

STRATEGIC PLANNING COMMITTEE REPORT

Date of Meeting	18 July 2018
Application Number	18/03716/FUL
Site Address	Junction 20 at A338 Park Road/Pennings Road and Station Road/Lahore Road, Tidworth
Proposal	Townscape and highway improvement scheme to enhance Park Road/Pennings Road and Station Road/Lahore Road including creation of traffic islands containing relocated traffic lights, the removal of the right turn lane from Station Road to Pennings Road and creation of a signalised slip lane from Park Road to Lahore Road.
Applicant	Secretary of State for Defence
Town/Parish Council	TIDWORTH
Electoral Division	TIDWORTH – Councillor Mark Connolly
Grid Ref	423464 148500
Type of application	Full Planning
Case Officer	Morgan Jones

Reason for the application being considered by Committee

In accordance with the Council's 'Scheme of Delegation Specific to Planning', this application is brought to committee at the request of Councillor Mark Connolly due to the 'environmental or highway impact' of the proposed development.

1. Purpose of Report

To assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation to grant planning permission.

2. Background Information

In March 2013, the Secretary of State for Defence announced the Regular Army Basing Plan. This set out the future lay down of Army units in the UK as units move back from Germany and restructure to deliver the Army 2020 future operating Model. The Army Basing Plan has transitioned into a delivery phase known as the Army Basing Programme (ABP). This proposes an optimisation of the UK estate including greater concentration of the Army on Salisbury Plain Training Area (SPTA), where three high-readiness Reaction Force Brigades will be based.

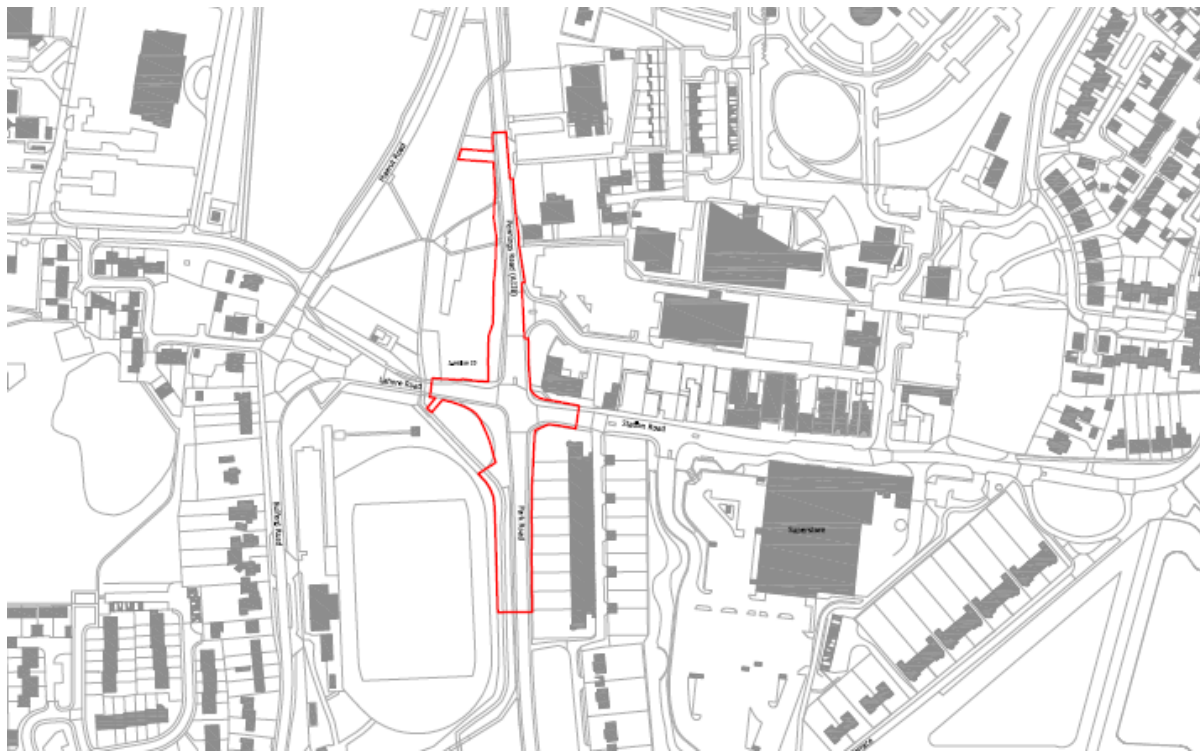
In order to effectively achieve the ABP, the Defence Infrastructure Organisation (DIO) have produced a masterplan for all the military bases on Salisbury Plain and have allocated sites for new services personnel homes to be built.

This reorganisation of the Army will involve significant new development in and around the

Ludgershall, Perham Down, Tidworth, Bulford and Larkhill areas, so to accommodate the additional activity, personnel and their families as well as the infrastructure to support them. The development derived from the SPTA ABP, will generate additional traffic movements which has previously been considered by the Council. A package of highway improvement works has been secured as part of outline planning permissions refs. 15/02770/FUL, 15/04006/FUL and 15/05540/FUL in July 2016 which are proposed as part of the wider ABP and its associated Service Family Accommodation (SFA) project. The highway works are compelled to be carried out by a combination of planning conditions and provisions within the associated Master S106 Agreement signed in July 2016. This current application only relates to the highway improvement works required at Junction 20, Tidworth as detailed below.

3. Site Description & Proposed Development

The application seeks full planning permission for townscape and highway improvements works to enhance the A338 Park Road/Pennings Road and Station Road/Lahore Road junction at Tidworth. The application site is also known as “Junction 20”.



Location Plan

The application describes the proposal in further detail:

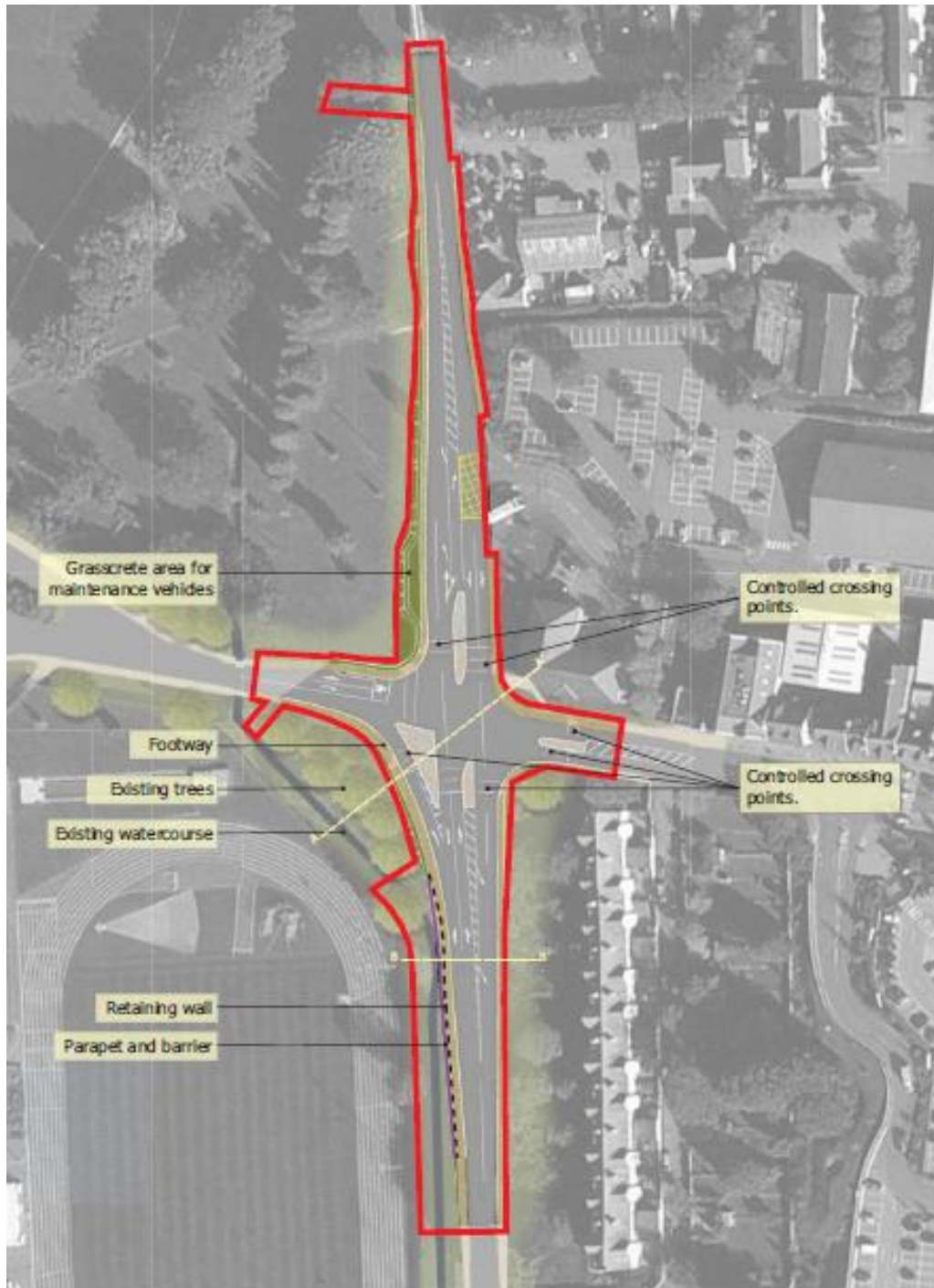
“The development site is primarily highway land located at the junction Lahore Road/Station Road and Pennings/Park Road. Each of the roads affected are lit single carriageway roads, with a footway on both sides of the carriageway. The junction is entirely signalised.

The application site is largely located within Flood Zone 1, with low risk of flooding, however the works for the retaining wall are located within functional flood plain Flood Zone 3b.

The key junction improvements proposed involve the creation of traffic islands containing relocated traffic lights, the removal of the right turn lane from Station Road to Pennings

Road and creation of a signalised slip lane from Park Road to Lahore Road. Further details of the junction improvements can be seen on the proposed plans.

We expect that the proposed improvement works to the junction could be carried out by the Highway Authority, which in this case is Wiltshire Council. Usually development by highways authorities is covered by Part 9, Class A of the Permitted Development (England) Order 2015. However, the junction improvements to Junction 20 requires culverting part of the watercourse. The works proposed therefore require planning permission as the works require land outside of the existing Highway Boundary”.



Proposed Site Plan

The application is supported by following documents and plans:

- Archaeological Desk Based Assessment (January 2017) by WYG
- Water Framework Directive Assessment
- Junction 20 Flood Risk Assessment and Drainage Strategy (March 2018) (Report No. A089116-10/REP/005) by WYG
- A338 Junction 20 Contamination Assessment (13 April 2017) (ref A089116-10) by WYG
- Tree Survey Report Salisbury Plain Junction 20 A388 Pennings Road, Tidworth (August 2017) by DIO
- Arboricultural Report Salisbury Plain Junction 20 A388 Pennings Road, Tidworth (March 2018) by DIO

- Drawing No. SK20D LP01 Rev A – Location Plan, received 18.04.18;
- Drawing No. SK20D LP02 Rev A – Existing Layout Plan, received 18.04.18;
- Drawing No. A089116-10 – LS20-01 – Landscape Strategy, received 18.04.18;
- Drawing No. A089116-10 – LS20-02 – Landscape Strategy: Sections, received 18.04.18;
- Drawing No. 500 – General Arrangement, received 18.04.18;
- Drawing No. SK541 Rev A – General Arrangement Sections, received 18.04.18;

The original planning application incorrectly stated that the proposal involved the removal of the right hand turn from Station Road to Pennings Road. The following documents were subsequently submitted on the 8th June 2018 to clarify that the scheme involves the removal of the right turn lane from Station Road to Pennings Road but not the right turn itself.

- Revised Application form in respect of Junction 20
- Explanatory letter setting out the history behind the proposed designs at both Junctions 20 and 22.
- Revised Letter of Application in respect of Junction 20 (updated to refer to the removal of the right hand turning *lane* on Station Road rather than the ability to turn right)

4. Planning Policy

The **National Planning Policy Framework**.

The adopted **Wiltshire Core Strategy** with particular regard to:

- Core Policy 3 Infrastructure Requirements;
- Core Policy 26 Spatial Strategy: Tidworth Community Area;
- Core Policy 37 Military Establishments;
- Core Policy 50 Biodiversity and Geodiversity;
- Core Policy 51 Landscape;
- Core Policy 56 Contaminated Land;
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 58 Ensuring the Conservation of the Historic Environment;
- Core Policy 60 Sustainable Transport;
- Core Policy 61 Transport & Development;
- Core Policy 62 Development Impacts on the Transport Network;
- Core Policy 67 Flood Risk;
- Core Policy 68 Water Resources.

Army Basing Programme - Salisbury Plain Masterplan (“the Masterplan”) is a material consideration in the determination of the planning applications.

5. Consultations

Environment Agency – No objection, subject to informatives regarding safeguards to be implemented during the construction phase and the need to obtain an environmental permit for flood risk activities.

Veolia Water – No objection, subject to an informative regarding the need to divert, re-align or lower Veolia Water apparatus.

Wiltshire Council Highways Officer – No objection.

Wiltshire Council Drainage Engineer – Requested further information which was subsequently submitted. No further observations received.

Wiltshire Council Archaeologist – No objection.

Wiltshire Council Ecologist – No objection, subject to conditions to ensure the development can be achieved without resulting in negative impacts on habitats and species of value to nature conservation.

Wiltshire Council Arboricultural Officer – No observations received.

Wiltshire Council Public Protection Officer – No objection.

Wiltshire Council Landscape & Design Officer – No observations received.

Tidworth Town Council – Objection.

“The removal of the right turn out of Station Road onto Pennings Road (A338) is going to force traffic down Lahore Road, where it will have to turn right into Meerut Road and then re-join Pennings Road to the North (I appreciate that with the new round about planned this may become easier than it is now). In effect this is removing a safe right turn under traffic control where visibility is high; to a junction which is uncontrolled and has poor visibility to the right. And as a member of Speed Watch I am only too aware of the number of cars exceeding 30mph on Meerut Road into Bulford Road. In addition the effective relocation of the right turn is to a residential from a non-residential area and I do not see how that makes sense”.

The Town Council support the comments of Councillor Mark Connolly.

Councillor Mark Connolly – Objection:

“With all due respect to the applicant’s highways experts and WC’s highway expert, none of them live in the Town and whilst the plans may work on simulations, we know that the removal of the right-hand lane in Station Road will not work and will cause problems for both traffic exiting Tesco and in Station Road.

There has been no pre-application discussions with me as the local member or the Town Council. This flies in the face of normal protocol and all the good work DIO did in terms of pre-application discussions/consultation with communities prior to the Army Basing plans

being submitted. I and the previous Mayor were consulted, shown proposals and traffic models for the forerunner highways applications to the present applications. This time, nothing. Perhaps they realised that the Station Road proposal would be controversial to local residents and stayed well clear.

The result of the lack of local pre-application consultation is that DIO only consulted WC, who in turn should have got them to consult with me as the local member or at least given me a heads up that these pre-application discussions were ongoing and showed me the plans. The affect is that highways have no objections, or so I believe, which means the community is essentially faced with a fait accompli and there is virtually nothing we can do about it. That is wrong at every level and there is no natural justice in this. Highways imposed the two mini-roundabouts on us as part of the Leisure Centre application some years ago and we said it would not work. They have been a thorn on our sides with many accidents over the years. I am sure we are right on this application too.

It seems perverse that for this application and 18/03728/FUL, more lanes are being provided for the new roundabout and the proposed route into Lahore Road from the A338 but Station Road, the main shopping area for the Town is to have a reduction in lanes. This proposal is not going to improve trade for the local shops or Tesco. I believe it will adversely affect the town centre, which Wiltshire has done much to promote over many years.

The simple answer as far as I am concerned is to retain the right-hand lane and stop access to the rear of the married quarters at the bottom of Station Road and make it exit only. Access to these properties should be via the two accesses via the A338. As DIO are responsible for all three accesses, this should be easy for them to introduce”.

“The applicant states that the highway authority wishes to reduce ringtail hand turn conflicts as the reason for removing the right hand lane in Station Road. However, there are three right hand lanes remaining under the proposed junction “improvement”. Indeed, the main issue of right hand movements is actually traffic turning right into Station Road from the A338 (Park Road) who are often cutting in front of traffic travelling South on the A338 towards Shipton or turning left into Station Road. There are no movements from Lahore Road when traffic is moving out of Station Road, so there is presently no conflict with traffic wishing to turn right from Station Road. The developer has therefore failed in this respect to deal with the highway authority’s concerns in this respect. I suggest this goes back to the drawing board”.

6. Publicity

The application has been publicised via a site notice and letters sent to properties within close proximity of the site. As a result of the publicity 142 letters were originally received raising concerns with the proposal to remove the right hand turn from Station Road onto Pennings Road. It is felt that this is unnecessary, would inconvenience road users whilst trying to reach local services and facilities. The potential impact on queuing traffic on Station Road is also a key concern.

A re-consultation exercise was carried out once the application was amended to correct the error as detailed above i.e. the scheme involves the removal of the right turn lane from Station Road to Pennings Road but not the right turn itself. As a result of the publicity 26 letters have been received raising concerns with the loss of the right hand turning lane on Station Road because it will lead to larger queues on Station Road and hinder the time it takes to get x amount of vehicles across when the lights are green. The proposal will also affect pedestrians hoping to cross Station Road, may put people off shopping on Station road and may put local businesses at risk. The potential environmental impact upon the water course (River Bourne) is also raised as a concern.

7. Planning Considerations

The adopted local development plan document is the Wiltshire Core Strategy (WCS) (adopted January 2015). The planning applications for new developments associated with the Army Basing Programme have been granted in accordance with Core Policy 37 'Military Establishments' and Core Policy 3 'Infrastructure Requirements' of the WCS, along with the Army Basing Master Plan. The need for a number of junction improvements has arisen as a result of the infrastructure requirements required to support the Army Basing Programme and have been secured as part of the overarching Army Basing Programme Section 106 Agreement. The agreement requires that Tidworth Junctions 20, 21, 22, 36 & 37 improvements to be undertaken within a set timeframe which is linked to the delivery of the Service Family Accommodation developments, unless such further occupation is otherwise agreed with the Council. The highway improvement works the subject of this current application relate to Junction 20 only.

The purpose of the proposed development is to improve the capacity, efficiency and safety of the junction, in order to accommodate the additional traffic expected from the Salisbury Plain Training Area developments. The proposed junction improvements have been designed in consultation with the Council's Transportation department with the aim of removing potential conflicts between right turning vehicles and oncoming traffic and thereby improving safety at the signalised junction.

The proposal will result in a four-way signal controlled junction which will secure separately phased right turns. This design will therefore remove the potential conflicts between right turning vehicles and oncoming traffic. The application explains that "The scheme will provide staggered pedestrian crossings on the A338 North and South and Station Road. On Lahore Road a triangular island was provided to allow pedestrians to cross when the A338 northbound signal is green.

Retaining the short right turn lane on Station Road would require the removal of the pedestrian refuge island and the inclusion of an 'all red' stage for the pedestrian crossing. This would have an impact on the capacity of the signals as a result of the increase in lost time to traffic.

MOVA [*Microprocessor Optimised Vehicle Actuation*] control will be provided at the new signals. MOVA monitors traffic flows on the approaches to the signals and can optimise signal timings to minimise delay around the whole junction. It is therefore able to detect if there is queuing on an approach and adjust the green times accordingly".

The Town Council, Ward Member and local residents have raised concerns with the loss of the existing right hand turn lane on Station Road. These concerns are understood however the MOVA traffic light control system will be able to manage any increased queuing on Station Road. MOVA operates in a delay minimising mode; if any approach becomes overloaded, the system switches to a capacity maximising procedure which will respond specifically and clear any queues on Station Road.

The Council's Highways Development Control Officer advised that –

"the proposed layout of this junction alteration ... is considered to be an acceptable scheme, which strikes a reasonable balance between providing for the increased traffic pressures in the locality with the needs of pedestrians wishing to cross roads in the vicinity of the junction.

The highways engineering details of the junction changes will be addressed through a s278 agreement between the developer and the Council, which will be concluded in advance of any works being permitted to commence on the highway.

I have no objection to the proposals; because the details of the highway works shall be subject to local highway authority approval, I do not seek any conditions”.

The proposal would involve the loss of some green open space / vegetation and would encroach on the watercourse (River Bourne) on the west side of Park Road. In the context of the surrounding green space it is not considered that the proposed works would result in any unacceptable loss or harm to the integrity of the green infrastructure and linkages in the local area. The development has been designed to reduce the impact on existing soft landscaping however there will be a need to remove four trees and one group of shrubs to accommodate the proposal. The development will be carried out in accordance with the recommendations of the Arboricultural Impact Assessment to ensure the trees to be retained are protected during the construction stage.

The site and river is not covered by a statutory nature conservation designation but the Tree Report submitted in support of the application acknowledges that the tree line and scrub vegetation could be of value to a range of wildlife species. The Council’s Ecologist highlighted however that the report does not give any recommendations for precautionary measures designed to protect wildlife during the construction works or provision of habitat for wildlife in the finished scheme. As such, a series of conditions have been recommended to secure a lighting scheme, control the timing of works, and to ensure all trees and other woody vegetation will be assessed for their ability to support roosting bats, to ensure the proposed road improvements can be achieved without resulting in negative impacts on habitats and species of value to nature conservation.

The Council’s Archaeologist has no objection to the proposal because the archaeological evaluation did not identify significant archaeological features or deposits. As such, no further investigations are considered necessary.

The Council’s Drainage Engineer questioned whether the proposal would result in the need to divert any sewerage infrastructure, highlighted the need to obtain permission from the Environment Agency (EA) to carry out works to a water course, and sought clarity in relation to the plans for the disposal of surface water. The applicant confirmed that –

“if required Sewer Diversions (S185 Applications) will form part of the Detailed Highway and Drainage Technical Approvals process following Planning, an Approval in Principle has been granted by the EA, and the proposed Drainage Strategy and layout Drawings are included within the Flood Risk Assessment submission”.

The application is supported by a Water Framework Directive (WFD) because the scheme involves sheet piling along the road side embankment between the A338 Park Road and the Tidworth Oval to support the proposed road widening on the south approach to the junction. This will involve installation of a permanent sheet pile cantilever retaining wall along the east embankment of the River Bourne. Sheet piles are to be set back under the proposed footway to retain the existing 100 year flood profile and will be approximately 70m in length. The Environment Agency has no objection to the proposal. The proposed scheme does not compromise the ability of the River Bourne water body to achieve its WFD status objectives.

The Council Public Protection Officer confirmed that the Contamination Assessment concludes a very low risk of contamination and therefore no further assessments or work associated with land contamination is required.

8. Conclusion

The proposed development will deliver townscape and highway improvements at Junction 20 which are required to support the additional flows which will be generated from the Army Basing Programme Service Family Accommodation developments.

The principle of the development has previously been secured and needs to be delivered to accord with the overarching Army Basing Programme section 106 agreement. The proposed works have been designed to improve the capacity and efficiency of the junction along with its safety and can be delivered without any unacceptable harm to the environment or townscape / landscape character.

The key area of concern locally relates to the removal of an existing lane on Station Road. However, the Council's Transportation department is supportive of the proposal and advised that the scheme strikes a reasonable balance between providing for the increased traffic pressures in the locality with the needs of pedestrians wishing to cross roads in the vicinity of the junction.

The need for the development for national security purposes is a material planning consideration which should weigh in favour of this planning application.

The scheme is considered to be in accordance with both the national and local planning policy and with suitably worded conditions; it is recommended that planning permission be granted.

RECOMMENDATION

That planning permission be **GRANTED** subject to the following conditions.

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

- 2 The development hereby permitted shall be carried out in accordance with the following approved document and plans:

- Drawing No. SK20D LP01 Rev A – Location Plan, received 18.04.18;
- Drawing No. SK20D LP02 Rev A – Existing Layout Plan, received 18.04.18;
- Drawing No. A089116-10 – LS20-01 – Landscape Strategy, received 18.04.18;
- Drawing No. A089116-10 – LS20-02 – Landscape Strategy: Sections, received 18.04.18;
- Drawing No. 500 – General Arrangement, received 18.04.18;
- Drawing No. SK541 Rev A – General Arrangement Sections, received 18.04.18;
- Document. Junction 20 Flood Risk Assessment and Drainage Strategy (March 2018) (Report No. A089116-10/REP/005) by WYG.

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

- 3 The development hereby permitted shall be carried out in accordance with the Arboricultural Method Statement contained within the Arboricultural Report Salisbury Plain Junction 20 A388 Pennings Road, Tidworth (March 2018) by DIO.

REASON: In order that the development is undertaken in an acceptable manner, in

order that the Local Planning Authority may be satisfied that the trees to be retained on and adjacent to the site will not be damaged during the construction works and to ensure that as far as possible the work is carried out in accordance with current best practice and section 197 of the Town & Country Planning Act 1990.

- 4 No development shall commence on site until all trees and other woody vegetation will be assessed for their ability to support roosting bats. Trees that have developed features suitable to support bat roosts will be subjected to a climbing survey to determine any current or recent bat use of suitable features. If any features are found to support bats, a licence, obtained from Natural England will be in place prior to any cutting, trimming or removal of trees.

REASON: The matter is required to be agreed with the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, to militate against the loss of existing biodiversity and nature habitats.

- 5 No development shall commence on site until a lighting plan demonstrating that a level of 1 lux or less can be achieved at the edges of sensitive ecological receptors such as trees both within and adjacent to the site has been submitted to an approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

REASON: The matter is required to be agreed with the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, to militate against the loss of existing biodiversity and nature habitats.

- 6 Tree and vegetation removal will not be carried out between March and July inclusive, unless a documented search for nesting birds has been carried out and the area has been found to be clear of any active nests.

REASON: The matter is required to be agreed with the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, to militate against the loss of existing biodiversity and nature habitats.

- 8 **INFORMATIVE TO APPLICANT:**
The consent hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a license will be required from Wiltshire's Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway.

- 9 **INFORMATIVE TO APPLICANT:**
Please note the following guidance from the Environment Agency:

Safeguards should be implemented during the construction phase to minimise the risks of pollution from the development. Such safeguards should cover:

- the use of plant and machinery
- wheel washing and vehicle wash-down
- oils/chemicals and materials
- the use and routing of heavy plant and vehicles
- the location and form of work and storage areas and compounds
- the control and removal of spoil and wastes.

In addition to any other permission(s) that you may have already obtained, e.g. planning permission, you may need an environmental permit for flood risk activities (formerly known as Flood Defence Consent prior to 6 April 2016) if you want to carry out work:

- in, under, over or near a main river (including where the river is in a culvert)
- on or near a flood defence on a main river
- in the flood plain of a main river
- on or near a sea defence

For further information and to check whether a permit is required please visit: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>

For any further advice, please contact your local Environment Agency FRA Permitting Officer, daniel.griffin@environment-agency.gov.uk / yvonne.wiacek@environment-agency.gov.uk

10 **INFORMATIVE TO APPLICANT:**

Please note the following guidance from Veolia Water:

The proposed development will impact Veolia Water public water and waste water apparatus which may / will required diversion, re-alignment or lowering. We would anticipate detailed consultation in a suitable and sufficient timescale to allow us to survey the area in question and to provide costed schemes under S185 of the Water Industry Act and in line with usual highway works practice.