposed use of the site for use class B2 'General Industrial' uses. These uses will make provision for a variety of jobs, including potentially skilled manufacturing and workshops, including supporting ancillary office based roles.

The NPPF at paragraphs 86 and 87 makes specific regard to ensuring local plan policies and decisions pay particular regard to facilitating development to meet the needs of a modern economy, including identifying locations for freight and logistics, storage and distribution operations at a variety of scales and in suitably accessible locations that allow for the efficient and reliable handling of goods to support the supply chain. Essentially it is considered that the proposed development meets this requirement.

With respect to criteria (c) of local plan policy ECON1, as described above, it is considered that occupation by businesses falling within use class B8 are likely to support existing business operations in the local area by providing a ready and reliable supply of goods and products required by that existing business. As a site allocated in part for employment business development, to meet the identified growth needs of the district, occupation by businesses falling within use class B2 would not compromise any existing business operation in a manner that the planning process could consider.

The consequences of the loss of land illustratively considered appropriate for residential development by the concept master plan, for the delivery of housing, is discussed above. However, the proposed provision of additional land for employment development, is considered to be acceptable given the illustrative nature of the Local Plan concept master plan for SS1 and the high potential for delivering the minimum number of residential dwellings required in Policy SS1 within the residual area of the

allocation site.

In the absence of any published employment monitoring data it is not possible to confirm the scale of delivery of employment development in the plan area. However, it is known that planning permission has not yet been granted for employment development at either Fawley (SS4) or Ringwood (Land north of Hightown Road SS14), the other mixed-use strategic site allocations required to deliver the strategy for sustainable economic growth included in local plan policy STR6. As such the delivery of more than the indicative five hectares of employment land, included in local plan policy SS1, proposed by this application will contribute positively to job creation in the district and make up for the lack of delivery elsewhere.

Being within the defined built up area and on land allocated for business and employment development as part of a mixed-use strategic allocation, the principle of the development is acceptable and accords with policies STR3, STR4 and ECON1, making a positive contribution to the successful implementation of the development plans approach to meeting its identified need for employment floorspace and in doing so contributes to meeting the economic growth needs of the district over the plan period, in a sustainable manner required by STR6. Whilst not an adopted planning document, the proposal would also contribute towards the Corporate Plan theme of Prosperity by attracting investment and increasing skills and employment opportunities.

In conclusion it is considered that the principle of the proposed development accords with local plan policies STR2, STR3, STR4, STR6, ECON1 and SS1.

## **B. Highways and Access**

Access to the site is the only detailed 'Matter' before the Council as part of this Outline Planning Application.

In accordance with Local Plan Policy CCC2 (Safe and Sustainable Travel) proposed development is required to deliver safe and sustainable travel, by prioritising safe and convenient pedestrian access within developments, provide or contribute to the provision of dedicated cycle routes and lanes, consider the impact of development on bridleways, provide sufficient car and cycle parking in accordance with the parking standards SPD, provide infrastructure for electric vehicles and contribute to the provision of highway or public transport measures.

It also recognises that the Strategic Site Allocation Policies may make site specific requirements. In this case policy SS1 makes two specific references to the provision of highway infrastructure, namely:

- (ii) Masterplanning objectives criteria (c)  
Provide traffic calming and crossing points for the A36 (Salisbury Road) and creating a choice of vehicular routes including an alternative route west of Pauletts Lane between the A36 and Loperwood suitable for two-way traffic including buses, and an east west pedestrian and cycle route across Pauletts Lane.
- (iii) Site-specific consideration criteria (c)  
To assess the need for, and to provide where necessary, enhancements to the A326 and A36 junctions to provide safe vehicular access for the development.



## Access

The proposal is supported by the following plans and reports;

- Detailed Access design received 20/12/24
- Developable Areas parameter received 26/02/25
- Transport Assessment received 04/03/24
- Addendum Transport Assessment received 08/08/24
- Highways Rebuttal received 20/12/24
- Framework Travel Plan received 08/08/24

The existing access that serves the dwelling known as Highland and former farmland known as Four Acres Farm will be closed. This access would not be safe for the scale of the proposed development and can-not be improved to accommodate the movements, safely or efficiently, in and out of the site. The access to the existing construction compound on the east side of the site operated by Churchill Retirement Living is not in the application site and the applicant does not have ownership control of it or land either side, as such that route can-not be improved, by the applicant, to serve this development.

The application proposes to form vehicular access from Salisbury Road, close to the existing house at Highland, forming a traffic light controlled cross-road junction with the A36 Salisbury Road and the existing A326 southbound slip way. It is this junction that criteria (iii(c)) of local plan policy SS1 requires assessment of.

The proposed design of the access to the development site has been subject to extensive assessment and negotiation between the applicant and Hampshire County Council highways officers (HCC). This has included additional input from HCC highway engineers.

The proposed design includes widening the A36, within the confines of the existing adopted Highway, in order to provide right turning lanes in to the site and the A326 southbound slip-road, in addition to straight on/left turn lanes along the A36, with the appropriate tapers and lane segregation. Access to the application site will be by way of a three-lane junction, consisting of two lanes exiting the site and one lane entering. All vehicle movements on all four arms of the crossing will be under the control of traffic lights. Lane widths, traffic islands and junction radii have been designed to accommodate the size of vehicles expected to visit a large industrial employment site.

In line with the comments received from HCC Highways, the principle of the design is considered to be acceptable for the proposed development.

Furthermore, inter-visibility between junctions and lights, and forward visibility for approaching and waiting vehicles has been demonstrated to the satisfaction of the HCC highways officers, ensuring technical safety standards are achieved.

The potential impact of the increase in vehicle movements generated by the scale of development proposed by Local Plan policy SS1 have been assessed by the planning applications received to date. Whilst the initial applications, within the allocated site, north of Salisbury Road (A36), did not trigger a requirement for improvements to be made, it did demonstrate that improvements would be required to accommodate all of the development planned for by policy SS1.

Whilst the development proposed by this application needs the scale of access shown, in order to be acceptable in highway safety terms, the design of the junction delivers the enhancements required to accommodate the cumulative impact of the development proposed by local plan policy SS1.

Much of the land required to deliver the proposed vehicular access is outside the land within the applicant's control. However, it is within the adopted highway, that ensures deliverability and the 'red-edge' defining the application site abuts the adopted highway. Those parts of the access falling within the adopted highway will require technical consent from Hampshire County Council as Local Highway Authority. For the purposes of the planning application a sufficiently detailed access design has been presented in principle and will be secured for delivery by a S.106 legal agreement.

Hampshire CC raise no objections to the proposed access, accepting that sufficient widths and visibility can be achieved to preserve highway safety and accommodate the cumulative volumes of vehicle movements, in accordance with policies SS1 (iii(c)) and CCC2 of the Local Plan.

### Trip Generation and Vehicle Movements

The application is supported by a Transport Assessment, an Addendum Transport Assessment and Transport Rebuttal (Paul Basham Associates) that undertakes appropriate modelling to identify likely trip generation and distribution. It also models cumulative growth from other developments, including the remaining development potential within strategic allocation site SS1 and background growth over time up to the year 2036.

Recognising that the planning application proposes to allow for businesses that fall within use classes B2 and B8, without any restriction or control over the split of floorspace within either category, the modelling has assessed worse-case scenario of the entire development being put to uses falling in use class B2 'General Industrial', that generate more vehicle movements than uses in use class B8 'Storage and Distribution'.

That modelling work is based on implementation of the proposed traffic light controlled access, assesses the capacity of local routes including junction Two of the M27. The conclusions of the modelling have been accepted by National Highways and HCC highway officers, and do not identify any unacceptable impacts to the free flow or safety of traffic on the highway network, including A326/A36 north bound slip-road roundabout, A36/Pauletts Lane junction and Calmore Road roundabout.

Concerns raised by representations received from residents regarding the potential conflict between the development and traffic generated by Paultons Park visitor attraction, on the A326 northbound slip-road roundabout are acknowledged. As indicated above, that roundabout was subject to the modelling work accepted by HCC highways officers. However it is accepted that large attractions such as Paultons Park will generate very high volumes of traffic at peak opening and closing times that could disrupt the free flow of traffic on nearby roads. These peaks are difficult to accommodate in modelling and predict as likely to occur differently on a day-to-day, week-to-week basis and heavily influenced by the weather and seasonal promotions. Whilst such scenarios are inconvenient for local residents, it is considered that such peak congestion can not be resolved by the application under consideration here, or that highway infrastructure is expanded to accommodate the short term impacts in the same way as daily flows are provided for.

Whilst accepting that the proposed development will not have a significant impact on the safe and efficient operation of the strategic road network, in their consultation response, National Highways have requested a condition is imposed requiring the applicant to prepare an Operational Management Plan in order to further minimise the impact of the development on the effectiveness of the M27 trunk road. A condition

could be drafted to seek such a plan, however, it would prove very difficult for the Council to monitor and also difficult for the developer and any future occupier to dictate and comply with. It is considered that flexibility in delivery and departure timings is key to the efficiency of the modern 'just-in-time' nature of use class B2 and B8 businesses.

The application is however supported by a framework travel plan, whereby the developer and future occupiers can seek to influence the travel patterns of staff. Movements that are considered to be more readily within the gift of the developer to influence than deliveries to and from the site. Details of this are covered in more detail below.

### Connectivity

The concept master plan supporting the policy SS1, illustratively indicates that a new north-south route linking Salisbury Road (A36) with Loperwood, included at criteria (ii(c)), could use the vehicular access proposed by this application and cross this application site before continuing to the south across adjoining land in separate ownership.

Whilst this outline planning application does not provide details of the potential layout of the buildings and routes within the application site, none of the plans, assessments or supporting material indicate that such a new north-south route is proposed to be subsequently included in this development.

The transport assessments undertaken to support the application do not indicate that this scheme needs such a route in order to be acceptable in highway capacity and safety terms. Nor does local plan policy SS1 indicate a scale of development that triggers the need for such a route or provide any explanation in the text supporting the policy relating to the purpose of such a route.

The applicant does not wish to allow residential traffic to pass through their site due to the potential highway safety and security conflicts. In addition, it is their view that it would be poor urban planning, that is likely to result in commercial vehicles passing through residential areas. Furthermore, at this time there is no committed development to the south of this site for such a route to connect to and serve. The land to the south of this planning application site is fragmented and in multiple ownership, as such it is not clear whether there is a realistic prospect of development occurring on that land, which is illustratively shown by the concept master plan supporting the policy as being appropriate for greenspace to support the proposed development.

Hampshire CC Highways officers have not objected to the application for not making provision to include such a route. As such it is considered that there is no justification in highway safety and planning terms to resist this development based on its failure to make provision for such a route as illustratively shown on the Local Plan concept masterplan for SS1.

It is considered likely that a north-south route could be required to support development within the strategic site. Officers will continue to work with land owners and developers to identify a deliverable option that meets the policy objectives.

In addition to the detailed design of the access to the site for vehicles, the Developable Areas plan indicates where non-vehicular access could be delivered to provide connectivity with adjoining land for pedestrians and cyclists. The Landscape Strategy demonstrates how the developable areas, within the application site, could be linked.

Connectivity options for pedestrians and cyclists to access the site have been indicated on the Developable Areas plan. This plan includes proposals to ensure staff are able to access bus stops on Salisbury Road safely, which coupled with ensuring convenient and safe routes for pedestrians and cyclists is important to deliver a development that can be accessed by sustainable forms of travel. This presents two routes to connect to Salisbury Road and neighbouring land.

Route 1 proposes a path along the north edge of the site, through land to be retained as strategic landscape setting, as shown by the Landscape framework parameter plan. This would exit the site at the point currently used to access the existing construction compound in the east corner of the application site. Subject to development presented on land to the east of the application site, it would allow residents and employees to travel east towards Pauletts Lane or turn north and join Salisbury Road at the roundabout junction to the Bloor Homes residential development on the north side of Salisbury Road, making use of routes being delivered therein to access residential properties or bus stops, as required.

Route 2 proposes a route north to the boundary of the site with Salisbury Road, where it would turn to follow Salisbury Road, being located within the deep highway verge, to arrive at the roundabout junction to the Bloor Homes residential development.

The principle of both routes have merit and are considered acceptable as convenient and safe routes to support and encourage opportunities for active travel and ensure connectivity throughout the wider land included in the strategic allocation.

Preliminary details of the provision of a shared route for pedestrians and cyclists along Salisbury Road to link to the roundabout junction with the Bloor homes development have been provided. This route may require removal of landscape along the edge of Salisbury Road. However, the amount of land within the adopted highway along the highway verge could accommodate the route on the south side of the landscape, as has been suggested by the Developable Areas plan.

As the detail of routes across the site would be considered in detail by reserved matter applications for layout and landscape, and development of the adjoining land may influence the most appropriate route, it is considered reasonable and appropriate to impose a condition securing final details of the route to be provided.

### Travel Plan.

Due to the scale of the development, it requires the support of an employee travel plan in order to ensure employees are encouraged to travel sustainably. In the absence of details of the proposed development, the particular attributes of business occupiers and scale of employment generated, in order to develop a precise range of measures and targets, it would not be possible to prepare a detailed travel plan. However, a Framework Travel Plan (Paul Basham Associates), that sets the parameters and principles of what a detailed travel plan would be expected to achieve, has been submitted in support of the application. HCC highways officers have no objection to its detail.

A financial bond of £49,500 is required to cover the costs of HCC should they be required to step-in and deliver the travel plan measures. Such a bond, along with securing the detailed scheme specific travel plan can be secured within a S.106 legal agreement.

### Other highway matters.

Comments from HCC Countryside Services regarding the protection of PROWs during construction are acknowledged. However, there are no PROWs crossing the site or abutting any of its boundaries. As such it is considered unlikely that construction of the proposed development will be likely to conflict with any PROWs.

As described, details of the layout of buildings, external spaces and routes between them, including space for manoeuvring and parking vehicles, will be considered by detailed reserved matter applications. However, based on the size of the developable areas shown on the parameter plans, it is considered that the site could be able to provide adequate manoeuvring space and vehicular parking to meet the standards required in the NFDC Parking Standards SPD.

Based on the size and likely duration of construction for a development of this scale it would be appropriate to secure a construction management plan. Most particularly this will need to demonstrate how the site will be accessed safely during construction. Whilst the proposed access will adequately accommodate construction traffic, that access will require construction. However, a condition gives the Applicant and respective Councils time to agree a solution based on construction phasing before commencement. A condition will be included in the recommendation.

In conclusion, the planning application proposes detailed designs for a vehicular access that will accommodate the scale of vehicle movements in-to and out from the site sufficiently, without prejudicing highway safety and the free flow of traffic on the surrounding highway network. Provision is made for sustainable forms of travel. As such, subject to S.106 obligations and conditions the development accords with local plan policies CCC1, ECON1(a) and SS1.

### **C. Character, Layout, Landscape and Trees**

In respect of character, design and landscape Local Plan Policy Strategic Site 1 (Land to the north of Totton) sets out at paragraph (ii) the masterplanning objectives for the site are inter alia:

"to create a well-designed and integrated extension to Totton whilst maintaining the rural character of Hill Street and Pauletts Lane and a countryside edge to the New Forest National Park".

It goes on to require development to:

- a. Create an integrated network of natural green spaces to frame development, using and enhancing important tree belts, hedgerows and woodland blocks (including Bog Plantation, Hatton's Plantation and Kilnyard Copse).
- b. Set development behind the ridgeline on the northern and northwestern edges to maintain an open landscape and an appropriate westbound transition from urban Southampton to the countryside edge of the New Forest National Park.

Local Plan Policy ENV3 (Design quality and local distinctiveness) sets out that all development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality by creating buildings, streets, places and spaces that are functional, appropriate and attractive. New development will be required to address specific design criteria (i) to (vii).

Local Plan Policy ENV4 (Landscape character and quality) sets out that where development is proposed there is a requirement to retain and/or enhance the landscape features and characteristics through sensitive design, mitigation and enhancement measures, to successfully integrate new development into the local landscape context.

The national Planning Practice Guidance (PPG) sets out additional guidance over and above that set out in the National Planning Policy Framework (NPPF). The PPG confirms that applications for Outline planning permission seek to establish whether the scale and nature of a proposed development would be acceptable before fully detailed proposals are put forward.

The PPG also confirms that Parameter Plans can include information on the proposed land use, building heights, areas of potential built development, structure of landscape and green infrastructure, access and movement and other key structuring and placemaking components. Parameter Plans can provide elements of the framework within which more detailed design proposals are generated, but they are not a substitute for a clear design vision and masterplan, and need to be used in a way that does not inhibit the evolution of detailed proposals. For example, setting maximum parameters for aspects such as building heights can still allow flexibility in determining the detailed design of a scheme.

#### Parameter Plans

The application is supported by Parameter plans setting out the following:

- Potential Development Areas. Indicating where development would occur within the site and the maximum heights of buildings within those areas. It includes two options for access to the site for non-vehicular travel, from adjoining land.
- Landscape Framework. Indicates the strategic landscape layout that will surround the developable areas. Provides illustrative options for landscape enhancements and opportunities to complement existing landscape features.
- Landscape Strategy. Places the proposed development in context with surrounding development, existing constraints, built features and policy aspirations.

#### i) Potential development Areas.

This indicates three principal developable land parcels. The west parcel would limit building heights entirely to 12.5m high. The central and east parcels would limit building heights to 12.5m along their north edge and allow heights up to 15.5m across the majority of the to the southern boundary.

The developable areas will include all aspects of the built form, including any hard surfaces for access roads around the site, parking areas and storage.

The plan indicates development would fit within the existing pattern of field divisions, a feature of the existing landscape. This is considered to be an important response to the constraint of the existing landscape by a proposed form of development that does not readily provide the flexibility or fine grain of layout that a residential layout would be more readily capable of achieving.

The building heights are set to respond to the location of the land in respect of the sensitivity of land beyond the site, the proximity to public realm along roads passing the site and relationship to land likely to deliver additional residential development.

It should be noted that these are maximum heights, not necessarily those that will be proposed in detailed designs, nor will buildings cover all of the area considered appropriate for development. As described above from the PPG, this plan provides flexibility in the detailed design of the scheme.

This plan includes options for non-vehicular access to the site, described in detail above under highway connectivity considerations.

ii) Landscape Framework.

This identifies the extent of land that will be protected from development. It provides space for strategic landscape setting for the development, preserves space around the important and protected trees across the site. It complements the developable areas in preserving the pattern of fields on the site at present.

iii) Landscape Strategy.

This plan places the site and proposed development in the context of surrounding land, highlighting opportunities and constraints, including aspects of the indicative layout of development shown on the concept master plan supporting local plan policy SS1.

It identifies the potential for land to the north of the site to be available for residential development and the need to avoid compromising the development potential of that land, as well as use of enhanced buffer of landscape screening around the majority of the edges of the site.

It provides broad locations for connectivity between the developable areas across the site, having regard to the identified constraints.

Impact on Character.

The existing site has a mixed character. Whilst evidence of agricultural activity is present, the site is no longer in any purposeful agricultural use. A large part of the site is being used for the storage and maintenance of materials and equipment by a nationwide residential builder. This has introduced a degree of industrial activity to the character of the site, especially the use and storage of a crane on site to assist with the operations undertaken.

The existing trees located along former field boundaries are the significant landscape features of the site and area. Some of the trees are over 20m high and several are identified as being veteran category trees. The need to preserve and respect these important landscape features form the basis for the Landscape Framework parameter plan. This framework largely influences the extent of developable areas, but ensures these mature and important landscape features are given adequate space and to allow for new landscape setting for the development.

Furthermore, preserving this existing established landscape ensures the distinctive features of the site are retained and extensive screening is provided for the development, especially given the size of some of those trees.

The applicant has provided justification to support the need to deliver large scale buildings to meet the demands of the market for employment development as set out above in chapter 10 A). Whilst the parameters being established do not preclude lower building heights, the benefit of delivering planning permission with flexibility to meet modern employment needs, as advocated by paragraphs 76 and 77 of the NPPF, needs to be considered carefully.

The application is supported by a Landscape Visual Impact Appraisal (LVIA). The NFDC Environmental Design team in their representation has made an objection that the LVIA has failed to properly consider the sensitivity of the surrounding landscape and therefore the scale of the effect of the development on that landscape has not been fully considered. The representation also challenges the lack of 'wire-frame' outlines or verified photomontages to demonstrate the potential visual effects.

The applicant has responded that the sensitivity assessments undertaken is the professional assessment of the consultant preparing the LVIA. The consultant has indicated it would not be possible to provide a wire-frame or photomontage as there is insufficient detail proposed to provide a fair representation of the development.

It could however, be entirely reasonable to request such photomontages to support reserved matter applications, to demonstrate that a scheme subject to detailed design does fit within its landscape setting. It is considered that the concerns of the NFDC Environmental Design officer can be resolved by the extent of detail expected to be presented by reserved matter applications.

The scheme is limited to floorspace of 22,000sqm, the developable areas parameter plan shows the extent of land that could be used to deliver the buildings and other hard surfaces and built form expected to support the development. As such, it should be recognised that not all of the developable areas will be covered by buildings up to the heights proposed.

Furthermore, the size of the footprint of any single building will be limited by the retention of existing landscape features and the constraint of the landscape framework parameter. This will break up the potential massing of the buildings and limit the impact on the character of the wider area.

Due to the sensitivity to change and opportunity for close range views where the developable areas are close to the roadside boundaries with the A36 along the north edge and A326 along the west edge, a lower building height limit is considered appropriate. This includes those parts of the site that have a close visual relationship with the NFNP and the ridgeline of land described by paragraph (ii(b)) of local plan policy SS1.

Where the ground falls towards the southern boundary and the site is screened by intervening trees and separated from roads and the PROW by land in separate ownership, taller buildings can be provided without significant harm to the wider landscape. Furthermore, buildings located along the north and west edge of the site are likely to allow for a transition in scale and provide screening to taller buildings.

Long cross-section drawings across the application site have been provided showing potential changes to ground levels. The changes shown are predominately central to the site and propose a reduction in ground levels as such they would have limited impact on the wider character and appearance of the site.

However, the cross-section drawings do show ground levels to be raised close to the southern edge of the site in order to form level developable ground. The ground drops further from that point towards the edge of the application site. The extent of changes to the ground level are small in the context of the scale of the site and the distance across they would be seen.

Whilst the size of the buildings proposed is likely to be a particularly evident feature of the appearance of the area in views from the south and east, it will be possible to consider this aspect as part of the detailed design of the appearance, layout and



scale of the development to ensure the perceived elevated position, when viewed from the south, will preserve the character and appearance of the area.

The landscape strategy plan indicates it would be appropriate to make provision to enhance the landscape screening around the edges of the site. This is considered entirely appropriate and the landscape framework plan makes provision for such additional planting. The reserved matter application for Landscape will provide the detailed layout and species of such landscape matters.

The proposed access will have a significant impact on the character and appearance of the site and area. However, it is considered that it would not be possible to deliver the scale of development proposed by Local Plan policy SS1 without an access of the scale proposed. The proposed vehicular access is also broadly in line with that set out in the illustrative concept master plan. As such, the proposed change is accepted in principle.

Furthermore, as significant as the change will be in the immediate vicinity, highway infrastructure and built form is already a significant characteristic of the existing area. Further changes to the effect of the highway on the character of the area are committed along Salisbury Road (A36) to accommodate other development required to successfully implement Local Plan policy SS1.

However, due to the position and scale of the proposed access, its formation will open up views into the site of category A and B trees. The trees will provide a dominant landscape backdrop to the access road, contributing positively to ensuring existing landscape features contribute to the evolving character.

It is therefore considered that the landscape impact of the access proposed by this application is acceptable as part of the natural evolution of the character of the area required to support the scale of development it is allocated to deliver.

### New Forest National Park

The site is close to the boundary of the New Forest National Park (NFNP). Whilst the principle of the use of the land for employment purposes has been considered in the Principle of Development sub-section above, in accordance with the Levelling Up and Regeneration Act ('LURA') (2023) and Section 11(A) of the National Parks and Access to the Countryside Act 1949 and Local Plan policy STR2 it is necessary to assess the details of this outline scheme on the purposes and character of the NFNP itself.

In the determination and implementation of development proposals including planned growth, great weight will be given to ensuring that the character, quality and scenic beauty of adjoining NFNP are protected and enhanced.

In addition to Local plan policy STR2, criterion (ii(b)) of local plan policy SS1 seeks to direct development behind the ridgeline on the north western edge, maintain a landscape edge and west bound transition from urban Southampton to the countryside edge of the New Forest.

The application site does not have a contiguous boundary with the NFNP, the densely wooded corridor of the A326 dual carriageway separating the application site from the boundary. As described above some of the trees in this corridor are taller than the height limits proposed. However, it is considered that the presence of development on the application site will be perceived and appreciated from the A326, however that will only be glimpsed through the trees in the foreground mostly by people in moving vehicles.

Whilst the elevated position of the site, in the context of the M27 corridor, may also result in the silhouette of the development being perceived in long distance views, that is likely to be in the context of intervening residential development and accompanying landscape enhancements.

The provision of additional land, by this application, for employment development would have no greater impact on the character and appearance of the NFNP. The additional land is to the east of the area shown on the illustrative masterplan as being appropriate for employment development. As such none of the proposed development is any closer to the NFNP than envisaged by the concept masterplan, ensuring the landscape edge can be preserved. Furthermore, it is positioned on land illustratively shown for development.

Whilst the detailed design of the buildings and the layout of the site considered by Reserved Matter applications will present the opportunity to further refine the scheme to protect the character and scenic beauty of the NFNP, it is considered that the restrictions imposed by the parameter plans will ensure that the purposes and character of the NFNP will be preserved.

As such, subject to conditions, the proposal would not in principle have an unacceptable impact on the NFNP and its setting and therefore accords with Local Plan Policy STR2 and NPPF paragraph 189 and the LURA section 245.

### Trees

There are 65 trees and groups included in the tree survey of the site. Almost all are located along the boundaries between fields or alongside the A36. Many of them are high value category A Oak trees. There is a Tree Preservation Order covering much of the site, ref:1425/18/88.

The proposed access is located where low-quality category Leyland Cypress evergreen trees can be removed from the frontage of the site to the A36 without material harm to the landscape quality of the site. There is however a line of high-quality category A and B Oak trees extending into the site immediately adjacent to the proposed access road.

The NFDC Tree officer has reviewed the proposed access and road plans and supporting arboricultural assessment, and has not raised an objection to the proximity of the access to the row of trees. Category C Ash and Cypress trees will be removed to facilitate the access road, but sufficient separation to the category A and B Oak trees can be achieved to ensure their retention.

Other low category trees distributed across the site are proposed for removal to facilitate the development. These are not considered to be constraints to development and there is no objection to their removal.

However, there are three category A Oak trees proposed for removal to facilitate the development. The NFDC Tree officer has visited the site to review the quality and contribution of these trees to the amenity of the area. One of these three trees, located close to the east edge of the site, has limited public amenity as it is obscured by nearby trees, and is not covered by the preservation order. The other two are more central to the application site and also largely obscured from public view by boundary trees, one is in decline with a substantial portion of the crown dead and the other is small in stature with limited amenity value. Subject to ensuring sufficient space is available for the reserved matter application of Landscape to be able to provide adequate replacement planting, there is no objection to the removal of these

two trees.

Objections from the NFDC Tree officer regarding the proximity of the development parcels to many of the trees shown to be retained has been largely resolved by the overlay of the developable areas plan on the tree protection plan. This plan has highlighted a need to restrict development in the east corner of the site to hard surface treatment only to prevent structures interfering with the canopy of a category A veteran Oak tree. This approach is acceptable as the tree already has hard surfaces associated with an existing access within its root zone.

Whilst the developable areas are now indicated to avoid conflict with root zones around the trees, any work associated with retaining structures as part of forming level plateaus for development, close to the edges of the developable areas, presented by reserved matter applications will need to demonstrate they can be undertaken without causing harm.

In conclusion, whilst the size of the development proposed will inevitably have an urbanising effect on the site, that effect has to be considered in the context of the allocation of the site for the form of development proposed, and recognise the evolution of the character of the surrounding area. Based on the parameter plans presented to establish the principle of development, the distinctive important landscape features will be retained and contribute to preserving the appearance of the area and limit the extent of the urbanising effect. Opportunity for new landscape planting, that will help preserve the appearance of the area, is included. These principles will preserve the wider character of the area and maintain the purposes of the New Forest National Park.

As such, subject to suitable conditions, the proposal accords with local plan policies SS1, STR2 and ENV3 and NPPF paragraph 189 and the LURA section 245.

#### **D. Amenity**

Local Plan policy ENV3 at paragraph (ii) requires development, to avoid unacceptable effects by reason of visual intrusion, overbearing, overlooking, shading, noise and light pollution.

The application site is located on land illustratively identified by the concept master plan for SS1 as being appropriate for employment development. There are existing residential properties close to the site, Brookeswood Farm house 50m to the south, Calmore Croft Farm house 40m to the east and Four Winds 60m to the north. There are residential properties to the west on Loperwood Lane across the A326 and new residential dwellings are likely to be delivered both adjacent to the site to the east and across the wider site allocated for development by Local Plan policy SS1.

As set out, the proposal seeks permission for the buildings to be occupied by uses and activities falling with Use Classes B2 and B8. Without end users identified, or detailed building designs and layouts proposed, it would not be possible to assess the potential noise and nuisance impact of the development on existing residential receptors around the site.

However, a noise survey, assessment and supplementary technical note (24 Acoustics 16/08/24 and 11/02/25) have been submitted in support of the application to identify existing background noise levels at different times of day and night. Whilst a condition could limit noise generated by the development to no greater than those measured background noise levels, the applicant is concerned that such a condition would be too restrictive. In this instance it is considered that the background noise surveys, taken in 2024, do not recognise the likely incremental increase in

background noise arising from the growth planned for and already permitted in the area immediately around the site.

As this application is for outline planning permission, the context and circumstances around the application site could change in the time period between the time when the surveys were taken and when operation commences. As such it is considered reasonable to impose a condition requiring the applicant to support the reserved matters application with an updated noise assessment, to include a noise management plan and incorporate any additional screening or mitigation measures as part of the detailed design of the layout and appearance of buildings, or the landscaping of the site including boundary treatment. The NFDC Environmental Health officer agrees that this approach is reasonable and gives an opportunity to be more precise in setting any limits or controls.

The proposed location for the vehicular access to the site is in excess of 100m distance from the existing and future residential receptors, and as such vehicles queuing to enter or exit the site are considered unlikely to have a significant impact on the amenity of occupiers of nearby residential dwellings.

The design and layout of the buildings proposed by reserved matters applications for layout may act as barriers to allow for activities, plant and equipment to exceed those limits within the site, but only where the noise levels are demonstrated to diminish in the subsequent distance to the sensitive receptors close to the edge of the site.

Whilst the Reserved Matter applications for the detailed designs for the appearance, layout and scale of the development will determine what, if any, impacts of shading, loss of privacy or loss of outlook, the development may give rise to. Based on the developable areas parameter plan and landscape framework plan it is considered unlikely that there will be any unacceptable effects that would be detrimental to the amenity of existing or future residents.

As such, subject to suitable conditions, the development accords with the amenity provisions of Local Plan policies ECON1(b) and ENV3.

### **E. Ecology and Habitat Mitigation**

Local Plan policy DM2 seeks to preserve or avoid impacts on features of nature conservation interest, including international, national and local designations and species.

The site does not include any sensitive, rare or protected habitats. Ecological surveys and mitigation plans have been submitted in support of the scheme. (Tetra Tech Ecological Appraisal and Bat Activity report 30/09/24. GCN Survey 16/04/24) Beyond the protection of important trees, there are no features of nature conservation interest on the site that act as a constraint to development.

Comments made by Netley Marsh Parish Council and the NFDC Ecologist regarding the presence of bat roosts in the existing residential properties on site are acknowledged. However, this application does not propose the demolition of those dwellings, consent for which has already been granted under a Prior Notification consent in accordance with Part 11 of the General Permitted Development Order, as such that development is not within the gift of this planning application to control. The applicant has noted those comments and confirmed in writing the duty against them to comply with any licence requirements before undertaking that consented demolition.

An appropriate range of ecological mitigation measures, including a Construction Environmental Management Plan (CEMP), that will manage the time of year works occur and temporary measures during construction, have been proposed. The mitigation plan indicates a range of enhancements to correspond with the Landscape Framework parameter plan are advocated. In the absence of detailed proposals for the layout of the development and its landscaping, a condition securing the inclusion of features on the buildings, such as Swift bricks/boxes as requested in the representation from Hampshire Swifts would be appropriate. This approach is agreed by the NFDC Ecologist.

The scale of the scheme meets the requirement to make the mandated 10% Biodiversity Net Gain improvement. Whilst the outline application does not provide sufficient details of the scale of the development or landscape proposals, it is unlikely that sufficient biodiversity enhancements can be delivered on site to demonstrate an overall net gain, as such the applicant proposes to secure credits at a compensation scheme. The existing baseline of habitats on the site has been assessed and a report submitted in support of the application (Tetra Tech 05/02/25). This is agreed by the NFDC Ecologist and a decision to grant planning permission will be conditional on compliance with the legislative 10% net gain in biodiversity requirement.

#### Habitats Regulations Assessment.

The site is close to protected habitats in the New Forest and Solent where development is identified as likely to have an adverse impact on the integrity of those habitats. However, in accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations') a shadow Habitats Regulations Assessment (sHRA) (Tetra Tech 11/02/25) of the potential for likely significant effects to arise and if so what if any mitigation is necessary to avoid the impact, has been prepared to support the application.

Non-residential uses, such as those proposed by this application, have not been identified to give rise to likely significant effects from recreational activities that lead to adverse impacts harmful to the integrity of those habitats and the species they support, because they do not introduce new residential occupation close to the sensitive habitats that results in increased recreation activities. It is accepted that potential employees are likely to already live within the catchment areas of both the New Forest and Solent sites.

Similarly, guidance indicates that new non-residential development, such as that proposed by this application, does not give rise to additional nutrients being discharged in foul water, that would be harmful to water quality in protected habitats in the Solent as employees are already likely to live in the same water catchment.

There will be significant levels of additional traffic movements generated by the development. These movements are likely to pass through protected sites in the New Forest and give rise to additional exhaust fumes that can contribute to nitrogen deposition on the protected habitats. This is not confirmed as a likely significant effect of development, as demonstrated by the strategic Habitats Regulations Assessment undertaken to support the New Forest Local Plan that concluded there is insufficient evidence to demonstrate harm is occurring. However, financial contributions are being taken from new residential development to undertake monitoring of the habitats to identify whether harm is occurring.

However, in assessing the potential for the development to give rise to an impact, the sHRA concludes that as the nearest protected site is 1.2km away from the application site, it is beyond the 0.2km distance that Natural England advise impacts can be associated with a non-residential development.

As described above, the site does not provide any supporting habitats used for breeding or feeding by protected species that inhabit the sensitive protected habitats in the New Forest and Solent.

These effects have therefore been screened out of the shadow Habitats Regulations Assessment.

The potential for surface water run-off to carry hydrocarbons or other pollutants from the site into protected habitats along the River Test and Solent during construction and operational phases is considered to be likely to occur and can-not be ruled out, alone or in combination.

It is considered that these effects can be managed and avoided through the implementation of a Construction Environmental Management Plan (CEMP) during the construction phase and inclusion of interceptors in the subsequent surface water drainage network installed as part of the development.

Natural England and the NFDC Ecologist have accepted the conclusions of the sHRA. In the absence of any objections or concerns regarding the assessment and its conclusions, NFDC as competent authority will adopt the sHRA.

As such, subject to conditions the scheme accords with local plan policy DM2.

#### **F. Drainage and Flood Risk**

Local plan policy CCC1 seeks to ensure that development does not result in hazards that prejudice the health and safety of communities and the environment, and also take opportunities to address existing hazards. It confirms that in areas of flooding, vulnerable development will not be permitted unless in accordance with the sequential and exceptions test. Paragraph 8.12 confirms that the Council will apply national policy as set out in chapter 14 of the NPPF.

Based on the recently published Strategic Flood Risk Assessment for the district, the application site is in fluvial flood zone 1, being the land outside areas identified as being at risk of flooding under current or future flood scenarios from rivers.

However, there are areas within the existing construction compound in the eastern portion of the application site identified as being at risk of surface water flooding.

The application is supported a drainage assessment and strategy (Awcock Ward Partnership 22/08/24. Applicant Drainage Response 29/01/25) . Surveys of the ground conditions confirm it to be of insufficient permeability for surface water to be disposed of by a network of soakaways. A preliminary drainage scheme has been designed to capture surface water, store it in attenuation tanks and drain it to existing open ditches close to the site. However, as the planning application reserves the layout and scale of the development for future application(s), only worst case scenarios can be used to inform the principles of the design.

The site is currently made up of three drainage catchments, the land in the north west corner of the site drains to the west towards the A326, the land across the north edge drains into ditches along the A36, and the rest of the site, being the majority follows the topography and drains to ditches to the south.

The preliminary scheme proposes to capture the surface water runoff from the developable areas, store it in underground attenuation tanks, one each for the three development parcels. Then control the discharge of water through the use of valves

and hydrobrakes at existing greenfield run-off rates, initially to a swale on site that will flow into an area of wetland on the site, and then off site into an existing ditch along the southern boundary.

The flow control can include screens and interceptors to remove petrochemicals or similar pollutants from the water, as well as the filtering that will occur as the water passes through the swale and wetland before flowing off-site, thereby avoiding contaminants being released into the local watercourses.

Whilst the system is designed to factor in the effect of climate change on rainfall intensity, exceedance flows have also been considered. These will seek to retain water on site in hard surfaced areas in the first instance, to flow through the designed system once capacity allows, or direct flows to on-site green areas and follow the topography to ditches to the south of the site, as would occur at present, should such rainfall achieve such intensity.

Hampshire CC as Lead Local Flood Authority has considered the principles being established by the proposed strategy and the response of the applicant that explains aspects of the strategy. The consultation response from HCC confirms that they have no objection to the proposal and a condition should be imposed to secure a detailed design, based on the calculations for the detailed design of the development.

A desk top study undertaken by Southern Water has indicated the existing foul sewer network may need reinforcement in order to ensure adequate network capacity is available for the development. They do indicate a willingness to work with the developer to assess the opportunity to deliver enhancements in due course and that there may be some capacity in the foul sewer network for some of the development to be occupied in advance of reinforcement being delivered. They have requested the development is phased to allow any required reinforcements to be delivered in a timely manner.

An outline planning permission, such as the application under consideration here, requires subsequent Reserved Matter application(s) before development can occur, there may be sufficient time for sewer reinforcement to be completed, however, as planning permission has been granted for a significant amount of additional residential development that will also be reliant on the same sewer being reinforced, the reinforcement project may not be delivered as quickly as required.

A phasing condition will be included in the recommendation, preventing occupation of the development until the proportionate foul water drainage capacity is available.

Sufficient analysis and information have been provided to demonstrate to the satisfaction of the HCC as Lead Local Flood Authority that the scheme can safely deal with surface water drainage and avoid risks to adjoining land. As such, subject to conditions, the scheme is in accordance with the requirements of Local Plan policy CCC1.

## **G. Other Matters.**

### **Air Quality and Pollution**

Local Plan policy CCC1 sets out the health and safety of communities should not be prejudiced by pollution or hazards, including air quality. The Council has adopted an Air Quality in New Development SPD.

The scheme is supported by an Air Quality assessment and a technical note (Air Quality Consultants 12/09/24, 11/02/25). That report assesses the impact of the increase in vehicle movements generated by the development on air quality. This

assessment is based on the traffic generated and distribution agreed in the Transport Assessment. It includes assessment of the cumulative impact of the development planned for by Local Plan policy SS1. The assessment has considered the impact locally, on the A36 in-to Totton and the nearest Air Quality Management Area (AQMA) along Millbrook Road in Southampton.

The assessment concludes that in all locations the vehicle movements generated by the development would not have a material impact on air quality, alone, or in combination with the growth planned for by local plan policy SS1. The NFDC Environmental Health officer (EHO) has accepted these conclusions.

It should be noted that whilst the NFDC EHO has not raised any concerns regarding the contribution of the proposed development on air quality in the Millbrook Road AQMA, as this AQMA is in Southampton, the Southampton City Council Air Quality team have been consulted. No response has been received.

The scheme will make provision to support sustainable forms of travel and installation of electric vehicle charging equipment to minimise any further impact on air quality.

At present there are few residential neighbours of the site, however due to the location of the site within the large mixed-use allocation there could be more residents living closer to the site by the time construction occurs. Furthermore, due to the size of the scheme it is likely to result in employees of the development being on site before all dust generating construction has been completed. The dust management plan will need to consider the sensitivity of these receptors and any residents living near the development.

As discussed in the 'Highways' chapter above, a construction management plan will be secured by condition, which will include a requirement that a dust management plan is provided to minimise the potential impact of dust being produced during construction.

Subject to conditions the scheme accords with Local Plan policy CC1 and the air quality in new development SPD.

#### Climate change and sustainable construction.

Local Plan policy IMPL2 'Development Standards' requires commercial development over 1000sqm to meet or exceed the Building Research Establishment Environmental Assessment Method (BREEAM) excellent standard to help minimise their environmental impact.

Local Plan Policy ENV3 at criterion (v) requires new development to incorporate design measures that improve resource efficiency and climate change resilience and reduce environmental impacts wherever they are appropriate and capable of being effective.

The Council have adopted the 'Planning for Climate Change' supplementary planning document (SPD), which seeks to encourage development that is optimised to deal with climate change before an application is submitted, by setting out best practice approaches and standards to take all steps to decarbonise the running of buildings, to meaningfully reduce embodied carbon in construction and to ensure the development is climate change adapted.

The principle of development of this site is considered to be sustainable. It will deliver new jobs close to residential areas limiting the carbon used by employees travelling to work.



Unlike residential development, the types of buildings and uses proposed by this application are unlikely to be designed to maximise passive solar gain for heating or lighting or prioritise such matters over an efficient and effective site layout that suits occupier's business needs.

As an outline planning application there is little detail provided regarding the layout and arrangement of the built form, or any forms of construction. However, a condition can be imposed to ensure that the development is in accordance with Local Plan policy IMPL2 and achieves BREEAM 'Excellent' standard. The planning for climate change SPD recognises this is an appropriate assessment tool for the non-residential development proposed by this application.

Whilst the energy demands of occupiers can-not be calculated at this time and may vary very significantly between different types of businesses, the size of the development of up to 22,000sqm of floorspace will result in buildings with large roof surfaces in which to incorporate solar photo-voltaic panels.

The adopted NFDC parking standards SPD and local plan policy IMPL2 require development, including non-residential development, to make provision for charging points for electric vehicles. Reducing reliance on carbon-based fuel sources would contribute to reducing the impact of the development on the climate and air quality.

Subject to conditions the scheme is considered to be in accordance with local plan policy IMPL2 and the planning for climate change SPD.

#### Ground contamination

Local Plan policy CCC1 sets out the health and safety of communities should not be prejudiced by pollution or hazards. Criterion (iv(c)) sets out that on contaminated, polluted or unstable land unless it is first adequately remediated or otherwise made safe for the proposed use and for the local community prior to occupation.

The application is supported by a Contaminated Land Site Investigation report (Crossfield Consulting 04/03/25). This report indicates sufficient potential for contaminants or ground gas to be present on site to require further surveys and potential mitigation. The NFDC Environmental Health Contaminated Land officer agrees with this position and requests standard conditions are imposed to secure a phased approach to surveys, analysis and subsequent remediation or mitigation. Such conditions are included in the recommendation to grant planning permission.

As such, subject to conditions, the scheme will accord with criterion (iv(c)) of Local Plan policy CCC1.

#### Heritage

Local plan policy DM1 requires development proposals to conserve and seek to enhance the historic environment and heritage assets. All heritage assets will be protected in proportion to their significance. Development proposals should conserve or enhance the significance, character and appearance of heritage assets. Any development that may affect archaeological remains should demonstrate the likely impact upon the remains and where appropriate include mitigation measures to reduce that impact.

There is a duty imposed by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which requires decision makers to have special regard to preserving or enhancing setting and special qualities of a listed building.

The National Planning Policy Framework 2024 (NPPF) makes it clear that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

There are no designated heritage assets on the site. There are listed buildings to the north of Salisbury Road at The Thatched Cottage on Hill Street, to the east of the application site at Testwood House on Salisbury Road and to the south of the application site at Broadmoor Cottage on Pauletts Lane. The latter of which is within the SS1 site allocation and referenced in local plan policy SS1, criterion (iii(d)).

The listed buildings are circa 750m, 850m and 500m away from the application site respectively. As such it is considered the proposed development does not fall within the setting of those listed buildings. Furthermore, due to the topography, existing landscape and mature trees and separation distance, it is considered that there will not be a visual relationship between the proposed development and those designated heritage assets. As such the significance of the three listed buildings will be preserved.

There is a further Grade II listed building, known as Shorne Hill, on Loperwood Lane in the New Forest National Park. Whilst this residential property is on the west side of the A326, it is approximately 420m from the south west corner of the application site, closer than the listed buildings referenced above. The house is set in extensive grounds, including grazing fields and gardens, screened from the A326 by large mature trees. The extent of tree coverage on its site, along with those either side of the A326 and on the site subject to this application would provide adequate screening so as the proposals would not be visible from the immediate grounds around the listed building. Furthermore, due to the topography, separation distance and mature trees it is considered unlikely that there would be any location whereby the two sites would be visible together.

There are no archaeological constraints already flagged on the site. However, as a site predominately in agricultural use there is always potential for there to be archaeological remains in situ. Archaeological surveys and investigations have been undertaken on sites north of Salisbury Road, reporting a range of finds and evidence that it is considered appropriate that further investigations are undertaken. The consultation response from the Archaeologist objects to the development on the basis of the lack of assessment. However, as this is an outline application it is considered reasonable to impose a condition securing a written scheme of investigation is prepared and surveys carried out before the submission of Reserved Matters applications in order that any archaeology present on site can be assessed for its significance and if necessary influence the detailed design of the Layout of the scheme.

As such, subject to conditions, the scheme will preserve the setting and special qualities of listed buildings close to the site and the significance of heritage assets, including any archaeological remains identified, in accordance with Local Plan policy DM1, the listed buildings and conservation areas act and NPPF.

### Developer Contributions

As part of the development, the following will be secured via a Section 106 agreement:

- Delivery of highway access alterations at junction of site entrance, A326 and A36 prior to first occupation.
- Delivery of pedestrian crossing refuge on west arm (A36) of roundabout serving 'Bloor homes' residential development.

- Preparation and delivery of detailed Employee Travel Plan(s)
- Provision of a £49,500 Travel Plan bond
- Biodiversity Net Gain on-site monitoring £5,225.00

## 11 PLANNING BALANCE AND CONCLUSION

Planning Committee Members will be aware that Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'

As set out earlier in this report, NPPF paragraph 11 clarifies the presumption in favour of sustainable development. Paragraph 11(c) states for decision making this means approving development proposals that accord with an up-to-date development plan without delay.

Whilst the Council cannot demonstrate a five year supply of land for housing, this application is not for housing development, the local plan is up-to-date and has policies relevant to the proposed development, as such the so called 'tilted balance' does **not** apply to this application.

With respect to the relevant criteria of Local Plan policy SS1, delivery of employment business development on this site could make a significant contribution towards delivery of the mixed-use aspects of strategic site. It meets site specific criteria (iii(c)), potentially delivering enhancements to the junction between the A326 and A36 prior to increased vehicle movements arising from development of the entirety of development expected by Local Plan policy SS1.

The job creation, during both construction and operation, will be an economic benefit that is given significant weight in favour of the development. Furthermore, provision of new employment opportunities in a range of uses, close to new and emerging residential areas will make a significant contribution to achieving a mixed and balanced community and successful implementation of the development plan, this weighs in favour of the development.

This location close to existing and new residential areas gives potential future employees scope to travel via sustainable non-motorised and active modes of travel which is considered to be a potential environmental benefit of the scheme.

The detailed proposals for access to the site will deliver improvements to highway infrastructure required to support delivery of the development.

Based on the parameter plans under consideration in this outline application the principle of the layout of the scheme would respect and retain the principal landscape setting including trees, preserve residential amenity and designated heritage assets. It will not have an unacceptable impact on the character of the New Forest National Park and maintain its statutory purposes.

The applicant has provided justification to support the need to deliver large scale buildings to meet the demands of the market for employment development as set out. Whilst the parameters being established do not preclude lower building heights, the benefit of delivering planning permission with flexibility to meet modern employment needs, as advocated by paragraphs 76 and 77 of the NPPF, has been considered

carefully against alleged harm to the character of the area.

The development of part of this allocated site will undoubtedly change and have an urbanising impact on the local character, this must be balanced against the allocation of the site in the Local Plan and the need to deliver new employment opportunities, especially having regard to the lack of delivery on other sites to deliver the employment growth needs of the district.

The planning consideration undertaken at chapter 10, demonstrates that, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the scheme is in accordance with the development plan.

Overall, it is considered that the balance of considerations is one of clear approval taking into account the public benefits balanced against the limited environmental harms and the loss of three existing residential dwellings.

Therefore, subject to suitable conditions and a s106 planning obligation, the proposal accords with Local Plan Policies SS1, STR2, STR3, STR4, STR6, ECON1, ENV3, ENV4 CCC1, CCC2, DM1, DM2, IMPL2 and National Planning Policy Framework paragraph 189 and paragraph 245 of the Levelling Up and Regeneration Act 2023.

### **13 RECOMMENDATION**

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

i) The completion of a planning obligation entered into by way of a Section 106 Agreement to secure

- Delivery of highway access alterations at junction of site entrance, A326 and A36.
- Preparation and delivery of detailed Employee Travel Plan(s)
- Provision of a £49,500 Travel Plan bond
- Biodiversity Net Gain on-site monitoring £5,225.00

ii) The imposition of the Conditions, set out below, and any additional / amended conditions deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

#### **Proposed Conditions:**

##### **1. Reserved Matters Timescales**

Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

2. **Reserved Matters**

Except for off site highway works secured to support this proposal, no development shall take place until approval of the details of the Appearance, Landscape, Layout and Scale ("the reserved matters") has been obtained from the Local Planning Authority. The development shall only be carried out in accordance with the details which have been approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

3. **Commencement time limits**

The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the 'reserved matters' to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

4. **Approved Plans**

The development permitted shall be carried out in accordance with the following approved plans:

Site Location plan ref:PA006B rec'd 04/03/24

Access plan ref: PBA 135.0041.0012 rev P04 rec'd 20/12/24

Reason: To ensure satisfactory provision of the development.

5. **Approved parameter plans**

The reserved Matters details to be submitted in accordance with conditions 1 and 2 shall be substantially in accordance with the Development Parameter Plans comprising:

Developable Areas plan ref:P-010 rec'd 26/02/25

Landscape Strategy ref:GLS\_110\_131\_1900 rev J rec'd 20/12/24

Landscape Framework ref:GLS\_110\_131\_1901 rev B rec'd 20/12/24

Reason: To ensure satisfactory provision of the development.

6. **Phasing**

Prior to the commencement of development on site, a plan and strategy for the phased delivery of the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. It shall demonstrate how the scheme will be delivered and proportionate delivery of Foul Water Sewerage network upgrades will be provided to match the needs of occupation. The approved strategy shall then be implemented unless with prior written consent to any variation.

Reason: In order to ensure timely and appropriate delivery of the development and in accordance with Policies STR1, ENV1 & CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 .

## 7. **CMP**

Prior to the commencement of development on site a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The CMP shall include, but not limited to, the following details:

- Development contacts, roles and responsibilities
- Public communication strategy, including a complaints procedure.
- Dust Management Plan (DMP) including suppression, mitigation and avoidance measures to control dust.
- Noise reduction measures, including use of acoustic screens and enclosures, the type of equipment to be used and their hours of operation.
- Use of fences and barriers to protect adjacent land, properties, footpaths and highways.
- Details of construction access from the public highway, parking and traffic management measures, site compound, delivery routes and storage areas.
- Measures to control light spill and glare from any floodlighting and security lighting installed.
- Pest control

The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction. The development shall only be carried out in accordance with the CMP so approved, and such structures, buildings and accesses removed as appropriate in accordance with the phased delivery secured by condition 6.

Reason: In the interests of highway, pedestrian safety and residents amenity and in accordance with CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020.

## 8. **CEMP**

Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority.

The plan shall include, but not be limited to, measures to provide:

- Protective fencing and buffering of all retained hedgerows and trees, as shown on the Developable Areas Tree Protection Plan Ref:17037-18 Option 2 rec'd 25/02/25;
- Dust control and minimisation;
- Pollution prevention measures;
- Lighting control;
- Noise control and minimisation
- Vegetation removal under supervision / timing of works e.g. birds and dormice; and

- Methods to prevent badgers (and other mammals) getting trapped in excavations.

The agreed plan shall then be implemented and followed for the duration of construction as appropriate to the nature of the works and impact.

Reason: In the interests of protecting sensitive features of nature conservation and in accordance with Policy CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and DM02 of the New Forest District Local Plan Part 2: Sites and DM policies 2014.

## 9. **Archaeology**

Prior to the submission of any application for any matter reserved by condition no.2 a archaeological desk based statement, geophysical survey and associated interpretive report of the site marked for development by this Outline permission, shall be undertaken and submitted to and approved in writing by the LPA.

In accordance with the findings of the desk based statement and geophysical survey a Written Scheme of Investigation for Trench Evaluation of the site marked for development shall be submitted to and approved in writing by the LPA before trenched evaluation begins.

A Trench Evaluation report of the findings and any recommendations, including timetable for action to be taken, shall be submitted to and approved by the LPA and used to inform the design of any application submitted for the Reserved Matter of Layout and Landscape required by condition no.2 of this permission. The recommendations and timetable of the report shall then be implemented as approved.

Reason: In order to identify, document and assess the significance of any archaeological remains of features on the site and in accordance with DM1 of the New Forest District Local Plan Part 2: Sites and DM policies 2014 and NPPF.

## 10. **Foul sewerage reinforcement**

The development hereby approved, shall not be occupied for operational use, until such time as it has been demonstrated in writing that sufficient foul water sewerage drainage capacity has been agreed as available to serve the development, or phase of development, with Southern Water.

Reason: In order to ensure appropriate and sufficient disposal of foul water drainage is provided.

## 11. **Surface water drainage.**

No development shall take place until a detailed surface water drainage scheme for the site, has been submitted and approved in writing by the Local Planning Authority. The submitted details shall include:

- a. A technical summary highlighting any changes to the design from that previously submitted.
- b. Evidence to show that no additional flows are being directed into the southern catchment area
- c. Detailed drainage plans to include type, layout and dimensions of drainage features including references to link to the drainage calculations.
- d. Detailed drainage calculations to demonstrate existing runoff rates are not exceeded and there is sufficient attenuation for storm events up to and including 1:100 + climate change.
- e. Information on the existing watercourses within and adjacent to the site showing how they will be retained and confirming who is responsible for maintenance for each.
- f. Confirmation that sufficient water quality measures have been included to satisfy the methodology in the Ciria SuDS Manual C753.
- g. Exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

The approved scheme shall be implemented prior to first occupation of the development, maintained in accordance with the agreed maintenance schedule and thereafter retained.

Reason: In order to ensure appropriate drainage capacity and to prevent down stream flood risks in accordance with policy ENV3 of the New Forest District Local Plan part 1: Planning Strategy and the NPPF.

## 12. **BREEAM standards**

Occupation of each phase of development as agreed by condition 6 of this permission, shall not occur until a post development certificate from an accredited BREEAM assessor, demonstrating the scheme has achieved BREEAM 'Excellent' rating, has been submitted to and approved by the Local Planning Authority.

Reason: In order to ensure delivery of an energy efficient and sustainable development in accordance with policy IMPL2 of the New Forest District Local Plan part 1: Planning Strategy 2020.

## 13. **Revised Ecology surveys and mitigation plan**

Prior to the commencement of development hereby approved updated ecological surveys and mitigation strategies shall be undertaken and submitted to and approved in writing by the LPA. This should have regard to CIEEM's April 2019 Advice Note on the lifespan of ecological reports. The supplementary surveys shall be of an appropriate type for the habitats and/or species on site and survey methods shall follow national good practice guidelines. The development shall not be carried out other than in



compliance with any survey findings and mitigation measures required, which shall be implemented prior to first occupation of each phase of development as approved by condition 6.

Reason: Due to the outline nature of this application and to ensure the development is in accordance with advice and other legislation governing protected species.

#### 14. **Ecological Enhancement Schedule**

Prior to the commencement of development above damp proof course, a monitoring schedule of the approved ecological enhancements measures, including their form and location, shall be submitted to the Local Planning Authority

Reason: In order to assist monitoring of the delivery of the approved ecological enhancements.

#### 15. **Use restrictions**

Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 2005 and the Town and Country Planning (General Permitted Development) Order 2015 and the Town and Country Planning (General Permitted Development) (Amendment) Order 2015 or any subsequent re-enactments thereof, the development hereby approved shall be used for Use Classes B2 and B8 purposes only and for no other use purposes, without express planning permission first being obtained.

Reason: In accordance with the development applied for, the supporting highway assessments and to retain certainty in accordance with policies SS1, STR6 and CCC2 of the New Forest District Local Plan part 1: Planning Strategy 2020.

#### 16. **Scheme of remediation**

Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until conditions relating to contamination no. 17 to 19 have been complied with.

If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until condition 20 relating to the reporting of unexpected contamination has been complied with in relation to that contamination.

Reason : To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National

Park and Policy DM5 of the Local Plan For the New Forest District outside the National Park. (Part 2: Sites and Development Management).

**17. Contamination site characteristics**

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with the Environment Agency's technical guidance, Land Contamination Risk Management (LCRM).

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

**18. Contamination Remediation**

Where contamination has been identified, a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures.

The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

19. Where a remediation scheme has been approved in accordance with condition no.18, the approved remediation scheme must be carried out in accordance with its terms and agreed timetable, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works. Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced in writing and submitted for approval to the Local Planning Authority in accordance with the agreed timetable.

Reason : To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

20. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition no.17, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition no.18, which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition no.19.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be

carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

**21. Close existing access**

The existing access to the site from Salisbury Road serving the house known as Highland, shall be closed up in accordance with details approved by condition 2, of this planning permission, for the reserved matter of Landscape. The works to close the access shall be undertaken prior to the commencement of development hereby approved and thereafter retained.

Reason: In the interests of highway safety during construction and operation.

**22. Noise review**

Any application for the approval of reserved matters (pursuant to condition 2 of this planning permission) shall be accompanied by a revised noise survey and assessment undertaken in accordance with BS 4142:2014+A1:2019. The Assessment shall include a noise management plan for the development and demonstrate how good acoustic design has been incorporated within the detailed design of the development, what mitigation measures are required to maintain the amenity of nearby sensitive receptors and the strategy for implementation. The development shall be undertaken in accordance with any approved details.

Reason: In order to recognise the site is in a location of planned growth and not to unduly restrict operation of the development and to preserve the amenity of sensitive receptors near to the site.

**23. Delivery of non-vehicular access**

Development above damp proof course of the development hereby approved shall not take place until a timetable and strategy to deliver non-vehicular access to the site from the public highway as shown illustratively by the approved Developable Areas plan and highways plan 'Southern Provision Terminating at Bloor Homes Roundabout' ref:135.0041-0010 (contained in Highways Rebuttal rec'd 20/12/24) has been submitted to and approved in writing by the Local Planning Authority.

The approved details shall then be implemented in accordance with the agreed timetable.

Reason: In order to make provision for supporting safe sustainable and active forms of travel and to best respond to any additional options available when development occurs.

24. During the construction period for the development hereby approved, no fires, building operations, storage of goods including building materials, machinery and soil, or discharge of any chemical substances, including petrol and diesel, shall be undertaken within the tree protection zones as shown on the Developable Areas Tree Protection Plan Ref:17037-18 Option 2 rec'd 25/02/25, nor shall any change in soil levels or routing of services within those defined areas be carried out without the prior written approval of the local planning authority.

Reason: To protect the said trees in the interests of the visual amenities and character of the locality, in accordance with Policies ENV3 and ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

25. **Complete Vehicular Access**

The access hereby approved shall be completed as shown on the approved plan ref: PBA 135.0041.0012 rev P04 rec'd 20/12/24, prior to first commercial occupation of the development hereby approved.

Reason: In order to ensure safe and sufficient access and to preserve highway safety

26. **Sensitive lighting strategy**

No development shall take place until a "site wide sensitive lighting design strategy for biodiversity" in line with BCT / ILP Guidance Note 08/18 'Bats and artificial lighting in the UK' for all areas to be lit shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important commuting routes used to access key areas of their territory, for example, for foraging; and
- show how and where external lighting will be installed (through the provision of appropriate lighting contour (lux) plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places and that dark corridors will be maintained.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy.

Reason: To ensure that the level of lighting within the development is acceptably minimised, having regard to ecological interests in accordance with Policy DM02 of the New Forest District Local Plan Part 2.

**27. T3 development restriction**

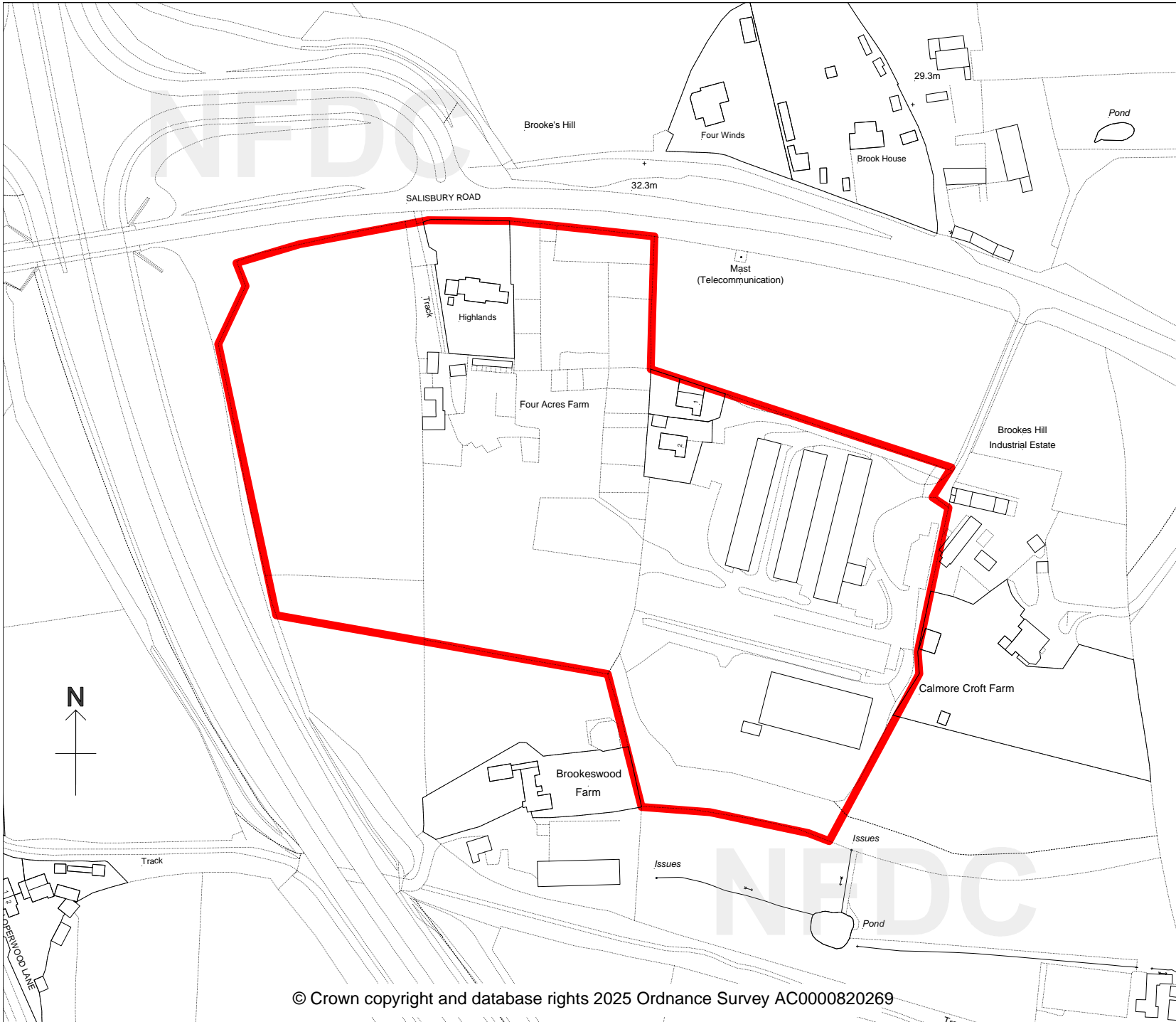
For the avoidance of doubt, notwithstanding the parameter plans approved by condition 5, no building shall be erected within the root protection area of the oak tree V3 as shown on the Developable Areas Tree Protection Plan Ref: 17037-18 Option 2 rec'd 25/02/25.

Reason: In order to avoid conflict with the important tree shown for retention.

**Further Information:**

James Gilfillan

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# New Forest

DISTRICT COUNCIL

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Mark Wyatt  
 Service Manager  
 Development Management  
 New Forest District Council  
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 SO43 7PA

## PLANNING COMMITTEE

March 2025

Calmore Croft Farm  
 Salisbury Road  
 Calmore  
 24/10199

Scale 1:2500

N.B. If printing this plan from the internet, it will not be to scale.