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# Planning Statement

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December 2017

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# 1 / Introduction

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## 1.1 Document introduction

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This document has been drafted in response to Fareham Borough Councils Draft Local Plan.

This documentary is provided in objection to the proposals for Housing Site HA1, North and South of Greenaway Lane, Warsash.

This report identifies the pertinent National Planning Policies relating to the site and establishes how the current proposals are contrary to the policies.

The report then tests the extent to which a development can be seen as 'sustainable development' under National Planning Policy 14 and demonstrates that adverse impacts significantly outweigh the benefits assessed against the policies in the frame work as a whole.

*'Adverse impacts of doing so would significant outweigh he benefits, when assessed against the polices in the framework as a whole'*

Extracted from Policy 14 NPPF

There by proving that presumption in favour of development should not apply.



## 2 / Warsash identity

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### Historic context

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Warsash's defining character is that of a small village with a strong semi rural character and distinct identity.

The semi rural character is established and strengthened through the penetration of high valued Agricultural Land into its urban grain, the strong presence of the Listed Barn on Barnes Lane and the country country lane of Greenaway Lane.

This sense of community has been cultivated and maintained. The expansion has been slow enabling new residents to integrate into the community.

The identity of Warsash as a separate area has been maintained over the development of other areas where the local distinctiveness has been lost as the local gaps have been closed through development.

The effect of this erosion of local distinctiveness can be seen through out areas such as Park Gate and Locks Heath.

The green space and sense of openness to the North of Warsash's centre leading to Sarisbury Green helps to retain the areas locally distinctive nature and preventing the coalescence of the area.

This is reinforced by the open space perceived when entering Warsash from the East on the Warsash road at the junction of Warsash Road to Locks Wood Road.

This local distinctiveness should be retained through the retention of clear local gap.

### 3 / Current Local Plan

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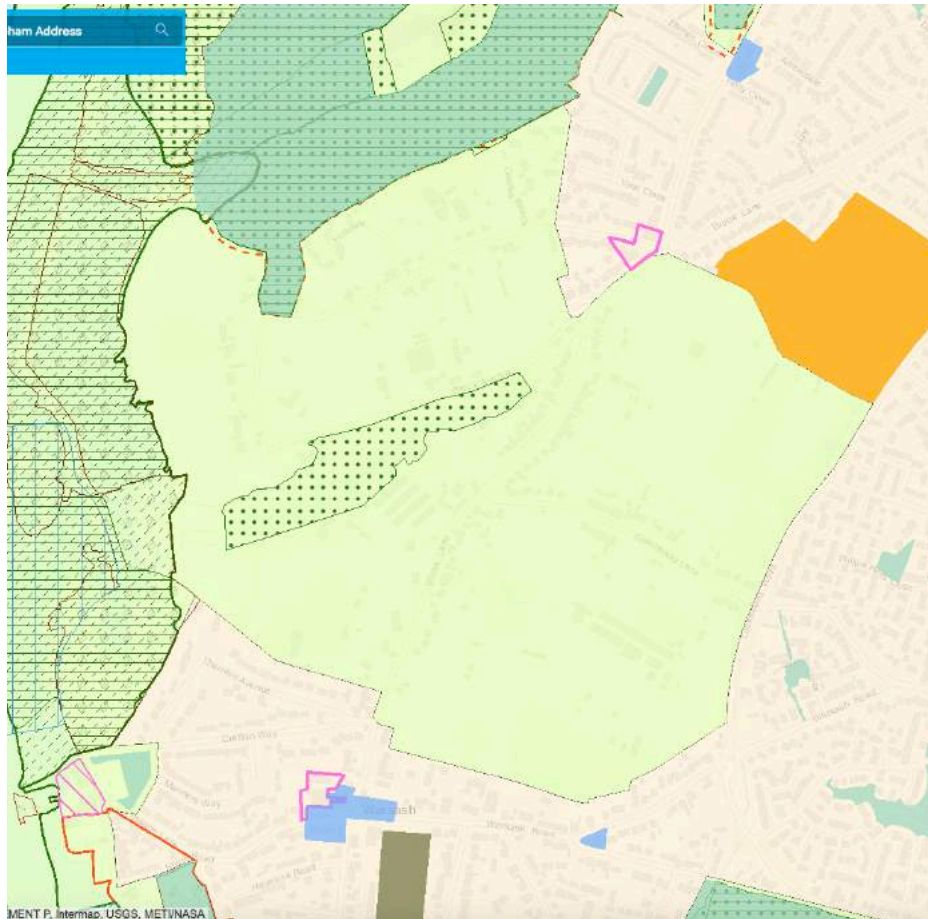
#### Planning context

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The need to retain the semi rural character of Warsash has long been respected and maintained through planning policy.

The nature of Greenaway lane has been encouraged through the restrictions on the creation of a pavement and through the vehicular separation east west.

This maintenance of Greenaway Lane as a country lane has helped to maintain this part of Warsash's identity and ensured that the setting of the Listed Barn on Barnes Lane is maintained.



Extracted from the Local Plan

## 4 Policy NPPF 14

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### 4.1 Planning policy

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14. At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.

For **plan-making** this means that:

- local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
  - 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; or
  - specific policies in this Framework indicate development should be restricted.<sup>9</sup>

For **decision-taking** this means:<sup>10</sup>

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - 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; or
  - specific policies in this Framework indicate development should be restricted.<sup>9</sup>

Paragraph 14 of the NPPF

Paragraph 14 of the NPPF clarifies the presumption in favour of sustainable development in that where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless:

*‘- 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; or’*

This document establishes that a development of this scale, density and most importantly rapid development over would constitute a significant impact far outweighing its benefits.

The approach detailed within the preceding paragraph, has become known as the “tilted balance” in that it tilts the planning balance in favour of sustainable development and against the Development Plan.

Sustainable development needs not only to take consideration of the proximity of local amenities but look the holistic impact of the development including the effects of rapid and large scale expansion on a community and its local identity.



### 5.1 Relative scale of Warsash to the development site

This rate of grow will result in the loss of identity of Warsash, the coalescence of Warsash into Sarisbury Green and the Loss of the Semi Rural Character which Warsash has retained.





## 5 / Scale of development

### 5.2 Comparative site scale analysis

The preceding image helps to establish the relative scale of development in relation to the village.

The image on this page endeavours to give the viewer an understanding of the size of the site being brought forward for with completion within five but most probably within three years.

As this illustrates the site is of the equivalent size as of Gunwharf Quays, Old Portsmouth and Portsmouth Harbour Station.

As this digram illustrates an area of this scale requires thorough planning to ensure that the wider context and infrastructure can accommodate the scale of development. If a site of this scale would be brought forward in other areas of Hampshire such as Newlands Farm in Fareham or Barton Farm in Winchester comprehensive assessments would be required and new schools and community facility planed for.

Please note all images are scale relative to each other and the images have not been altered to adjust their relative sizes.

To reiterate the proposed allocation of the site HA1 once developed will result in Warsash Village increasing in size by 25% in under five years. This rate of grow will result in the loss of identity of Warsash, the coalescence of Warsash into Sarisbury Green and the Loss of the Semi Rural Character which Warsash has retained.

Can a community maintain its cohesion and identity with such rapid growth? Is it appropriate to provide this level of development over a single use type with no community provision such as new schools or nurseries on the site? Can Section 106 Agreements create new land for facilities to occupy? If the site is brought forward without any new provisions on site there simply will not be the other sites to provide the new schools which its construction will generate.

A site of this size brought forward in a short period of time without thorough for planning of infrastructure and road improvements can only be detriment of the area .





## 2 / Scale of development

### 5.3 Comparative site scale analysis

This diagram illustrates the site relative to the centre of Fareham.

This image again brings forward the question of how a development site of this scale and be brought forward without an integrated strategy for the impact on the wider context.

Warsash is a perpendicular and vehicular accessed is principally to the north and from the site this would predominantly be via Barnes Lane and Brook Lane. Both roads directly service three schools and one nursery. At peak times the roads are congested as traffic backs up from the junctions leading to the M27.

Please note all images are scale relative to each other and the images have not been altered to adjust their relative sizes.



## 5 / Scale of development

### 5.3 Coalescence and loss of identity proposed

The current applications on the site achieve a density of on average 30 per hectare and utilise 52 % of the site. If this unit density is extrapolated to the remaining site identified as site HA1 the total number of potential houses equals over 1,086 new dwellings.

It is noted that the recently granted and implement planning application to the North East corner of the site achieved a density in excess of this value. The logical assumption therefore that we can only anticipate this density increasing should the site be allocated. It is of note that there is no proposed cap on the number of dwelling currently proposed in the Local Plan and therefore development density will draw upon NPPF. Therefore the units per hectare could increase to 40 units per hectare achieving 1,448 units.

It is also of note that there is also a precedent for higher density development including three storey flatted development in the area. Should this be applied to areas of the site the density would further increase.

In addition to the new dwellings associated with site HA1 there are a further 100 dwellings proposed at the Warsash Maritime Academy resulting in a total a total of 1,548 new dwellings (If density and site capacity is not restricted as currently proposed).

If each of these homes is occupied by 2.3 persons based on the National Statistics Average House Hold for the UK the total number of new residents in the Village of Warsash will be 2,727 (30 dph) to 3,560 (40 dph).

The population of Warsash as recorded in the 201National Census was 7,183.

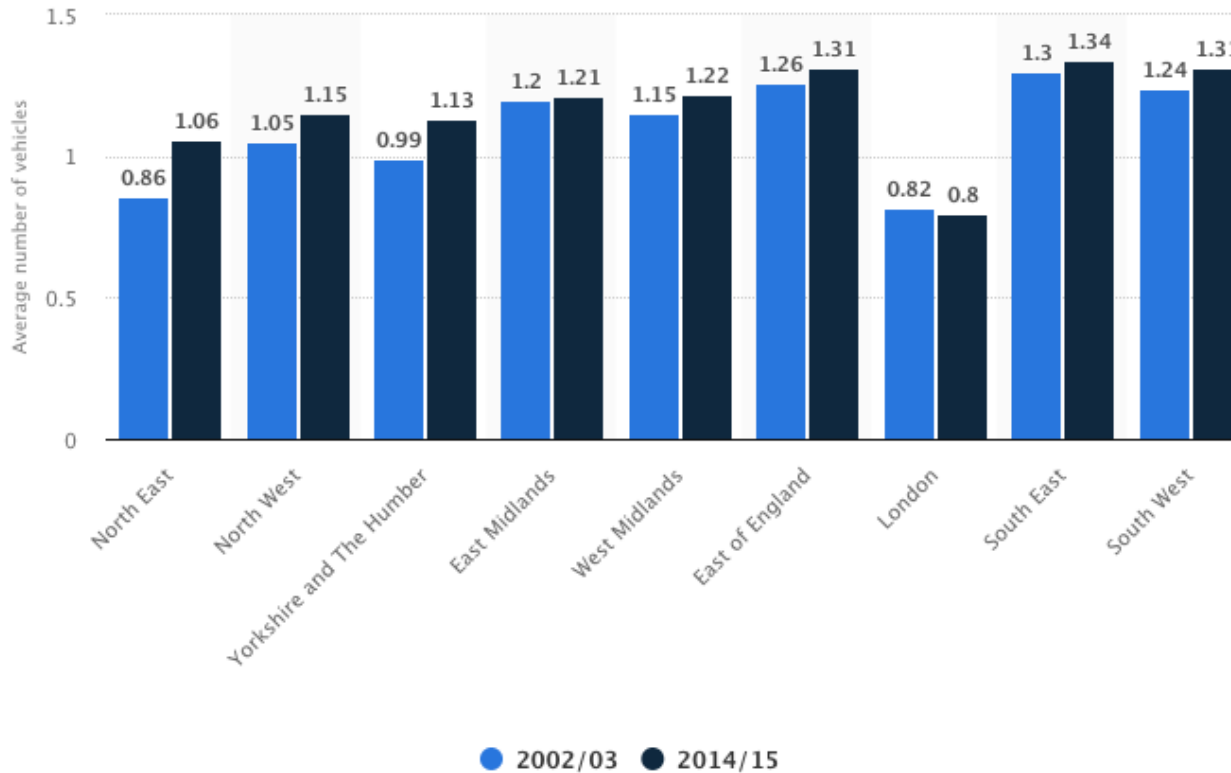
There allocation of the site will therefore result in an increase of 38% (30 dph) or 49.5% within a three to five year period.

This rate of expansion can not be seen as sustainable development and results in the loss of community identity and the loss of the character of the area.



## 6 / Transport

### 6.1 Relative Traffic change



Extracted from Statistics Portals assessments for 2015

The average number of cars per dwelling in the South East/West is 1.3 based on the Statistics Portals assessments for 2015. Based on the potential densities achieved the site could generate an additional 2,010 cars based on 40 units per hectare or 1,541 at 30 units per hectare. It is of further note that as it is becoming increasingly common for both parents to return to work following maternity leave thus this figure is unlikely to drop significantly at peak times.

As established in the preceding sections Warsash is a peninsular specially in relation to its vehicular transport routes. With principle vehicular routes being north via Barnes Lane to the A27 west or via Brook Lane to the A27 east.

As Warsash lacks employment opportunity which the loss of the Nursery further exacerbates most residents commute to the Southampton, Portsmouth and Winchester. This leads to these roads being very congested at peak times with traffic backing up down Barnes Lane from the standing traffic on the A27. Both of these roads are directly accessed by two schools, a nursery and a secondary school with has a current student body of in the region of 2,000 students.

This document will in subsequent sections use the 'Hampshire School Place Plan 2017 - 2021' which is used to forecast Primary and Secondary school places to forecast the potential increase in the school places required and establish the limited expansion potential of the existing schools which results in the need for Primary School students to travel greater than 19 minutes walk or 1 miles on foot to school. As this distance would take near an hour round trip I would expect a significant quantity of the children to be transported by car.

How can a site of this scale be seen as sustainable if it significantly impacts a already congested area and results in the requirement for School children to be driven to school.



## **7 / Development comparative analysis**

### 7.1 Section introduction

As established in the previous sections the allocation of the site will result in 1,086 to 1,448 additional dwellings.

Within this section other proposed developments of a comparable or smaller size are analysed and the relative provisions explored.



## 7 / Comparative development analysis

### 7.2 Case study Barton Farm, Winchester

#### **Barton Farm, Winchester**

The development at Barton Farm provided the following community, infrastructure, mixed uses, educational provisions and 2,000 new dwellings.

Outline planning approval for Barton Farm was granted in October 2012 providing permission for:

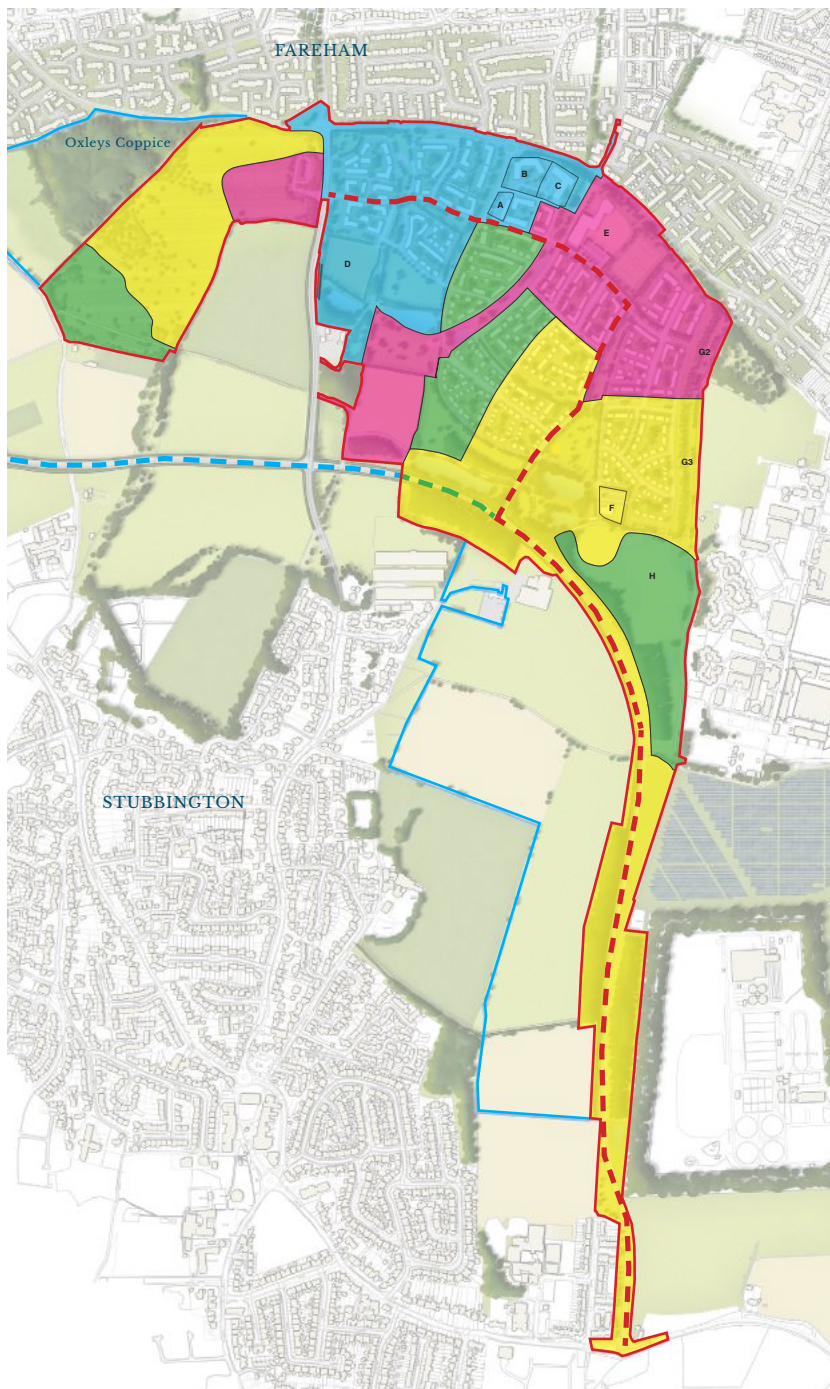
- Up to 2000 new homes
- A primary school
- A pre-school nursery
- A retail food store of up to 2,000 sq.m
- A community building of not less than 660 sq.m
- A 60-bed nursing home
- A district energy centre
- Additional retail and/or commercial space of up to 1,000 sqm
- A gym
- Offices up to 2,000 sqm
- A park and ride facility for up to 200 cars
- A range of uses within public open space

The above provisions were allowed for to ensure that the 2,000 dwellings proposed were suitable and to ensure the development was sustainable.

It is also of note that a comprehensive design guild was established to ensure the proposal was cohesive and well implemented both from an Architectural design and Landscape preservative.

The scheme will be developed in a number of phases, with different aspects of the outline consent delivered at different times. Ensuring the Local Authority has control over the pace of development and to ensure that the facilities required and area can adapt to a growing population.





## LEGEND

- Application redline
- Land within the applicants control

- Phase 1
  - Circa 250-260 dwellings completed, including adjacent open space.
  - Townscape enhancements along Longfield Avenue completed.
- Phase 2
  - Circa 250-260 dwellings completed, including adjacent open space.
  - Car park and first field within Country Park to the west of Peak Lane completed.
- Phase 3
  - Circa 250-260 dwellings completed, including adjacent open space.
  - Country Park from the west of Peak Lane to the existing waterway flowing away from Oxleys Coppice completed.
- Phase 4
  - Circa 250-260 dwellings completed, including adjacent open space.
  - Country Park completed.
- Bypass within application site completed - to include adjacent planting and Green Infrastructure.
- Safeguarded land for Bypass within Redline Area.
- Bypass:
  - Completed Bypass subject to a separate application by others- Time frame to be determined.

## 7 / Development analysis

### 7.3 Newlands Farm, Fareham

#### Newlands Farm, Fareham

The proposal has been generated through a through dialogue with the Local Authority. The infrastructure has been carefully considered and a integrated and well conceived strategy for the development has been conceived. The application as amended in October 2017 provided a total of 1,027 new dwellings. This is less than site HA1 would generate at 30 units per hectare as currently being applied for in the resent applications.

The Planning Application at the site at the above address (As of the amended application October 2017) provided the following :

- Up to 1,027 new homes
- Significant infrastructure improvements
- Flexible retail units
- Health Centre
- Allotments
- 2 Form Entry primary school.
- Family Pub
- Cricket Wicket
- Bypass within application site including adjacent planting and Green infrastructure
- Sports Hub
- Care home is relocated to sit with the health centre at the Longfield Avenue site entrance
- The pub/restaurant is relocated to the south east to front the new "sports hub"
- Housing to the west of Peak Lane removed and replaced with a new "country park" with public car park

As stated above for the provision of less dwellings then proposed at site HA1 but with significant enhancement and consideration to ensure the development was a sustainable development and suitable development

All of these facilities where provided to enable the development to be 'sustainable'.

The development will also be phased to ensure the impact of the development was mitigated and the new facilities proposed could be provided ensuring the development was not to the detriment to the surrounding area.



## 7 / Comparative development analysis

### 7.4 Site HA1, Fareham

#### Site HA1, Fareham

The site at the site at the above address has the potential to provide a total of 1,086 to 1,448 additional dwellings. The site makes the following provisions to ensure that the development is a form of sustainable development.

- 1,086 to 1,448 additional dwellings

The current proposals relies fully on Section 106 agreements and CIL to provide for all of its supporting infrastructure. There are no proposals in place to ensure that a sustainable development can be established.

There are no current established strategies in place to ensure that sufficient school places can be provided in the site or that the schools in the surrounding area have capacity to expand to meet the need.

There is no provision for community facilities, roads, by passes, employment or any other provision made to ensure the development is a sustainable addition to the community.

Phasing of the development relies on commercial pressures and land negotiations.





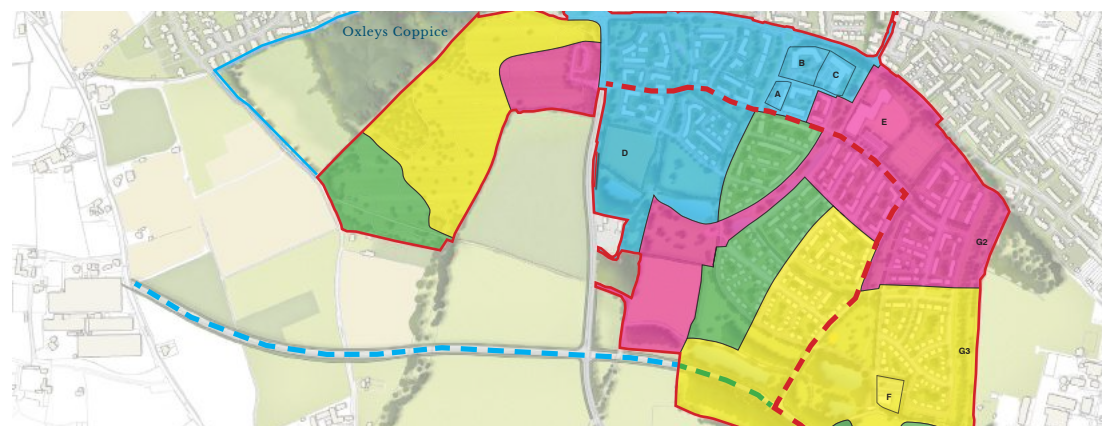
## 7 / Development comparative analysis

### 7.5 Conclusion of development comparative analysis

If the provisions associated with the Case Studies are required to ensure the development is a sustainable development then the absence of those provisions should conclude that the development is not a form of sustainable development and therefore contrary to NPPF Policy 14.

In summary if 1,027 new dwellings requires, significant infrastructure improvements, Health Centre, 2 Form Primary School flexible retail units, Sports Hub, Allotments, Family Pub, Cricket Wicket, a bypass and Green infrastructure to be a form of sustainable development then how can the complete absence of those provisions be seen as suitable and sustainable to less homes at 1,086?

Section 106 Agreements and CIL contributions can not create a sustainable development and thereby a sustainable community. A sustainable development of this scale is resultant from the careful and considered application of other provisions on the site resultant from a considered public and local authority urban planning consultation.





## 8 / Education provision analysis

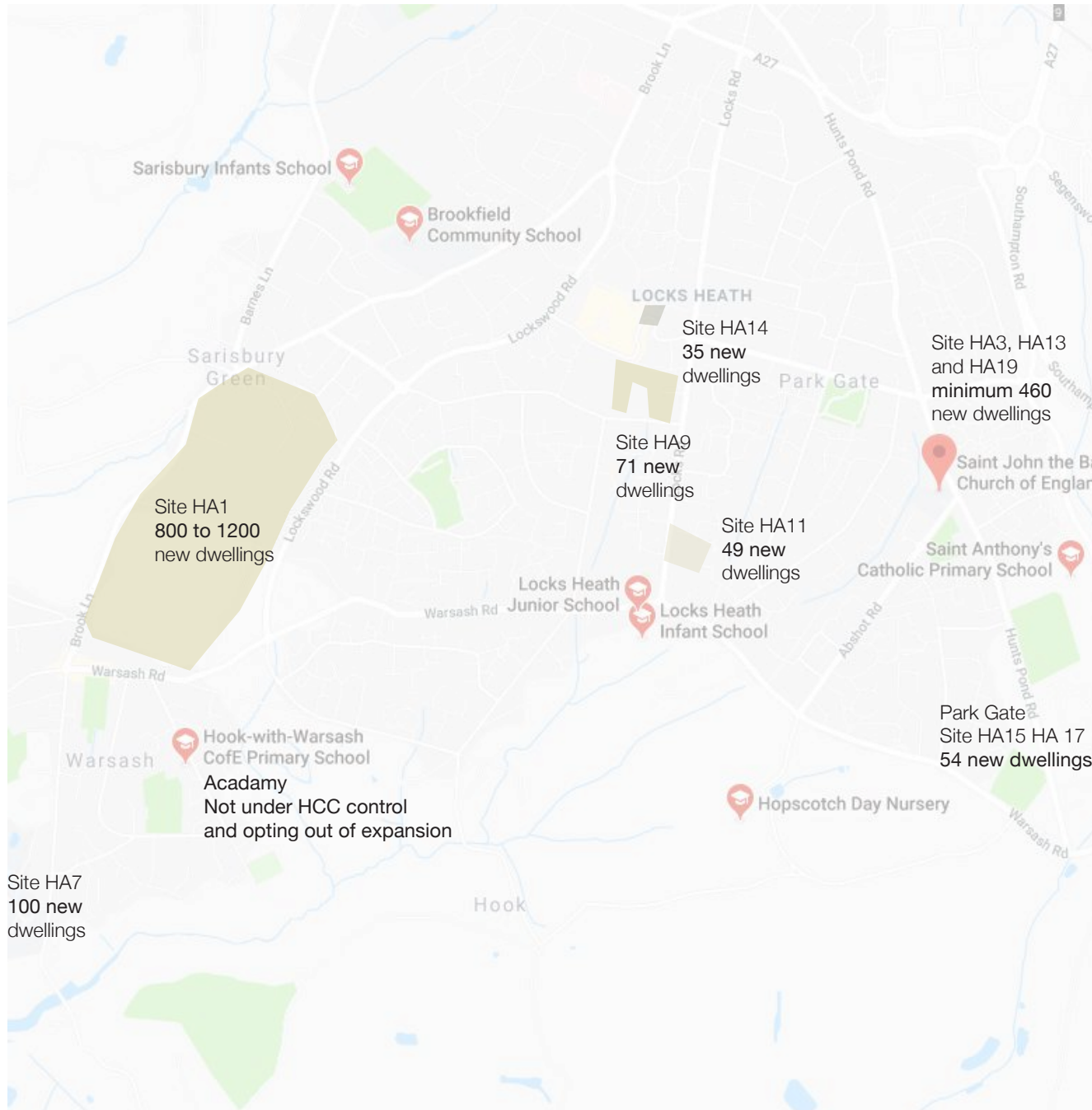
### 8.1 Schools and additional dwellings

As established in the preceding sections sites of a similar total number of additional dwellings allow for the creation of additional Nursery and Primary Schools. This section establishes the anticipated additional school provisions required to accommodate the development and the evaluates the relative capacities for expansion of the local schools within walking distance of the development.

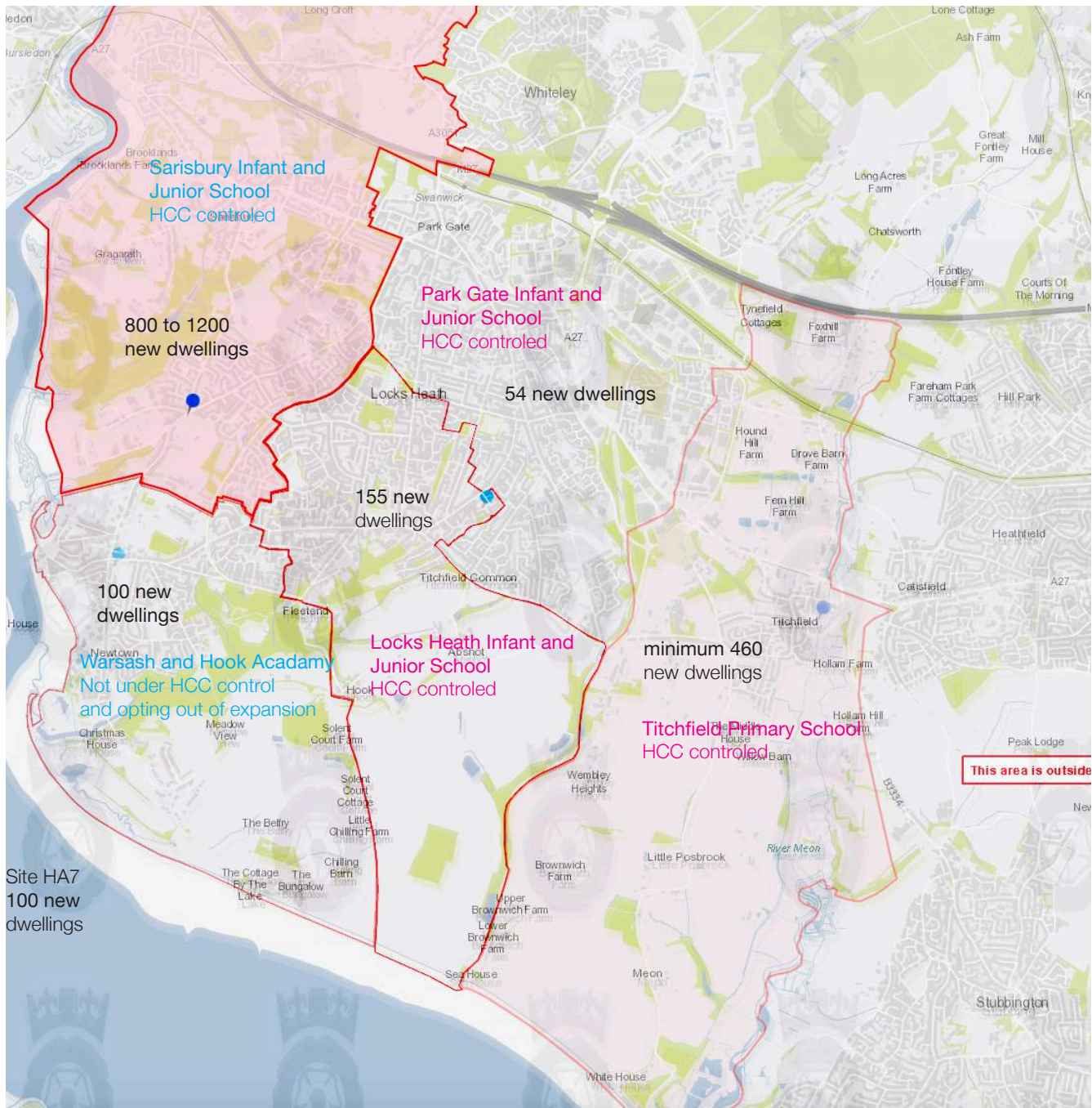
Also for consideration is the wider development outside of Warsash which will impact on their associated schools. The Local Plan has allocated the following sites for development to meet the five year demand:

HA3 - Southampton Road, Titchfield Common - 400 dwellings  
 Locks Heath Junior school  
 HA9 - Heath Road, Locks Heath- 71 dwellings  
 HA11- Raley Road, Locks Heath- 49 dwellings  
 HA14 -Genesis Community Youth Centre, Locks Heath - 35  
 Titchfield common local school Locks Heath Infant school Tichfield primary school  
 HA13- Hunts Pond Road, Titchfield Common- 38 dwellings  
 HA19- 399 – 409 Hunts Pond Road, Titchfield Common- 22 dwellings  
 HA15 -Beacon Bottom West, Park Gate -30 dwellings  
 HA17 -69 Botley Road, Park Gate -24 dwellings

A total of 669 additional dwellings assuming 30 units per hectare.







## 8 / Education provision analysis

### 8.2 Catchment zones

The following schools are within the catchment area please note Hook with Warsash is an Academy and has control over its own expansion and has expressed their intention to remain as a two form:

#### Catchment schools

Warsash and Hook Academy  
Excluded 60

Sarisbury Infant and Junior School  
Infant 90  
Year R places 90  
Junior 90  
Year 3 places 90

#### Outside of catchment schools

Locks Heath Infant and Junior School  
Year R places 120  
Junior 120  
Year 3 places 120

Park Gate Infant and Junior School  
Year R places 60  
Junior 60  
Year 3 places 60

#### Outside of catchment schools

Titchfield Primary School  
Year R places 30

The analysis below is based on the data expressed and published in the Hampshire School Place Plan 2017 - 2021.

*'A detailed database of all the housing developments planned within schools' catchment areas is used to generate projections of new housing and pupil yield. Across the county as a whole the pupil yield for primary schools averages out at 30 primary age pupils per 100 dwellings, for secondary the figure is 21 pupils per 100 dwellings.'*  
Point 7.2 of the Hampshire School Place Plan 2017-2021

As established in the previous sections the allocation of the site will result in 1,086 to 1,448 additional dwellings

#### Projected new school places required

##### Primary school places HA1 only

1,086 to 1,448 dwellings @ 30 x 10 | 30 x 14  
= 300 to 420

##### Primary school places HA7

100 dwellings @ 30 x 1 = 30

#### Total additional Primary School places Warsash only

400 to 520 new Primary school places

All new school places required within 3 years principally.

400 to 520 Primary school places divided by the number of years of Primary education at 7 years = 57 to 74 per year group equating to the need for two to three additional forms to a existing local school.

Two to three additional forms to a school times the number of classrooms required for each additional form equals 14 new classrooms to 21 new classrooms. Please note this excludes any associated increases in existing school facilities to accommodate the increase such as amenity, play space, halls etc.

Currently the catchment is schools for site HA1 are split between Sarisbury Infant and Junior School and Warsash and Hook Academy.

## 8 / Education provision analysis

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### 8.3 Forecast Primary School places

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Warsash and Hook is an Academy and therefore not under the control of Hampshire County Council it has also informally confirmed its intentions to retain its current two form status. Therefore the additional pupils catchment School is Sarisbury infant and junior schools. Currently Sarisbury Infant school lacks the capacity to expand due to the site restrictions, as a Primary School it can not be over two storeys, it is surrounded by land under the ownership of Sports England and it has a very little amenity play space which is set by national policy. Sports England only allow their land to be used if alternative land with the same provision can be found. In this instance the Sports England Land is related to Brookfield Secondary School. It is therefore very unlikely that the land would become available.

It is of note that Sarisbury Junior School also has limit potential to expand but could expand to two storeys as a Junior school however it has a low pupil to amenity space ratio and therefore it is probable that its expansion will be relatively limited.

The additional pupils will therefore have to be transported to other Primary Schools in the area assuming that they expand at a suitable rate.

This will lead to pupils being transported by at best bus but most probably car. The development can therefore not be seen as Sustainable development.

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## 8 / Education provision analysis

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### 8.4 Forecast Secondary School places

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The analysis below is based on the data expressed and published in the Hampshire School Place Plan 2017 - 2021.

*'A detailed database of all the housing developments planned within schools' catchment areas is used to generate projections of new housing and pupil yield. Across the county as a whole the pupil yield for primary schools averages out at 30 primary age pupils per 100 dwellings, for secondary the figure is 21 pupils per 100 dwellings.'*  
Point 7.2 of the Hampshire School Place Plan 2017-2021

#### Projected new school places required

##### Secondary school places HA1 only

1,086 to 1,448 dwellings @ 21 x 10 | 21 x 14  
= 210 to 294

HA7

100 dwellings @ 21 x 1 = 21

#### Total new Secondary School places required Warsash only

231 to 315 Secondary school places

Brookfield is the catchment secondary school  
it currently has in the region of 2,000 pupils.  
Brookfield will require between 7 and 10 new classrooms for  
development in Warsash only.

#### Other sites in Brookfield Catchment Secondary School places required

HA9	71 dwellings
HA11	49 dwellings
HA14	35 dwellings
HA15	30 dwellings
HA3	400 dwellings
HA13	38 dwellings
HA19	22 dwellings
HA15	30 dwellings
HA17	24 dwellings

Total new dwellings 699 at 21 Secondary School places per 100 equals 147 new Secondary school places.

If Brookfield can expand to meet the need then the school

For comparison the government published the number and size of Secondary Schools in England as of January 2012 in the FOI 'Information for schools converting to academy status' published in January 2014. It stated the following

*'On January 2012 there were 3,268 state-funded mainstream secondary schools in England, of which:*

*317 had between 1 and 500 pupils  
1,405 had between 501 and 1,000 pupils  
1,226 had between 1,001 and 1,500 pupils  
320 had 1,501 or more pupils;'*

This would indicate that Brookfield in its current status is far in the top 320 biggest Secondary School of the 3,268 in the country.

For this reason I believe a significant quantity of students will require transport to other secondary schools requiring at best bus transport but a significant proportion by car.

I submit the comment again how can a development be seen as sustainable if the community it goes into can not sustain it?

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## 8 / Education provision analysis

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### 8.5 Conclusion

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This analysis conducted in the preceding section establishes that the proposed development would exceed the capacity of the local schools.

The site have been allocated to deliver the Local Authority five year land supply therefore the assumption needs to be that a significant quantity of the development will be completed within five years. It is also safe to assume that the site will be completely developed within this period based on the current 652 dwellings already in planning that it is likely that the development will be completed in three.

With potential speed of the development aside the general increase in education places required exceed current capacity and no plan is in place to ensure that the required places can be made on the site or within the wider community. The development is therefore at risk of out stretching local capacity resulting in School attendees requiring transport out of the catchment and potentially the area. It is of note that this occurred with the development in Whitley resulting in pupils being transported by bus to Park Gate Infant and Primary.

The proposal provides no additional educational places and therefore the places will need to be provided in the existing school infrastructure. As established in the preceding pages there is not the provision to meet the increase in school places. This will require students to be transported to educational provisions outside of the intimate area. This is therefore a form of unsustainable development.

## 9 / Employment

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### 9.1 Employment

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The site represents one of the few potential employers in the area. The current status of the Nursery is irrelevant from a planning perspective. Should the site be allocated under an alternative use class it could be open to other commercial operations such as Garden Centres etc.

A use such as this enables the site to remain open as a local gap retaining the semi rural character while proving employment in the community.

Traffic associated with this use would not occur at the same time as that of typical commuter traffic.



and to the list of sites set out in Appendix C, Table 8, as indicated in our evidence at the hearings.

**6 Council to set out the Council's approach to ensure that sufficient affordable housing is delivered within the Borough**

The Council acknowledges that the plan's focus on development within the existing urban areas will limit the scope to secure affordable housing through planning obligations because of site development costs and viability. These issues were discussed at the hearings and the Council appears to be discounting the viability assessments of sites undertaken by Knight Frank (DHO10).

The proposed modifications to include a new policy DSP7 for exception sites outside the urban boundaries, for up to 20 affordable dwellings, is a welcome recognition of the problem of delivering affordable housing, but there is no evidence that this approach is financially viable and that any sites would come forward. A modest allocation of market housing in suitable locations adjoining the existing urban areas, including land east of Newlands Lane, would make a larger and more reliable contribution to making up the expected deficit in affordable housing provision.

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## 10 / Affordable housing

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### 10.1 Affordable housing delivery

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As established in the extract from the hearing relating to the Fareham Development Sites:

*'The Council acknowledges that the plan's focus on development within the existing urban areas will limit the scope to secure affordable housing through planning obligations because of site development costs and viability.'*

*'A modest allocation of market housing in suitable locations adjoining the existing urban areas, including land east of Newlands Lane, would make a larger and more reliable contribution to making up the expected deficit in affordable housing provision.'*

Sites such as HA1 are brought forward by individual developers developing comparatively small sections of the site and therefore affordable housing can be minimised through viability arguments.

The affordable house need is best addressed through smaller higher density developments than through comparatively low density development in the suburbs.

## 11 / Summary

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### 11.1 Closing statement

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Paragraph 14 of the NPPF clarifies the presumption in favour of sustainable development in that where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless:

*‘- 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; or’*

This document establishes that a development of this scale, density, educational provisions and most importantly rapid development over would constitute a significant impact far outweighing its benefits.

The approach detailed within the preceding paragraph, has become known as the “tilted balance” in that it tilts the planning balance in favour of sustainable development and as established in the preceding sections this scale, speed and lack of provision can not be seen as sustainable development and therefore against the allocation of site HA1 and the associated outline planning applications.