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21 March 2012

## **S U M M O N S**

**MEETING:** Extraordinary Regulatory Board  
**DATE:** 29 March 2012  
**TIME:** 6.00pm  
**PLACE:** Council Chamber  
**Democratic Services contact:** Lisa Young

LINDA EDWARDS  
BOROUGH SOLICITOR

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### **MEMBERS OF THE BOARD**

The Mayor (Councillor Carter CR) (ex officio)  
Chairman of the P and O Board (Councillor Hook) (ex officio)

Councillor Philpott (Chairman)  
Councillor Ronayne (Vice Chairman)

Councillor Allen	Councillor Hylands
Councillor Mrs Bailey	Councillor Langdon
Councillor Beavis	Councillor Scard
Councillor Geddes	Councillor Smith
Councillor Henshaw	Councillor Wright

### **FIRE PRECAUTIONS**

(To be read from the Chair if members of the public are present)

**In the event of the fire alarm being activated, please leave the room immediately. Proceed downstairs by way of the main stairs or as directed by GBC staff, following any of the emergency exit signs. People with disability or mobility issues please identify yourself to GBC staff who will assist in your evacuation of the building.**

**Legal Democratic and Planning Services:** Linda Edwards – Borough Solicitor  
Switchboard Telephone Number: **(023) 9258 4242**  
Britdoc Number: **DX136567 Gosport 2** Website: **[www.gosport.gov.uk](http://www.gosport.gov.uk)**

**IMPORTANT NOTICE:**

- If you are in a wheelchair or have difficulty in walking and require access to the Committee Room on the First Floor of the Town Hall for this meeting, assistance can be provided by Town Hall staff on request

If you require any of the services detailed above please ring the Direct Line for the Democratic Services Officer listed on the Summons (first page).

**NOTE:**

- i. Councillors are requested to note that, if any Councillor who is not a member of the Board wishes to speak at the Board meeting then the Borough Solicitor is required to receive not less than 24 hours prior notice in writing or electronically and such notice shall indicate the agenda item or items on which the member wishes to speak.
- ii. Please note that mobile phones should be switched off for the duration of the meeting.

**AGENDA**

Recommended  
Minute Format

**PART A ITEMS**

1. APOLOGIES FOR NON-ATTENDANCE

2. DECLARATIONS OF INTEREST

*All Members present are required to declare, at this point in the meeting or as soon as possible thereafter, any personal or personal and prejudicial interest in any item(s) being considered at this meeting.*

3. MINUTES OF THE MEETING OF THE BOARD HELD ON 6 MARCH 2012

4. DEPUTATIONS – STANDING ORDER 3.5

*(NOTE: The Board is required to receive a deputation(s) on a matter which is before the meeting of the Board provided that notice of the intended deputation and its object shall have been received by the Borough Solicitor by 12 noon on Tuesday, 27 March 2012. The total time for deputations in favour and against a proposal shall not exceed 10 minutes).*

5. PUBLIC QUESTIONS – STANDING ORDER 3.6

*(NOTE: The Board is required to allow a total of 15 minutes for questions from Members of the public on matters within the terms of reference of the Board provided that notice of such Question(s) shall have been submitted to the Borough Solicitor by 12 noon on Tuesday, 27 March 2012).*

6. OUTLINE PLANNING APPLICATION K17976 – HMS DAEDALUS

*Report to follow*

7. REPORTS OF THE BOROUGH SOLICITOR

*Schedule of planning applications with recommendations.  
(grey sheets – pages 1 –11/1 )*

PART II  
Contact Officer:  
Debbie Gore  
Ext 5455

8. ANY OTHER ITEMS

*- which by reason of special circumstances the Chairman determines should be considered as a matter of urgency.*

Extraordinary Regulatory Board  
29 March 2012

## AGENDA ITEM NO. 6

<b>Board/Committee:</b>	Regulatory Board
<b>Date of Meeting:</b>	29 March 2012
<b>Title:</b>	Outline Planning Application Land at Former HMS Daedalus
<b>Author:</b>	Borough Solicitor
<b>Status:</b>	For Decision

### Purpose

*To consider application K.17976 for Outline Consent for:*

*An employment led mixed use scheme including up to 69,992m<sup>2</sup> of commercial floor space in new buildings and reuse of existing buildings (Use Classes B1, B2 and B8); up to 1,075m<sup>2</sup> of retail (Use Classes A1, A2, A3 and/or A4); up to 200 residential units (Use Class C3); up to 32 units of care accommodation (Use Class C2); up to 1,839m<sup>2</sup> of community use (Use Class D1); up to 8,320m<sup>2</sup> of hotel use (Use Class C1); up to 2,321m<sup>2</sup> of Leisure (Use Class D2); new and upgraded vehicular and pedestrian access arrangements; hard standing and car parking, open space provision, landscaping and associated works including works affecting Listed Buildings and, in part, within a Conservation Area (as amended by revised Design and Access Statement, amended plans, Second Addendum to Environmental Statement, Appropriate Assessment Screening Report, Transport Assessment Supplementary Technical Response, Delivery and Service Plan, and Framework Travel Plan all received 25.01.2012, additional plans received 24.02.12 and revised Heritage Statement and amended plans received 06.03.12)*

*With all matters reserved except for access*

*At*

*Land at HMS Daedalus, Chark Lane, Lee-on-the-Solent, PO13 9FL*

### Recommendation

To **Grant Outline Planning Permission**, subject to:

- a.) conditions including those set out at Appendix C of this report
- and
- b.) the completion of planning obligations (Section 106 agreement) to secure the following:
    - 1.) highway and transportation measures including provisions for

- pedestrians, cyclists, public transport improvements and a Framework Travel Plan;
- 2.) the provision of a training and employment plan;
  - 3.) the provision of affordable housing;
  - 4.) the provision and/or improvement of open space;
  - 5.) the provision of health facilities;
  - 6.) the provision of a community facilities;
  - 7.) the provision of facilities for a Hovercraft Museum and Search and Rescue Hovercraft;
  - 8.) Ecological Surveys and Mitigation Measures;
  - 9.) Use of commercial floorspace accords with Enterprise Zone provisions; and
  - 10.) Access to runway by commercial occupiers of the site.

for the following reasons:

Having regard to Section 38(6) of the Planning and Compulsory Purchase Act 2004 and all other material considerations, the development will provide an appropriate employment led, mixed use development on the site, will not harmfully impact on features of nature conservation interest, will enhance the Conservation Area and will not harmfully impact the historic and architectural interest of the Listed Buildings. The proposal is acceptable in respect of highway matters, archaeology, contamination, air quality, noise, flood risk, drainage, open space, education, health, leisure and energy efficiency and is in accordance with the Policies set out in Section 4 and Appendix B of this report and the Daedalus SPD.

- c). Delegate authority to the Head of Development Control in consultation with the Borough Solicitor to impose appropriate conditions including those outlined in Appendix C.

## **1 Background**

- 1.1 In 1917, the site officially opened as the 'HM Naval Seaplane Training School', Lee-on-the-Solent. The first phase of development comprised the J Type and G Type Seaplane Hangars, slipways and winch houses, with the Power House and a temporary encampment to the north east. Existing buildings were also utilised.
- 1.2 The site's significance increased during the 1920's with the formation of the Fleet Air Arm and during the 1930's reflecting the sites importance as the Coastal Area Headquarters. Landplanes began using a grass aerodrome laid out to the north. A number of new buildings appeared on the site between 1930 and 1934 including Eagle Block, the Ward Room, Barrack Blocks and the Dining Room and Cookhouse. Further expansion took place in 1936 when the site became Coastal Command.
- 1.3 HMS Daedalus was associated with key events of the War. Intensive activity surrounded the build up to D-Day. The site suffered

two air raids in 1940 due to its strategic significance. The site rapidly contracted after the War focusing on technical training and engineering. Helicopter Training and Hovercraft testing for military use also featured, as has the use of the site as a base for Air Sea Rescue. HMS Daedalus closed in 1996.

- 1.4 The site was declared surplus to requirements in 2004 and was subsequently acquired by SEEDA and the MCA in 2006. The MCA use part of the site as a helicopter base for sea and air rescue. The airfield is currently used by some small scale aviation users, with a number of small and medium sized businesses making use of the hangars and former military buildings. In August 2011, the Government announced that Daedalus would become an Enterprise Zone. This Outline planning application seeks to establish the principle of mixed use, employment led development on part of the site with Gosport Borough, together with access. An Outline application for the northern part of the site is being considered by Fareham Borough Council.

## **2 Relevant History**

- 2.1 Much of the site was built prior to the need for planning permission. Subsequent to this, as the site was an operational MOD site, it benefitted from Crown Immunity from planning control. Since Crown Immunity was lifted in 2006 there have been a number of planning permissions on the site. The most significant consents, including those consultations considered during Crown Immunity, are set out below.

- 2.2 K/15857 - Outline Application - Erection of 300 units to provide officers and other ranks married quarters: Phase 1 to comprise 148 units and phase 2 to comprise 152 units – permitted 26.10.04

K/15857/2 – Details pursuant to K15857 – Erection of 148 no. officers and other ranks married quarters (Phase 1) – permitted 04.02.05

K/15857/4 – Renewal of planning permission to extend the time limit for implementation of Phase 2 – Outline application – Erection of 300 units to provide officers and other rank married quarters: Phase 1 to comprise 148 units and Phase 2 to comprise 152 units – refused 21.02.11

K16914/1 – Circular 18/84 Consultation – Erection of new search and rescue facility to include helicopter hangar, associated building and airfield fencing – raise no objection 19.01.06

K17477 – Construction of multi-purpose driving test centre with motorcycle manoeuvring area – permitted 14.02.08

K/17819 – Construction of proposed Maritime Rescue Co-ordination Centre (MRCC) building, single storey sector base building, communication tower and associated on site parking and landscaping – resolution to grant permission 10.08.10

### **3 The Site and Proposal**

- 3.1 HMS Daedalus is a large site, part of which is located in Fareham Borough and part within Gosport. Part of the site within Gosport Borough has been developed for residential purposes to provide married quarters. The boundary of the application site is shown on the plan attached at Appendix A. The site consists of a large area of land to the south side of the Airfield stretching from the land north of Ross House on Stubbington Lane across the centre of the site including the Daedalus Conservation Area and then including the existing access road from Chark Lane and the land north and east of this to Broom Way. Within this larger area, the site is made up of several different character areas. The existing buildings and structures to the western part of the site are more industrial in appearance whilst those buildings towards the eastern part of the site are more traditional in appearance.
- 3.2 The core of the site was designated as a Conservation Area in 1999, and an Article 4 (2) Direction restricting permitted development was added to offer further protection to the former Married Quarters in Kings Road and Richmond Road. The Conservation Area includes three Listed Buildings - Westcliffe House, The Wardroom, and the Dining Room and Cookhouse, and numerous buildings of historic interest within the area. Three of the hangars and the Winch House have also been recommended for Listed and are considered as such for the purpose of this application. The Conservation Area is split into key focal areas as noted in the Conservation Area Appraisal. Key amongst these focal points is the group of WW1 hangars adjacent to their original slipway.
- 3.3 Westcliffe House, the Wardroom and Eagle Block, with the open land to the south, form a further focal point. Westcliffe House is the finest Edwardian building in Lee-on-the-Solent and long stretches of its original boundary wall and its lodge survive. The Wardroom is built to a high quality design. The interior, especially at ground floor level, retains many historic features. Barracks Square is the most formal space within the site and is framed by the Dining Room and Cookhouse to the north and the four 1935-6 barrack blocks to the east and west. Wykeham Hall is of historic importance with the general character of this area forming a transitional zone between the residential properties to the south and east and larger scale buildings towards the north and west. There is a pair of more domestic scale Victorian houses to its east, and the open grassed area to the south of these buildings contributes to the character of the area. Beyond the Conservation Area, the triangle of land



bounded by Unicorn Road, Implacable Road and Hermes Road is an important transitional zone between the historic core and the larger employment area to the north.

- 3.4 To the west of the site is the Solent and Southampton Water Special Protection Area (SPA) and Ramsar site, which are of international importance for wading birds. This stretch of the coastline is also designated as SSSI and also includes the beach at Lee-on-the-Solent on the basis of its geological importance, particularly in terms of fossil records from the area.
- 3.5 The application site forms the southern part of the wider Daedalus site which includes the airfield to the north with Hangars West and Hangars East located to the corresponding sides. This airfield, together with Hangars East and West fall within Fareham Borough. In part, the site was identified by the Government as an Enterprise Zone in 2011. The application, the subject of this report, together with a corresponding application submitted to Fareham Borough Council, seeks to establish the principle of mixed use, employment led development across the whole site.
- 3.6 The main access to the site is currently from Chark Lane off Broom Way to the east side of the site. There are a number of other existing gated access points from Nottingham Place, Richmond Road, Norwich Place, Manor Way, Marine Parade West, Drake Road and Brambles Road; however, none are currently in use.
- 3.7 This Outline planning application proposes the redevelopment of part of the site including some demolition to provide:
  - Up to 69,992m<sup>2</sup> of commercial floor space in new buildings and reuse of existing buildings (Use Classes B1, B2 and B8)
  - Up to 1,075m<sup>2</sup> of retail (Use Classes A1, A2, A3 and/or A4);
  - Up to 8,320m<sup>2</sup> of hotel use (Use Class C1);
  - Up to 32 units of care accommodation (Use Class C2);
  - Up to 200 residential units (Use Class C3);
  - Up to 1,839m<sup>2</sup> of community use (Use Class D1);
  - Up to 2,321m<sup>2</sup> of Leisure (Use Class D2);
  - New and upgraded vehicular and pedestrian access arrangements;
  - Hard standing and car parking;
  - Open space provision, landscaping and associated works;
  - Works affecting Listed Buildings and, in part, within a Conservation Area.
- 3.8 The application is made in Outline form with all matters reserved (layout, scale, appearance and landscaping) except for access, however, in accordance with Circular 01/06 the application is accompanied by information to demonstrate:
  - Proposed uses and identification of development zones;
  - The amount of development proposed for each use;

- An indicative layout;
- Scale parameters providing an indication of upper limits for the heights of new buildings.

- 3.9 The proposal is for 2 new access points into the development. The first and principal access would be from the junction of Broom Way and Cherque Way to the east side of the site which will be signal controlled. Whilst the physical works to facilitate the access are on land within Fareham Borough, the route into the site will provide access to much of the application site within Gosport Borough. Through the phasing of development on site, this access will become the main access from Broom Way instead of Chark Lane. The existing access at Chark Lane will be retained until the new access at Broom Way is completed and will then be closed to vehicular traffic but retained as access for cycles and pedestrians.
- 3.10 A second new access will be located to the west side of the site to the north side of Ross House with a signal controlled junction from Stubbington Lane. The works to facilitate the junction are within Fareham Borough, however, the point of access to the application site is within Gosport Borough. The existing access to Ross House will be closed and a new access formed to the north side of Ross House from Stubbington Lane providing access to both the application site and Ross House. The works to provide the new access to Ross House will be in Gosport Borough. This junction is to be signal controlled. A new gated access will be formed along the north boundary of Ross House. For information, access to Hangars West, which is in Fareham Borough and does not form part of the submission to Gosport, will be via a fourth arm from the existing tee-junction of Gosport Road and Mark Road.
- 3.11 Three further vehicular access points are proposed on land within Gosport Borough. A one way arrangement will be operated to the south west side of the site with access into the site along Brambles Road and exit along Drake Road. Nottingham Place to the east would be re-opened and access to the southern part of the site would be available south of the Wardroom. Five additional pedestrian and/or cycle access points are proposed at Seaplane Square, from Norwich Place, south of the Wardroom and potentially south of Ross House and along Manor Way.
- 3.12 Although consideration of the scale and appearance of development is reserved, a parameter plan setting out the maximum heights of buildings, including details of where this applies to ridge level, accompanies the application. As appearance is also a Reserved Matter no details of the final design or materials to be used have been submitted, however, eight different characters areas have been identified across the site and guidelines setting out general character, land use, building scale, form, height and texture, public realm, access and parking do accompany the planning application.

The character areas are defined as:

- Westcliffe Seafront containing a number of key historic spaces and structures which are to be retained with a small number of new buildings to enclose spaces and provide improved active frontages.
- Seaplane Square which is the core area of the first phase of military use on the site. The seaplane hangars within the square are the finest group of WWI buildings of this type in Britain.
- Barracks Square being the most formal space on the site could accommodate replacement buildings on the south side once a number of buildings of low significance have been removed.
- Unicorn Triangle which stands north east of Seaplane Square. Any development in this area is likely to be primarily employment uses and will need to respect the sensitive nature of both this adjoining area and the Conservation Area.
- Norwich Place containing two key buildings, Wykeham Hall and Keith Cottages, dating from the late 1890's. The location of this area and the importance of the setting of these two buildings suggest residential development could be acceptable.
- Drake Gardens is located to the western end of the site and bounded on the southern side by residential properties fronting Marine Parade. Kingston Villa, which is a historic building, is to be retained together with two formal areas of planting and park areas.
- Airport Park is dominated by three large hangars (Dunning, Swann and Overlord). This grouping of hangars is visually important in identifying the former identity of Daedalus and therefore any new development should respect this industrial/employment character.
- Marine Business Park is currently underutilised land situated south of the airfield and north of the Conservation Area. It is well positioned to accommodate employment uses.

3.13 The application is supported by an Environmental Statement (with a non-technical summary and containing an Appropriate Assessment Screening report, assessments of ecology, noise and vibration, air quality, land and contamination, the water environment, landscape and visual amenity and cultural heritage), a Design and Access Statement, a Planning Statement, a Heritage Statement, Traffic and Transport information, a Statement of Community Involvement, an Aviation Study, a Site Waste Management Plan and a High Level Energy Strategy.

3.14 This application falls within the types that require an Environmental Impact Assessment (EIA) under the provisions of the Town and Country Planning (Environmental Impact Assessment (England and Wales) Regulations 1999 (as amended). It is common process for

an applicant to agree with the Local Planning Authority the content or 'scope' of the Environmental Statement. On the 21 February 2011, the Council issued a scoping opinion agreeing the content of the Environmental Statement. The content of the Environmental Statement submitted with this application is in accordance with the Council's Scoping Opinion.

- 3.15 The application is accompanied by a series of drawings. The Local Planning Authority is being formally asked to approve the following drawings:
- Red line context plan
  - Application site boundary
  - Building heights parameter plan
  - Buildings for retention and demolition

#### **4 Planning Policy**

- 4.1 Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) currently set out the Government's guidance on planning issues which need to be considered when determining planning applications. In July 2011 the Government published the draft National Planning Policy Framework (NPPF) which once finalised later this year will supersede all the PPS's and PPG's. However for the time being the weight of the draft NPPF is limited and consequently the following assessment of national guidance in relation to the proposals at Daedalus focuses on the PPG's and PPS's.
- 4.2 PPS1: *Delivering Sustainable Development* sets out the core principles of the planning system and provides the context for determining all planning applications. It states that planning should make suitable land available for development in line with key economic, social and environmental objectives. More specific advice on particular uses is given in PPS3: *Housing* and PPS4: *Planning for Sustainable Economic Growth*. Key considerations when determining planning applications are set out in a number of PPSs and PPGs including PPS5: *Planning for the Historic Environment*, PPS9: *Biodiversity and Geological Conservation*, PPG13: *Transport and PPG17: Planning for Open Space, Sport and Recreation*. More technical advice relating to climate change, waste management, renewable energy, pollution control, noise and flood risk are contained within the PPS1-Supplement, PPS10, PPS22, PPS23, PPG24 and PPS25 respectively.
- 4.3 The Gosport Borough Local Plan Review was adopted in May 2006 and many of the policies were consequently 'saved' in 2009 under the provisions of Schedule 8 of the Planning and Compulsory Purchase Act 2004. Specific policies which relate to the planning issues set out in section 8 are listed in Appendix B.

- 4.4 In addition, on the 21 September 2011 the Borough Council adopted the Daedalus Supplementary Planning Document (SPD) which is now a material consideration in the determination of this planning application. The purpose of the Daedalus SPD is to set out the Council's aspirations for the site and outline the key development considerations when assessing future proposals for Daedalus. The SPD covers the entire Daedalus site within Gosport Borough including the area covered by the current Outline planning application and has been subject to a formal public consultation process.
- 4.5 The SPD has been prepared in liaison with Fareham Borough Council and Hampshire County Council to ensure the whole site can be planned in a comprehensive manner across the Borough boundary taking account of strategic infrastructure issues.
- 4.6 In August 2011 the Government announced that Daedalus would become an Enterprise Zone following a successful application by the Solent Local Enterprise Partnership (LEP). The Enterprise Zone includes almost the entire application site except a small area of land between Ross House and the Runway.
- 4.7 The aim of Enterprise Zones is to allow areas with real potential to create significant new business and employment opportunities and deliver positive benefits across a wider area. An Enterprise Zone has a number of potential measures which can help encourage business and employment opportunities to the site. Current known measures include:
- A business rate discount.
  - All business rates growth within the zone for a period of at least 25 years will be retained by the local area, to support the Local Enterprise Partnership's economic priorities and ensure that Enterprise growth is reinvested locally.
  - Government support to ensure that superfast broadband is rolled out throughout the zone.
  - Potential for a simplified planning system. This could take the form of a Local Development Order (LDO) which removes the need to apply for planning permission, thereby providing greater levels of certainty to the developer as well as not bearing the expense of a planning application (fee and supporting material). In such cases the proposal would need to meet the detailed criteria set out in the LDO.
- 4.8 Consideration as to the extent of the LDO is currently being considered. However, there will be parts of the site that can not be covered by an LDO including Listed Buildings and their setting or development that could have an impact on internationally important habitats. A local planning authority can choose to restrict the potential scope of an LDO such as excluding certain types of

development. It may also choose to specify conditions or limitations within the LDO which will apply. If the Borough Council decides to prepare an LDO it would be subject to public consultation before being adopted and would be informed by the Council's Daedalus SPD.

## **5 Summary of consultation responses**

### English Heritage

No objection. The original proposals raised some concerns, however, these have been communicated to the architects for consideration and the concerns have been overcome.

### The Gosport Society

No objection. The concept of employment led, mixed use with an emphasis on aviation and maritime employment is supported together with the restoration and reuse of Listed Buildings and important Historic buildings. The required infrastructure, in particular the improvements to the highway network, will be needed, however, if business is to be attracted to Gosport. The cap of 200 residential units is appropriate. Buildings identified for employment should be retained in this use to ensure an emphasis on employment is retained. Those Listed Buildings that are scheduled for restoration and reuse during the later phases should be protected and maintained during the early phases to ensure they do not deteriorate. The height of some of the buildings is excessive. The continued presence of the Hovercraft Museum should be retained on site.

### Natural England

No objection. The application is considered in the context of the Solent and Southampton Water SPA and Ramsar sites, the Portsmouth Harbour SPA, Ramsar and SSSI, and the Lee-on-the-Solent to Itchen Estuary SSSI. The additional information prepared and submitted remains insufficient in terms of assessing this matter, however, opportunity has been taken to review the Solent Brent Goose and Wader Strategy. This strategy demonstrates that the adjoining sites of nature conservation interest are not used by Brent Geese and that there is no recorded use by Waders. The Solent and Southampton Water SPA/Ramsar site does, however, support breeding birds. Further information regarding the potential of the site and the surrounding area to support these species has been submitted. The survey found there to be no breeding by the species of interest near the development and there are no objections to the conclusions drawn in this respect. The further work undertaken to support the green space provision offered as part of the development (to the north east corner of the airfield within Fareham Borough) suggest that it will offer an alternative recreation resource to intercept visitors to the coast.

In conclusion, no objection, subject to the implementation of

measures to avoid incombination recreational impacts, monitoring of the use of the green space, and the LPA finding that the development does not result in the critical load of Nitrogen Oxide for Portsmouth Harbour being exceeded.

### HCC Ecology

#### *Habitat Regulations Assessment*

Construction phase: Survey work completed by the applicant demonstrates there will no adverse impact to either the Solent and Southampton Water or the Portsmouth Harbour SPA/Ramsar sites.

Water Quality: Water quality in the Solent and Southampton Water SPA/Ramsar site has potential to be compromised through pollutants entering it from the development, however, provided appropriate pollution avoidance measures are provided within the Construction Environmental Management Plan, no objection.

Recreational disturbance: The proximity of the residential development to the Solent and Southampton Water SPA/Ramsar site has potential to increase disturbance to birds, however, provided the measures agreed by Natural England including the provision of the SANGS are made available, no objection. It should, however, be noted that there is likely to be conflict between the use of the SANGS for recreational purposes, as intended, and as a reptile receptor site. The SANGS should only, therefore, be relied on for recreational mitigation purposes.

Marine disturbance: The proposal could increase the use of the slipway for both recreational purposes and commercial boat operations which could increase disturbance to SPA/Ramsar bird populations. These activities, however, are well controlled in designated areas and therefore will not impact harmfully.

Aircraft disturbance: Information accompanying the application demonstrates that noise levels from any increase over existing levels of noise will not impact harmfully on designated bird populations. This is agreed and therefore no objection.

Air Quality: The assessment in terms of air quality relates to assessing whether there is a risk of increases in nitrogen pollution impacting harmfully on the critical load of the Portsmouth Harbour SPA. The information submitted demonstrates that this will not be the case and there will be no harmful impact on the Portsmouth Harbour SPA/Ramsar site.

#### *Protected species:*

A specific protected species survey was carried out in 2010 to

identify baseline conditions on the site. A number of measures have been identified below to mitigate issues relating to individual protected species. The mitigation measures identified will need to be secured in an Ecological Management Plan which should be secured by condition.

*Protected species: Bats*

A number of bat roosts have been identified and five species have been noted. However, much of the survey work relating to bats was carried out in suboptimal conditions or outside of the optimal survey period for bats. PPS9 requires full protected species information to be available before a decision is made which is not the case here. However, there is provision within the legislation to condition further surveys in exceptional circumstances. Although there is no strict definition of what exceptional circumstances are, in this instance it is considered that the application does qualify on the basis that there is clear, demonstrable and significant public benefit, that the delay in granting Outline permission would compromise future funding streams for the project, that the mitigation is not dependent on new buildings, and that mitigation can be secured by appropriate conditions.

An outline bat mitigation strategy plan and bat roost enhancement plan have been submitted. It identifies a range of different compensatory roost provisions to be either kept in retained buildings, and enhanced, or created in new buildings close to the location of the roosts to be lost. Generic designs of these are provided, which can be used to inform the detail of the Reserved Matters stage. A condition should therefore be included to require details of these measures to be approved in line with the phasing of development on the site.

*Protected species: Badgers*

Evidence of badgers using the application site for foraging has been confirmed – there are Badger pathways across the site. It will be necessary to ensure these routes are maintained with appropriate landscape buffers. In addition, the Construction Environment Management Plan should include details of measures to protect Badgers during construction. This may include covering trenches at night, leaving foraging routes clear and precautions for work close to existing setts.

*Protected species: Reptiles*

Slow worms have been identified on the site within Gosport and on the application site in Fareham Borough. In order to prevent injury or death to the overall population a mitigation strategy has been proposed which includes translocating the slow worms to an



identified site. The strategy includes the timing of translocation, laying out of fencing, details of trapping, habitat manipulation and destructive searching and the security and habitat availability of the receptor site. Provided the further detail of these measures is secured by condition the conservation status of this species would not suffer locally.

*Protected species: Breeding birds*

A Breeding Bird Survey accompanies the application. Whilst it lacks some information this is considered to be acceptable as the ecological conditions can and probably will change across the site between now and commencement of development. Although the survey work is not optimal, it does give a broad indication of the likely level of breeding bird activity. It is therefore recommended that further survey work and detailed avoidance, mitigation and compensatory measures to address any impacts to breeding birds (individual and assemblages) be secured by condition.

Environment Agency (Hants and IOW)

No objection, in principle, subject to a series of conditions relating to Sustainable Urban Drainage Systems, contamination, contamination remediation, maintenance of that remediation, dealing with unidentified contamination, infiltration of surface water, the type of piling, storage of materials, a Construction Environmental Management Plan (CEMP), foul and surface water disposal, and Japanese knotweed.

Wildlife Trust (Hants & IOW)

No response.

HBIC

There are a number of protected species present on the site. There is a BAP Priority Habitat on the site and 2 forms of BAP Priority Habitat, a SINC, a SSSI, an SPA and a Ramsar adjacent to or within 100m of the site.

Southern Water

The exact position of the public sewers must be determined by the applicant before the layout of the development is finalised. No development or new tree planting shall be located within 3 metres either side of the centreline of the public sewer. All existing infrastructure should be protected during the course of construction works. A condition should be included to protect public sewers on site. Initial investigations indicate that there is currently inadequate capacity in the local network to provide foul sewage disposal to service the proposed development. The proposed development would increase flows to the public sewerage system, and existing properties and land may be subject to a greater risk of flooding as a result. Additional off-site sewers, or improvements to existing sewers

will be required to provide sufficient capacity to service the development. An informative should be added to advise the applicant of the need to agree this with Southern Water. Foul flow of no greater than the existing levels can be discharged from the site.

The Environment Agency should comment on the adequacy of soakaways from the proposed development.

The information accompanying the application refers to SUDS. It is recommended that consideration be given to ensuring the proposed means of surface water disposal can be accommodated within the proposed layout. The long terms maintenance of SUDS should also be confirmed together with a timetable for implementation.

Details of the proposed means of foul and surface water sewerage disposal should be agreed before development commences.

#### County Education Office

No contribution towards education required.

#### HCC Landscape, Planning & Heritage

The site is of considerable historic interest and the application is accompanied by a detailed assessment of the historic environment with the application. The historic/archaeological interest is twofold. In the first instance there is potential for below ground archaeological remains including Roman finds. Secondly, the historic interest is significant. HMS Daedalus has been identified by English Heritage as the most complete surviving example of a seaplane base in Britain and the hangar group around the slipway is one of the most complete groupings of WWI hangars. All of these structures should be recorded and the result of the recording passed to the Historic Environment Record for public reference. It is noted that a comprehensive preliminary assessment of buildings has been undertaken and it is advised that the recommendations for the recording of structures should be implemented and secured by condition.

The programme of archaeological work will need to be decided when the nature of the ground works is known. An element of up front evaluation such as trial trenching may be beneficial for informing work programmes and further mitigation, although a watching brief may also be relevant for smaller area of ground works.

#### HCC Lighting

No objection. Whilst it is recognised that a certain amount of street lighting will be necessary for traffic safety and personal security, Hampshire County Council is committed to reducing the overall cost of energy used for lighting and has a carbon reduction commitment target of 15% by 2020. As such, it is expected that only a minimal level of additional street lighting is provided for the purposes of safety and security. The County Council will be pleased to make specific recommendations for lighting performance during the

detailed design stage.

#### HCC Planning

No response.

#### Building Control

No objection. Access for Fire Brigade is acceptable. Means of escape can be dealt with at Building Regulation stage.

#### Economic Prosperity

The potential of the application site to provide additional employment floorspace is welcomed. Some flexibility will be needed to accommodate the bespoke needs of the likely occupants. Limiting retail uses on the site to avoid conflict with Lee-on-the-Solent High Street is welcomed. There is also potential to improve the leisure and community offer on the site for both site occupants and the wider community and visitors. The proposed improvements to pedestrian and cycle links through the site will be important to this. To ensure direct and indirect employment opportunities arising from the redevelopment of the site are to reduce the need to out commute for work and assist in reducing employment locally, pre-employment training, skills recycling and specialist support must be in place and communicated effectively to employers expanding and locating on the site, as part of the investment offer. A planning obligation to ensure that an employment and training plan is in place to support business investment and the contribution of the site to the wider regeneration and economic growth of the Borough is therefore required.

#### Environmental Health

##### *Land contamination*

No objection. The overall conclusions in the Environmental Statement state that the redevelopment of this site will have a beneficial impact on the environment through the further investigation, risk assessment and remediation of any contamination of land and groundwater on the site. These measures should be secured by condition and, where appropriate, will need to be implemented prior to and during development. As the application is in outline only at this stage and layout and use of individual buildings is not to be determined, there are some details relating to ground gases that would need to be clarified at Reserved Matters stage. Similarly, the site investigations and associated risk assessments will need to be updated at Reserved Matter stage.

##### *Artificial Light: Assessment/Mitigation/Condition*

No objection. It does not appear that there are likely to be any harmful impacts from Artificial Lighting subject to a condition requiring details of any lighting to be submitted.

##### *Air Quality: Construction Phase*

The measures set out in the Construction Environmental Management Plan in respect of mitigating dust emissions are satisfactory in principle subject to a condition requiring more specific details being submitted and agreed.

To avoid nuisance from bonfire smoke a condition should also be included preventing the burn of materials on site.

*Air Quality: Post Construction*

The main issues relates to increased traffic on local and surrounding roads. The increase in traffic will result in increased levels of the air pollutant, nitrogen dioxide, which is emitted from vehicle exhausts.

The information originally submitted, together with information submitted subsequently, demonstrates that this will not create a harmful impact on the surrounding environment.

*Noise and Vibration: Construction Phase*

There are likely to be periods during the construction phase when noise and vibration exceed ambient noise levels and are noticeable to nearby residential properties. The submitted Outline Construction Environmental Management Plan sets out measures to control noise resulting from construction, however, as this CEMP is only outline at this stage, it is considered necessary to require further details to be submitted by condition including a noise control plan. It is also considered necessary to restrict the hours of construction works on this site by condition.

*Road traffic noise:*

The proposed residential properties should be protected from road traffic noise by the suitable mitigation scheme secured by condition.

*Noise from fixed installations and mechanical plant:*

Any noise from, for example, fans (low frequency noise) can be an issue and therefore an octave band analysis assessment with impact on noise sensitive receptors is necessary and should be secured by condition.

*Noise from Commercial buildings:*

Noise from commercial buildings including, for example, beepers from reversing lorries and public announcement systems, will also be a source of noise. Such operations should be controlled by condition.

*Noise from Aircraft:*

On the basis that the number of aircraft movements will be capped at 40,000 per year the proposed residential properties will need to be protected from aircraft noise. This should be secured by condition.

### Housing Services (Strategic)

40% of the housing units required to be affordable.

### Streetscene (Parks & Horticulture)

The indicative plans of the landscape all appear to be appropriate at this stage, however, species choice and how it interacts with buildings and surfaces would need to be considered in more detail at Reserved Matters stage.

### Streetscene (Waste & Cleansing)

Gosport Borough Council provides a 'kerbside' refuse/recycling collection service. The bin capacities are as follows:

1 bedroom dwelling – 140 litre (refuse) and 140 litre (recycling)

2 bedroom dwelling – 240 litre (refuse) and 240 litre (recycling)

Multi-occupancy premises are normally provided with 1100 litre bins and 600 litre bins.

Single dwellings must be in accordance with the standards set out above.

Bin stores and collection points should be adjacent to kerbside to facilitate collection with dropped kerb access/flush threshold.

### Local Highway Authority

#### ***Summary and Recommendation***

The County Council raises no overriding objection to the proposed development subject to conditions and a legal agreement identified below.

#### ***Airfield Utility***

It is essential for businesses located at the development site to have access to the airfield and therefore recommend a Grampian condition requiring that no Reserved Matters application is determined for the site until a legal agreement to secure access to the airfield has been secured. The Airfield and Safeguarding Study Report has been considered. A condition is recommended that restricts any development, including the alignment of internal roads that would impact adversely on the current or future operational utility of the airfield.

#### ***Existing uses***

A range of existing buildings on the site have potential for use under existing permitted development rights. The County Council accept that trips generated by these buildings should not be included in the assessment of development impact as those movements are already on the network. Having regard to the nature of the existing buildings, however, it is considered that the Transport Assessment overestimates the trips that could be generated and has required the development to provide a worst case assessment which considers both existing and new traffic impact on the key off site junctions at Peel Common and Stubbington.

### *Site access*

(NB: details of access proposals are set out above in Section 3 of this report).

**Main access from Broom Way/Cherque Way:** Although the inclusion of a spur to serve the Hangars East development is acceptable in principle, the preferred means of highway access to Hangars East remains via a direct access junction from Broom Way at the location of the existing emergency access; for which there is an extant planning permission. The Broom Way junction is to include provision for cycles and pedestrians.

**Chark Lane:** It is indicated that the provision of the main access junction at Broom Way will be an important, early step in opening the site as an Enterprise Zone. It is considered that the existing site access via Chark Lane, which also serves an area of housing is not appropriate to accommodate significant increases of traffic due to construction or commercial activity; notwithstanding the existing levels of permitted development on site. Accordingly, it is recommended that the main access junction at Broom Way should be provided prior to the construction phase of new build or demolition at Hangars East or the Waterfront and at the same time the existing site access via Chark Lane should be closed except for cycles and pedestrians.

**Ross House:** This junction is intended to provide local access between the residential and mixed use elements of the development and the village of Stubbington. In geometric design terms that junction should seek only to accommodate service access for waste collection vehicles and pantechnicons and have the potential to accommodate local buses. The junction should not be designed to appear as a significant point of entry to commercial parts of the site. Moreover, the signal controls of the junction, together with its geometric design should be used to facilitate pedestrian and cycle movements through the junction and manage demand for use of Marine Parade and Stubbington Lane as a traffic route from the site and the eastern part of the Gosport peninsula.

The delivery of the junction and access road as shown on drawing C3A263/00/D/011 requires the agreement of residents of Ross House to the relocation of their access, which is presently from Stubbington Lane to the northern side of the site. Some residents of Ross House have objected to the indicative layout because it does not provide a safe and sufficiently large and safe waiting place at the new gates.

Alternative arrangements are possible and it will be for the applicant, in negotiation with the residents of Ross House to agree an acceptable form of design for the access road that meets the residents and Highway Authorities requirements, maintains highway

safety and does not impact on the utility of the airfield.

The timing of the provision of the new traffic signal junction, the relocated access to Ross House and the access road to Daedalus should be linked to occupation of the adjacent development so that other minor access routes are not unduly affected by additional traffic. Subject to the above, satisfactory detailed design and conclusion of the Section 278 legal agreement the proposed location of the site access junction north of Ross House onto Stubbington Lane is acceptable in principle.

Drake Road and Brambles Road: A one way vehicle exit is proposed from Drake Road onto Marine Parade West and a one way entry at Brambles Road, both with contra-flow cycle routes and requiring Traffic Regulation Orders.

The Transport Assessment Supplementary Report (TASR) deletes the traffic signal controls originally proposed at the Brambles Road junction with Marine Parade and instead proposes an uncontrolled junction with a cycle crossing point on Marine Parade to access the proposed shared use path along the southern footway of Marine Parade. These junctions and the roads to Daedalus have limited geometry and are only suitable for use by light traffic flows and localised access between the residential and mixed use areas of the Waterfront site and the adjacent built up areas of Lee-on-the-Solent. However to allow for future routing of buses through the site both roads should be capable of accommodating bus movements and this should be reflected in the design of the internal street hierarchy.

Subject to a S278 legal agreement, to cover the proposed works and the full costs of the necessary TROs, the principle of the proposed access arrangements via Drake Road and Brambles Road is acceptable.

Nottingham Place: The proposal includes for the removal of the gates currently restricting site access via Nottingham Place. This access route is only suitable for light traffic to provide localised linkage between the site and the adjoining area of Lee-on-the-Solent. However, to allow for flexible provision of local bus services, Nottingham Place should be capable of accommodating bus movements.

Subject to a S278 legal agreement, to cover the proposed works and the full costs of the necessary TROs, the principle of the proposed access arrangements via Nottingham Place is acceptable.

In summary, the use of Ross House Junction, Drake Road, Brambles Road and Nottingham Place is supported in principle for local movement by pedestrians, cyclists, bus users and local motorists. However adequate controls over the number and size of

goods vehicles is required. It is recommended that the Delivery and Servicing Plan should include legally binding caps on the number of HGV's using these routes that, for example, permit reasonable access for local buses, removal vans, frontage deliveries and waste collection vehicles but preclude use of these routes for access to commercial areas within the site.

It is further recommended that the Framework Travel Plan should include legally binding targets to limit the total number of vehicles using these routes and the targets should be based upon the traffic levels modelled in the Transport Assessment for each access junction.

It is also recommended that the opening of these routes should be accompanied by a street audit to identify measures necessary to bring the facilities for motorists, local buses, pedestrians and cyclists up to a standard suitable for serving the needs of people travelling to and from the development. The developer will be required to submit the audit for approval by the Local Planning Authority and to implement any works identified, potentially through a S278 legal agreement. The timing of these works will need to be covered by condition linked to first occupation of the development that will require the opening of each access.

Internal street hierarchy: It is important that use of the minor vehicle accesses should be controlled through design parameters, the internal road layout and the street typology (describes design parameters such as width, design speed and target uses). An Access and Street Hierarchy Plan (Drawing Number C3/A263/00/D/003/Rev 7) is included in the TASR and this is supported by a Street Hierarchy Typology (Table 5.1 of the TA), as amended by a revised street typology for Local Access Routes (Table 8.1 of the TASR). It is recommended that The Local Access Route typology should be amended to reflect the need to accommodate buses and that the standard of internal access routes leading to the Ross House junction, Nottingham Place, Drake Road and Brambles Road should not exceed the Local Access Route typology.

Subject to the above comments the principle of the proposed minor vehicles accesses described above is acceptable.

It is recommended that the Access and Street Hierarchy Plan and the amended Street Hierarchy Typology be approved as part of the outline planning permission.

Pedestrian and Cycle Access via Gosport Road and Broom Way: The proposal includes a cycle and pedestrian link between Gosport Road and Broom Way joining at the existing emergency access. This provides improved permeability through the site and is



supported. The formation of the pedestrian and cycle links to Broom Way and Gosport Road will need to be the subject of detailed design and approval by the County Council, potentially through a S278 legal agreement.

Re-opening of existing access to the Waterfront for pedestrians and cyclists at Richmond Place, Norwich Place and potentially at Manor Way: These proposals will assist in providing convenient and sustainable access and are supported in principle. It is recommended that the opening of these routes should be accompanied by a street audit to identify measures necessary to bring the facilities for pedestrians and cyclists up to a standard suitable for serving the needs of people travelling to and from the development. The developer will be required to submit the audit for approval by the Local Planning Authority and implement any works identified, potentially through a S278 legal agreement. The timing of these works will need to be covered by condition linked to first occupation of the development that will require the opening of each access.

Use of the existing pedestrian access opposite the hovercraft slipway: This proposal provides direct access from the development site to the seafront and to proposed cycle facilities along the southern footway of Marine Parade and is supported in principle. The proposal should be accompanied by an audit of the route for cyclists crossing Marine Parade to ensure that there is adequate connectivity between the site and the proposed cycle route. The applicant will be required to submit the audit for approval by the Local Planning Authority and implement any works identified, potentially through a S278 legal agreement. The timing of these works will need to be covered by condition linked to first occupation of the development that will require the opening of this access.

*Off site measures for cyclists:* Further development proposals are expected to be submitted by the applicant to address the need to provide access to the site for pedestrians and cyclists.

The focus of the offsite facilities is to link the site to the adjacent built up areas of Lee-on-the-Solent, Stubbington and Gosport. This will require the western extension of the existing cycle route from Gosport along Portsmouth Road/Privett Road along the full length of Marine Parade as far as Stubbington Lane. In addition there will be a need to investigate options for linking the Waterfront and Hangers West to the residential areas of Stubbington, and a contribution towards the study and the identified works will be required.

The Hangers East site is already well served by the shared cycle path along Broom Way and the Hangers West site is similarly linked by a shared cycle path along Gosport Road towards Peel Common junction. The improvements to the Peel Common junction will be

required to provide safe crossing facilities for pedestrians and cyclists.

Subject to the inclusion in a S106 legal agreement of a cycleway contribution towards the off-site study and facilities described above, and the inclusion of on-site footway, cycle routes and cycle parking, in accordance with the strategy outlined in the TA/TASR as part of detailed development proposals, the pedestrian and cyclists measures are considered adequate to serve the proposed development.

*Off site highway measures:* The performance of the junctions with and without development traffic has been modelled at the following locations:

- Peel Common Junction
- Stubbington Village Green Junction
- Mays Lane junction with Titchfield Road and Gosport Road.

Peel Common Junction: This junction provides the most direct link from all the Daedalus development areas, via Newgate Lane to the Strategic Road Network (A27 & M27). As a result of congestion on Newgate Lane in the morning peak traffic queues regularly extend through the junction onto Gosport Road, Broom Way and Rowner Road. However the main trajectory of development traffic will be in the opposite direction. Further the modelling has not considered the potential for the Daedalus development to provide local employment and thereby reduce the existing volume of traffic leaving the peninsula via this junction during the working day.

The applicant has submitted proposals to incorporate partial signal control of the roundabout junction to improve capacity and further work is currently underway to demonstrate a satisfactory scheme can be achieved. An update on the assessment and the form of the junction improvement will be provided prior to the Regulatory Board Meeting. Subject to satisfactory completion of the assessment work and the applicant entering into a legal agreement to fund in full the cost of delivering a scheme at Peel Common junction, the principle of the proposed junction is accepted.

Stubbington Village Green and Mays Lane junctions: These junctions are in close proximity and this, together with nearby pedestrian crossings and other junctions causes extensive queuing at both locations.

In order to accommodate the impacts of the proposed development and to manage the impacts on traffic routes via Stubbington, the applicant proposed improvements to both junctions, comprising traffic light controls, in line with the strategy for access to the Gosport peninsula. Whilst these would provide undoubted benefits for pedestrians, cyclists, bus passengers (through selective vehicle

detection) and amenity, the impacts on traffic queues and congestion, together with the affects on air quality have considerable consequences for local residents and road users.

Accordingly the County Council recommended approach is to give priority to measures promoting and accommodating traffic movement through the Peel Common junction and along the Newgate Lane corridor. This strategy was ratified by the County Council Cabinet Member for Transport and the Environment on 6<sup>th</sup> March 2012 and is summarised as follows:

*That, in response to the emerging proposals for the Daedalus Enterprise Zone and in the light of existing traffic and access problems for the Gosport peninsula, the following access strategy be adopted as a basis for responding to the current Daedalus planning applications:*

- *to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula;*
- *to promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes; and*
- *to promote the Newgate Lane corridor as the link to Daedalus from the strategic road network and Fareham Railway Station and as a viable alternative for existing and potential future traffic, particularly lorries, which will be supported by local mitigation measures to deter and manage HGVs utilising the western approach roads via Stubbington.*

*That, in line with the strategy proposed above, the schemes currently being prepared by the County Council to improve Newgate Lane be reviewed, in tandem with the scheme prepared by the Homes and Community Agency for Peel Common junction, with the aim of identifying a major scheme with the potential to deliver capacity enhancements along the Newgate Lane corridor including the Peel Common roundabout.*

*That, subject to the above review:*

- *indicative additional budget allocations be included in the County Council capital programme for a major scheme for Newgate Lane, based upon future receipt of transport contributions and other funding from the Daedalus Enterprise Zone; and*
- *traffic enhancements on the western approaches and the review of a potential second strategic (western) access to Gosport via Stubbington should be deferred to the longer term, post 2026.*

*That, in securing developer contributions for transport from the developer of the Enterprise Zone, priority be accorded to improvements to the Newgate Lane corridor with a focus on the Peel Common junction.*

Further work may be required to identify the potential for low-cost mitigation measures that, working in tandem with proposals at Peel Common and Newgate Lane, will mitigate development impact at Stubbington.

Subject to the developer making a contribution to fully fund the proposed improvements at Village Centre and at May's Lane junction, or other such measures to be determined at the discretion of the County Council as benefitting the proposed development, it is accepted that the development proposal provides adequate mitigation for traffic impact via Stubbington.

*Public Transport:* The Transport Assessment and Supplementary report set out the principles of the public transport strategy supporting the Daedalus proposals. The County Council consider that public transport must form an essential part of the access strategy for the site and note that the Bus Rapid Transit (BRT) will improve the public transport offer for the Gosport Peninsula generally and provide links to key destinations in future. Some bus services will be able to take advantage of the programmed Newgate Lane major improvement scheme and then tie in with the BRT corridor at the northern end of the Peninsula to link with Fareham Rail Station, town centre and bus station.

The public transport proposals are still under consideration in consultation with the local bus company. It is understood the applicant will be submitting proposals covering the following items:

- Bus service enhancements to the site, through diverting services into the Waterfront site and increasing some service frequency;
- Enhancing the quality of the bus fleet;
- Providing additional stops; and
- Enhancing the quality of bus stop infrastructure.

*Framework Travel Plan:* The inclusion within the development proposal of a Framework Travel Plan (FTP) is supported and the measures set out within the plan will need to be secured through a bond and S106 legal agreement.

Based upon the measures set out in the FTP, a legal agreement will be required to deliver the following outcomes:

- Reduced out commuting from the Gosport peninsula
- Reduced need to travel offsite by car
- Achieving sustainable development as measured through overall mode share.

*Delivery and Service Plan:* The inclusion of a Delivery and Servicing Plan (DSP) is supported and the measures set out within the plan will need to be secured through a bond and a S106 legal agreement to deliver the following outcomes:

- Control of HGV traffic utilising each site access
- Control of HGV traffic accessing the site via corridors leading to the M27 and A27.
- The impact of development related HGV traffic on local roads within the built up areas of Stubbington, Lee-on-the-Solent and Gosport and the need for mitigation measures such as traffic orders.

The agreement must set out a strategy and funding for the DSP management, bi-annual monitoring, enforcement and delivery of outcomes. This will require reference to a development schedule and phasing plan.

#### Crime Prevention & Design

No objection. The development is to be built to Secured By Design standards. The applicant should consult the local Crime Prevention Officer and local Crime Prevention Design Advisor when during the drawing up of detailed plans. Issues such as building security, CCTV, external design of roads and footpaths, cycle stores, unnecessary permeability, and lighting standards will need to be agreed prior to a Secured By Design certificate being awarded.

#### National Care Standards Commission

No objection.

#### Fareham LPA

No response.

#### Hampshire NHS

Based on the number of dwellings a contribution of £28,160 towards Primary Care infrastructure should be sought.

#### Civil Aviation Authority

No objection subject to no structures exceeding 30m in height.

#### Defence Infrastructure Organisation

There are no safeguarding objections to this proposal.

## **6 Letters of Representation**

6.1 41 letters of representation were received to the original application. 35 of those raised objection, 1 supported the proposals and 5 offered observations.

6.2 The objections raised are summarised as follows:

- the phasing should be revised to ensure all of the commercial development is on site prior to the housing;
- the commercial development in the later stages may not take place due to financial pressures
- there is no layout plan shown at the western end of the site meaning there could be an increase over and above 200 dwellings at a later stage
- 32 care units are proposed in addition to the 200 dwellings as allowed for by the allocation for this site
- excessive numbers of residential units
- a road either side of Ross House will create disturbance
- Drake Road should be used for access
- alterations to the Ross House access will mean standing traffic will cause disturbance and pollution and impact on outlook
- a new access to the south of Ross House could create anti-social behaviour and increase the risk of crime to the adjacent flats
- a new access road to the south side of Ross House would impact harmfully on amenities and devalue properties
- the historic garden to the rear of Ross House should be retained for the sole use of Ross House residents
- the provision of a Local Area of Play (LAP) in this area could attract anti-social behaviour
- concern regarding alterations to the existing access to Ross House
- any revised access to the Ross House car park should be from the east and not Marine Parade West
- car parking spaces to the rear of Ross House will be lost to the revised access
- the existing, private access to Ross House should be shown accurately
- the original plans showed light industrial to the rear of Ross House
- construction noise will disturb residents
- the properties backing onto Inverkip Close will be up to 10m in height which will cause loss of privacy and amenity
- properties backing onto Marine Parade West will be up to 15m in height which will cause loss of privacy and amenity
- residential development to the rear of Marine Parade West will impact harmfully in terms of noise, safety and the environment
- a strong boundary treatment should be retained along the boundary between Marine Parade West and the application site to prevent indiscriminate car parking
- the conversion of buildings to residential uses will impact on privacy of existing residential properties
- the density of the residential development will be too high
- the area to the rear of Marine Parade West is unsuitable for residential development as it is surrounded by employment

- uses
- the incompatibility of uses (residential adjacent to employment) may compromise the future of the employment uses and the development of existing, adjoining land for residential purposes
  - new residential uses may be unsafe due to proximity to the runway and landing zone
  - job creation has been used to justify residential development
  - jobs and housing may not be safeguarded for local people
  - the transport network and access are insufficient to accommodate this development
  - the phasing of the development must be linked directly to highway improvements
  - 24 hour bus services should be provided on site to service employees
  - a Green Travel Plan will not work
  - access to the employment use should be from Broom Way only
  - only light traffic should take access from the seafront – possibly through Brambles Road
  - additional traffic along the seafront and through Lee on the Solent will create congestion and disturbance
  - there will be insufficient car parking on the site
  - some of the plans are dated prior to the applicants pre-application public consultation meaning that public responses to public consultation were not fully taken into consideration
  - the plans contradict one another in terms of detailing
  - existing commercial and employment uses should be encouraged to be retained
  - some commercial users have been discouraged from locating on the site
  - the hovercraft museum should be safeguarded as it is a significant leisure asset and has important historic associations
  - there should be more positive references to the hovercraft museum within the application
  - it would be difficult to relocate the museum given the large number of vehicles
  - the museum has applied for funding and could therefore enhance the leisure, tourism, training and education offer on the site
  - the museum should be retained as it provided a resource to model makers
  - the slipway should be retained
  - the owner of the slipway should be shown
  - runway 17/35 should be safeguarded from encroachment, including from buildings, to ensure that aviation infrastructure is retained as an asset and its future use is secured
  - the future operation of the entire airfield should be safeguarded

- views across open space should be retained
- the hangars on the south side of the airfield should be retained for aviation use exclusively
- the term 'aviation related businesses' should be replaced with 'aviation businesses. This would avoid the impression that only businesses not requiring an active airfield are supported here.
- regard should be had to the continued availability of the airfield for private and general aviation
- priority should be given to aviation businesses. The use of the existing runways should be maximised.
- the public expectation set by the applicants in the pre-application consultation should be met
- the future operation of the entire airfield should be safeguarded
- runway 23/05 will be compromised by the road north of Ross House
- any permission should be conditioned to ensure a large enough proportion of the industrial uses are aviation related to ensure the airfield is supported
- Seaplane Square should be retained in its existing historic format
- dust during construction should be controlled
- measures to mitigate noise disturbance to existing residential properties are required
- the development will increase noise and disturbance in and around Lee on the Solent
- the sites designation as an Enterprise Zone means that the planning issues will not be thoroughly considered

6.3 The observations received either commenting on, or supporting the application are summarised as follows:

- the existing bin store at Ross House would need to be relocated to accommodate the revised access
- some of the plans conflict in terms of land use shown
- a park to the rear of Ross House is supported subject to the fence being high enough to prevent intruders
- querying the height of development to the rear of Marine Parade West
- the maximum number of dwellings that could be approved on this site is unclear
- it is unclear whether the 32 care units are included within the residential allocation
- it may not be appropriate to have affordable housing on this site
- the provision of retail on this site is supported, however, any increase on what is proposed would impact harmfully on Lee on the Solent High Street
- it is understood that the new access approved by Fareham Borough Council from Broom Way would replace the original



- proposals for access opposite Cherque Way
- further detail regarding the road, pedestrian and cycleway routes is required
- the creation of 'rat runs' should be avoided
- the safety of any shared roads should be demonstrated
- off-site highway works should be completed before development on site starts
- parking is likely to be inadequate – car parking needs to be generous on this site
- bus services should be provided through the site before uses are brought into operation
- there should be a demonstration that open space is sufficient in location, quantity and quality
- any disturbance from noise and dust should be controlled by condition
- the provision of new medical facilities on the site is supported
- the reuse of historic buildings on the site is supported
- a Local Development Order should be in place by 1 April 2012
- there should be a training plan to improve skills of local people thereby encouraging them into jobs on the site the development should be phased to ensure that commercial and employment facilities are available on site

6.4 Following the receipt of additional, amended and revised information and plans 8 additional letters of representation were received (as at 13.03.2012) 7 of which object and 1 offers comment.

6.5 The additional letters of objection raise the following additional issues:

- the replacement of SEEDA with the HCA means a greater emphasis on housing. All of the information accompanying the application should reflect this change
- too much housing
- it is not clear who the housing is for
- the housing should be high quality and not affordable
- the density of development is likely to be inappropriate
- the environment would be unsatisfactory for new residential development
- additional development will create additional noise
- there is no justifiable reason for the existing gates to Ross House being moved along the northern boundary
- traffic lights could be introduced so as to control movements and allow the existing access to be retained, together with the new access to the application site
- the proposed position of the access to Ross House would make the manoeuvrability of removal and delivery vehicles very difficult
- a weight restriction would be needed applied to the new

- access road to control the routing of heavy good traffic which would prevent good vehicles from accessing Ross House
- headlights from turning vehicles would be a nuisance
- the building to the south of Ross House will be harmful to outlook
- an alternative access arrangement to the site retaining the existing access to Ross House is proposed
- there is insufficient space for a footpath to be accommodated in the land west of properties on Marine Parade West
- employment uses should be located on the land north of properties on Marine Parade West
- the proximity of the development the runways is not safe
- the hovercraft museum should be retained
- the phasing of development must be controlled to ensure employment uses come forwards
- the position of the proposed LAP is inappropriate
- a strong boundary treatment should be retained along the rear service road to properties along Marine Parade West and with other neighbours to the site
- the existing access to the MOD houses should be retained
- access along Milvil Road is a concern
- transport infrastructure cannot support this development and improvements would need to be in place before development starts
- the transport statement needs to be updated
- the transport statement states that the proposal will not solve access issues to Gosport
- it is not clear if bus routes will go through the site
- bus services should be in place at the outset of development
- the Travel Plan does not mention equality for Gosport residents
- insufficient car parking
- it is not clear what is being sought in terms of Policy and Best Practice
- demolition should be referred to in the description
- plans are indicative, therefore it is unclear what is being proposed
- buildings too tall
- the proposals do not reflect public consultation
- insufficient Open Space
- the breeding bird survey and mitigation measures should be adhered to
- it is hoped that natural features on the site would be retained
- there should be conditions to control noise and dust during construction

6.6 The additional letters of observation raise the following:

- the height of development in Drake Gardens is not confirmed
- support training and employment plan

- 6.7 Copies of all the letters of representation are available for public inspection up to the Regulatory Board meeting and available for Members to refer to throughout the Board meeting.

## **7 Response to Issues raised by Objectors**

- 7.1 The impact on the value of neighbouring properties is not material a planning consideration. The safeguarding of jobs and housing on the site for particular people cannot be controlled through the planning application, however, a training and employment plan will be secured. The stage at which the submitted plans were agreed by the applicant with their architect is not a material planning consideration. Except for access, the plans submitted with the application are only indicative at this stage. The application is accompanied by a Statement of Community Involvement which sets out the pre-application consultation undertaken and the applicants considerations of comments received at that stage. The applicant's considerations regarding the retention of existing tenants on the site and attracting new tenants on the site are not a material planning consideration. The transfer of the application site as an asset between Government departments does not materially affect the determination of the planning application and does not mean a greater emphasis will be placed on housing. All of the information necessary to determine the proposal accompanies the planning application. The specific wording within the submitted application regarding aviation businesses does not have a material bearing on the consideration relative to aviation uses at the site. The airfield is located within the Fareham Borough and therefore its use will be controlled by that Authority, however, Gosport Borough Council will seek to ensure, through the layout approved at Reserved Matters stage, that access to the airfield for aviation uses will be retained. The LDO relating to this site is being progressed separately from this planning application.
- 7.2 The other issues raised are considered in more detail in Section 8 of this report.

## **8 Planning Issues**

- 8.1 Under the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004 all applications should be determined in accordance with the provisions of the Development Plan in force in the local area at the time of determination. As set out above, the Development Plan comprises the Gosport Borough Local Plan Review and supported by the Daedalus SPD. National Planning Policy referred to in Section 4 of this report is also a material planning consideration.
- 8.2 The main issues in this case are:
- the compatibility of the proposals with the Development Plan

- Policies and SPD;
- the provision for employment and training;
- mix of development;
- compatibility with adjoining uses;
- amenity;
- highway safety and access issues;
- effect on features of importance for Nature Conservation;
- environmental effects including land contamination, air quality and noise;
- flood risk and drainage;
- impact on Built Heritage and Archaeology;
- impacts on the historic landscape and trees;
- effect on visual amenities of the surroundings;
- phasing;
- provision for Open Space;
- provision for Education and Health;
- Energy Efficiency.

### **8.3 The compatibility of the proposals with the Development Plan Policies and SPD**

- 8.3.1 In 1997 a Daedalus Development Strategy which identified the site as being suitable for a mix of employment, housing and other uses. The principles of this strategy remain applicable, however, in order to take account of subsequent changes, the site has been allocated through Policy R/DP4 of the Gosport Borough Local Plan for mixed use development including B1, B2 and B8 uses, up to 200 residential units together with an hotel and other leisure facilities and this forms the basis of the Daedalus SPD. The application for an employment-led mixed use site is therefore strongly supported in principle. The application states that approximately 3,000 jobs will be provided (B1, B2 and B8 uses, retail, community and leisure) compared to 440 people living in the proposed 200 dwellings. This equates to approximately 6.8 jobs per resident within the application site; a ratio that accords with Borough Councils objectives of making Daedalus an employment-led site.
- 8.3.2 The majority of the application site falls within the Urban Area boundary and is included as a Mixed Use allocation in the Gosport Borough Local Plan Review. As such, there is a presumption in favour of a mixed use development and Policy R/DP1 applies.
- 8.3.3 Part of the application site, however, is outside the Urban Area boundary including land to the north side of the site where indicative plans show three large hangars to be located together with, in part, the main internal road and developable area adjacent to the proposed junction with Broom Way and Cherque Way. Consequently Policy R/OS1 applies which seeks to restrict most forms of development with the exceptions being operations required for public and essential services; and appropriate recreation uses.

This part of the site is also within the defined Strategic Gap (Policy R/OS2).

- 8.3.4 In relation to this issue it is recognised that there has already been some built development outside of the Urban Area boundary. This part of the site is closely related to the existing built up area. Given the relatively small area of ground coverage in relation to the wider gap it is not considered development here would physically or visually diminish the gap. It is clear that this part of the site relates both visually and in terms of function to the rest of Daedalus within Gosport Borough. This was a key consideration in granting permission for the Maritime and Coastguard Agency's (MCA) Search and Rescue (SAR) Building on land north of that covered by this current planning application. The SPD also indicates that development is appropriate in this area in order to secure significant employment opportunities connected with key sectors including aviation.

#### **8.4 Employment and training**

- 8.4.1 The creation of up to 69,992m<sup>2</sup> of employment floorspace is strongly supported by Policy R/EMP2 which identifies Daedalus as an employment site and it is clear from the SPD that employment generation is one of the key objectives for the site. This will assist in alleviating deprivation and reducing out-commuting from the Gosport Peninsula. The application proposes the creation of approximately 3000 jobs in a number of key sectors where Gosport has shown to have strengths. There are also likely to be 255 full time equivalent construction posts over the 20-year planned period over the whole site. However, current trends identify a number of issues that need to be addressed in respect of job creation. First, there are several hundred military and civilian personnel, with skills in aerospace and marine engineering, who leave the services each year and find it difficult to make the transition to alternative employment. Second, Sector Skills Agencies are showing a generic skill gap amongst job applicants, which include problem solving, communication, customer service and basic skills which identifies a need for pre-employment training provision, interview guarantees, work trials, apprenticeships and similar. Third, appropriate training infrastructure such as University collaborations is needed to support the specialist skills required by advanced manufacturing and marine companies.
- 8.4.2 To ensure the needs identified in paragraph 8.4.1 are met and that the requirement for a Training and Employment Plan is met, as set out in the SPD, it is necessary for a Section 106 agreement to be entered into and the applicant has confirmed a willingness to do so. The proposal therefore complies with Policy R/EMP2 of the Gosport Borough Local Plan Review. Obligations to ensure the use of commercial floorspace complies with the provisions of the Enterprise Zone are to be included, together with ensuring access to the airfield

by commercial occupiers is provided.

## **8.5 Mix of development**

- 8.5.1 For ease of reference the mix of uses proposed by this application have been set out and assessed individually below.

### *Retail (Use Class A1, A2, A3 and/or A4)*

- 8.5.2 A total of 1075m<sup>2</sup> of retail floor space is proposed to be split between Use Classes A1, A2, A3 and/or A4. This mix of uses is appropriate to the site, complies with the SPD, will compliment the leisure uses on the site and will contribute towards providing a vibrant and diverse community. The seafront location is most appropriate to café/bar/restaurant uses which may be suitable for some of the historic buildings.
- 8.5.3 There is, however, a need to control the A1 offer on the site. A study commissioned in 2007 by the Borough Council and updated in 2011 demonstrates that the use of the whole 1075m<sup>2</sup> offer as Use Class A1 floorspace would adversely impact the vitality and viability of Lee-on-the-Solent District Centre. Underpinning this, Policy R/S2 of the Gosport Borough Local Plan Review requires that a sequential approach has been taken for site selection and that proposals out-of-centre do not either individually, or cumulatively with other developments, contribute to a significant reduction in the viability and vitality of defined centres. More recently, PPS4 addresses retail proposals with Policy EC14 requiring a sequential assessment for main town centre uses not in an existing centre and not in accordance with up-to-date Development Plan. This requirement applies to retail or leisure uses over 200m<sup>2</sup>. However, as this site is allocated for a mixed use development and the SPD identifies the potential for limited retail development, it is considered that a sequential assessment is not required in this instance.
- 8.5.4 Policy EC14 also states that in advance of Development Plans being revised to reflect this PPS, an assessment of impacts (impact assessment) is necessary for planning applications for retail and leisure developments below 2,500m<sup>2</sup> which are not in an existing centre and not in accordance with an up-to-date Development Plan, and that would be likely to have a significant impact on other centres. In this case it is considered that a convenience retail development comprising more than 200m<sup>2</sup> Use Class A1 floorspace could have an impact on Lee-on-the-Solent District Centre. However, the 2011 update paper prepared for Gosport Borough Council regarding retail states that the provision of up to 200m<sup>2</sup> of Use Class A1 convenience retail floor space would not compromise the performance of the Lee-on-the-Solent District Centre. A restriction of Use Class A1 convenience retail floorspace to 200m<sup>2</sup> at Daedalus means an impact assessment is not required and would

ensure that the performance of existing shops in the District Centre would not be compromised. This is to be secured by condition and the proposal is therefore acceptable in respect of retail provision. The proposals therefore meet the aims and objectives of PPS4 and Policy R/S2 of the Gosport Borough Local Plan Review.

- 8.5.5 In terms of the other types of floorspace within this Use Class grouping, matters relating to noise, smell and disturbance arising from, for example, extraction systems will be considered in detail at Reserved Matters stage.

*Hotel (Use Class C1)*

- 8.5.6 PPS4, as set out above, requires a sequential and impact assessment as set out in policies EC14, 15, 16 and 17 for town centre uses which includes hotels. This is reflected in Policy R/CF11 for edge-of-centre and out-of centre sites. However in this instance as a hotel use is mentioned as an appropriate use in the Adopted Local Plan Review it is not considered that a sequential test is required. It is also considered that an impact assessment is not required as there is unlikely to be significant impact on other centres. This is because there are no large hotels in Lee-on-the-Solent nor on the seafront and therefore a new hotel would contribute towards the leisure offer in this area, a hotel would make use of the site specific features of the seafront and historic setting, and a hotel is considered one of the most suitable uses for renovating one of the historic buildings. The proposal therefore meets the aims and objectives of PPS4 and Policies R/CF11 and R/DP3 of the Gosport Borough Local Plan Review.

*Care Accommodation (Use Class C2)*

- 8.5.7 The 32 care accommodation units proposed (Use Class C2) are not included within the 200 unit residential (Use Class C3) allocation as they fall within a different use class. The indicative plans suggest this use will be located within the barracks blocks in the Barracks Square character area which would represent an appropriate use of historic buildings. Policy R/H8 of the Gosport Borough Local Plan Review relates specifically to accommodation for the elderly and it is considered that the proposals can meet the relevant criteria provision of local facility, sufficient open space and amenity issues. The use of these units for Care Accommodation within Use Class C2 purposes only is to be controlled by condition.

*Residential (Use Class C3)*

- 8.5.8 The proposed 200 dwellings form part of the outstanding 352 allocation on the Daedalus site (Policy R/H3) of the original 500 dwellings. 148 of the original 500 have been completed as Married Quarters, falling outside of the application site to the east. The

proposals are therefore compatible with the Development Plan in this respect. It is proposed to build 164 new dwellings and provide 36 within refurbished buildings, some of which will be located within the historic core. As this application is an Outline application with only access being considered there is no requirement for a layout to be submitted, however, the indicative plans show the majority of the new-build residential located to the west side of the site within the Drake Gardens character area and to the east side within the Wykeham Hall character area. The remaining refurbishments are indicatively shown in Wykeham Hall, Keith Cottages and Frobisher Block to the south. This is considered to be an appropriate distribution of uses across the site. Issues relating to the relationship of the proposed residential development to the surrounding area, layout, character and design will be dealt with at the Reserved Matters stage with the relevant Policies within PPS3 and the Gosport Borough Local Plan Review being taken into consideration. It is proposed that at least 15% of new dwellings will be in accordance with lifetime home standards which accords with Policy R/H9 of the Gosport Borough Local Plan Review. In accordance with Policy R/H5 of the Gosport Borough Local Plan Review the applicant has confirmed a willingness to provide 40% of the dwellings affordable housing, the remainder will be for market sale. This will be secured through a Section 106 agreement.

*Community (Use Class D1)*

- 8.5.9 The proposed 1839 m<sup>2</sup> is supported as part of the mixed use site providing facilities for new and existing residents and assisting in re-using existing buildings. Policy R/CF1 requires such facilities to be in close proximity to the residents they intend to serve and where possible within or adjoining a defined centre. Proposals at Daedalus will be within and close to a residential area and within close proximity to Lee-on-the-Solent District Centre and are therefore acceptable in this respect.

A community centre is indicated in the Dining Room/Cookhouse, which is considered an appropriate use of this listed building and provide a facility for residents on the site as well as the wider community. The provision of a community facility is to be secured through the Section 106 agreement. As the plans are indicative, provision elsewhere within the site may be considered appropriate. It is necessary to make provision for these alternative proposals through the Section 106 Agreement which the applicant has confirmed a willingness to enter into.

*Leisure (Use Class D2)*

- 8.5.10 The SPD supports the provision of Leisure uses on the site as there is opportunity to complement other uses on the site, improve the offer in Lee-on-the-Solent and diversify its economy. Policy R/CF8 of the Gosport Borough Local Plan Review sets out the criteria for



new leisure facilities including that they are located within the urban area as well as detailed criteria which would need to be considered at Reserved Matters stage.

- 8.5.11 Criterion vi of Policy R/CF8 and Policy R/S2 relates to additional leisure floorspace and requires that sequential approach has been taken for site selection. Policy R/S2 also requires that proposals out-of-centre do not either individually, or cumulatively with other developments, contribute to a significant reduction in the viability and vitality of defined centres. The more recent Government guidance set out in PPS4 requires a Sequential and Impact Assessment be applied to this type of development. However, it is considered that a Sequential Approach will not be required in this instance as such uses have been identified within the Gosport Borough Local Plan Review as being appropriate for this mixed use site.
- 8.5.12 In relation to an Impact Assessment it is not considered that an assessment is required in this instance as Lee-on-the-Solent does not currently perform this function and therefore no harmful impact will result. Leisure uses at Daedalus are appropriate to the seafront location and are likely to support the local economy together with supporting the Lee-on-the-Solent District Centre by offering complementary leisure uses as opposed to retail competition.
- 8.5.13 In accordance with the SPD, it is necessary to secure facilities for the provision of a Hovercraft Museum. The current facility presently occupies hangar space and outdoor space in Seaplane Square and has important historic associations with the former use of the site. The retention of a Hovercraft Museum will complement other leisure and community uses on the site. It is recognised that this facility will need to be appropriately managed to ensure access to outdoor space on the site is maximised. Facilities for the Search and Rescue Hovercraft will also need to be retained on site. Provision on the site for a Hovercraft museum, Search and Rescue Hovercraft, together with the appropriate historic interpretation of hovercrafts, will be secured through Section 106 agreement.

## **8.6 Compatibility with adjoining uses**

- 8.6.1 The use of the site for employment purposes has been established by the military's long standing presence. Although the site has not been in its maximum use since it was relinquished for military purposes, even up to 1992, 1,600 personnel were still based there along with their associated operations, including up to 40,000 aircraft movements, comings and goings at uncontrolled hours together with the level of activity and number of visitors that could be expected of a former military base. The current proposals, although varying in the type and timing of operations and uses, are considered consistent with the historic level of activity at the site.

- 8.6.2 The plans supporting the application indicatively demonstrate the proposed mix of uses relative to existing, adjoining uses. Taking into consideration the historic and current uses of the site together with the proposed access arrangements, in general, the indicative plans demonstrate that an arrangement of uses compatible with existing, adjoining uses can be achieved, for example, the siting of proposed residential development adjacent to existing. The final details of layout, including areas of formal play facilities and footpaths, would be considered at Reserved Matters stage. Similarly the details of the height of individual buildings within the areas shown on the Building Heights Parameter Plan, which is to be approved as part of the Outline, the position of windows relative to opposing neighbours and overall impact of the position of buildings will be considered at Reserved Matters stage. The western, southern and eastern boundaries of the waterfront area are bound by primarily residential development. The indicative plans show uses adjoining these boundaries that could be operated compatibly with residential properties. In the case of leisure and community uses, details such as hours of operation, any extraction/ventilation equipment needed and delivery arrangements will be controlled at Reserved Matters stage to preserve amenities for adjoining residents. Where proposed residential uses could be located adjacent to existing residential properties the proximity and height of new buildings and corresponding windows will be controlled at Reserved Matters stage to ensure an acceptable relationship is achieved.
- 8.6.3 In terms of the impact of the development of the existing land use to the north, the Civil Aviation Authority (CAA) provide criteria on aerodrome safeguarding to be applied to licensed aerodromes. The airfield at Daedalus is currently unlicensed and the Enterprise Zone status has been designated on the basis that the airfield will remain unlicensed. Nevertheless, to provide a guide point, the CAA criteria has been used to assess the compatibility of the proposals relative to the airfield. In addition, although the airfield is not licensed, the CAA has not objected to the proposals on the basis that no structures would exceed 30m in height as these would compromise the operations of the airfield. The structures shown indicatively adjacent to the airfield, and across the waterfront area as a whole will not exceed this height.
- 8.6.4 In terms of the runways, runway 10/28 lies to the south side of the airfield with the new access road lying almost parallel to its south side. It is currently used only for MCA helicopter operations. The CAA criteria sets out a minimum area which should be clear of obstacles to allow light aeroplanes to operate together with larger aircraft at the discretion of the aerodrome operator. In this instance, this criteria applies also to unlicensed aerodromes. The distances set out in the criteria will be met taking into consideration the position of the new access. The proposed new access is therefore

acceptable in this respect.

- 8.6.5 Secondly, runway 23/05 lies to the western side of the airfield. Its' Take Off Climb Zone (TOCS) extends south west of the airfield. Pilots taking off from this runway are required to make allowance for a rejected take-off which results in their take off decision point being short of the full paved runway length. This results in aircraft departing from this runway being at a reasonable height above vehicles on both the existing Stubbington Lane and the proposed new access road. Similarly, the landing threshold is displaced meaning the aircraft are required to land further down the runway, again meaning they are a reasonable distance above Stubbington Lane and the position of the new access as they come in to land. The existing configuration of this runway means that it would not comply with the CAA criteria for licensing in its current format. The position of the proposed road therefore does not negatively impact the existing situation. As such, the ground movements of aircraft on the southern area of the taxiway, and the clearance zone around the runway are not harmfully impacted by the new access.
- 8.6.6 The slipway is essential to the marine and aviation uses associated with the site. The indicative layout demonstrates that an open connection between the slipway and airfield can be maintained and that its future use will not be prejudiced. To ensure the Maritime and Coastguard Agency can maintain adequate communications to with vessels at sea the height of buildings must be limited. The final detail of heights is to be determined at Reserved Matters stage and this will take into account this factor.

## **8.7 Amenity**

- 8.7.1 During the demolition and construction phases the main concern is the impact on existing residents from noise, dust and vibration. Conditions are therefore included to control the phasing of demolition and construction to ensure activities on the site take place in a managed way. If noise and dust becomes a statutory nuisance during construction it can be dealt with through Environmental Health legislation. These matters are considered in more detail in the following sections of this report. The proposals therefore comply with Policies R/DP1, R/ENV10 and R/ENV12 of the Gosport Borough Local Plan Review.
- 8.7.2 Hampshire County Council lighting section and the Head of Environmental Health have not objected to the proposals. The need to provide a safe environment is recognised whilst highlighting the County Council's carbon reduction commitment. The type and amount of lighting will need to respect existing and proposed development types and be designed to respect the historic setting of the site. A detailed strategy is required by condition. The proposal therefore complies with Policy R/ENV11 of the Gosport Borough

## Local Plan Review.

- 8.7.3 The provision of a revised access to the north side of Ross House will alter the relationship of this building with the application site. New patterns of activity will be introduced which will include the movement of vehicles in and out of the site and the arrangement of access to and from Ross House will also alter. However, the proposed access road will be sited further north of the northern elevation of Ross House than the existing access road. In addition, the boundary treatment between Ross House and the proposed road will be controlled by condition. As such, those properties to the northern side of Ross House are likely to experience less immediate disturbance from vehicles passing north of the building as compared to the current situation. It is acknowledged that there will be an increase in the use of the proposed road as compared to the existing access route to the car parking serving Ross House. The transport statement states that the intended use of this access route is to serve primarily the indicative residential development to the west side of the site and any associated traffic movements. It has been designed to be a local access route only. The total separation distance between the northern elevation of Ross House and southern edge of the new access will exceed 10m. The completion of the new access and associated features of amenity value, including appropriate fencing, which will also assist in terms of crime prevention, and landscaping, will be secured by condition and Section 106 agreement. The loss of car parking spaces or the bin store serving Ross House is not proposed. It is acknowledged the proposed access will alter the amenity of Ross House residents, however, taking these factors into consideration it is not considered there will be a harmful impact. The proposals do not show a vehicular access to the south side of Ross House.
- 8.7.4 The proposals also involve the relocation of the access to the car park serving Ross House. The headlamps of vehicles entering the site from the new entrance point are unlikely to be directed towards the flats within this building. By comparison, many of the flats on the road side frontage and the northern aspect of Ross House are swept by the headlamps as vehicles enter from Stubbington Lane and wait at the gates. The revised access arrangement would reduce this.
- 8.7.5 The reopening of the existing access routes at Nottingham Place, Drake Road and Brambles Road will reintroduce activity into these residential streets. Drake Road is to be used as an exit from the site. Access to Marine Parade West for residents in Drake Road is currently direct, however, under the current proposals residents returning to their properties from Marine Parade West will travel approximately 80m further along the highway and turn into Brambles Road to arrive back at Drake Road. It is not considered that the additional travel to access properties in this way would be significantly harmful to the amenity of these residents. The width of

the road is satisfactory to accommodate a moving vehicle, a parked vehicle and the proposed cycle lane. These routes are located in the Urban Area where a degree of noise and activity can be expected.

## **8.8 Highway and Access issues**

- 8.8.1 The response of the Highway Authority is set out in detail above and clarifies the position regarding the effects and appropriateness of the development. In summary, the Highway Authority has no objection subject to the necessary legal agreements and conditions to secure off-site and on-site highway works and mitigation measures. The Access and Street Hierarchy Plan and Street Hierarchy Typology will not be approved at this Outline stage as the internal road layout could vary depending on the layout that comes forward at Reserved Matters stage. Conditions and/or planning obligations will ensure access roads will be constructed to the necessary standards. An update on works at the Peel Common roundabout will be provided at the Regulatory Board meeting. The proposed access arrangements for pedestrians and cycles is compatible with the existing network. Discussions regarding buses are on-going and measures to secure sustainable travel will be included within the Framework Travel Plan to be secured. Measures within the Delivery and Service Plan will seek to address the movement of traffic to the site across the highway network.
- 8.8.2 It is necessary to ensure that car parking is satisfactorily managed during development on site and therefore a car parking management strategy is to be secured by condition.

## **8.9 Effect on features of importance for Nature Conservation**

- 8.9.1 The Conservation of Habitats and Species Regulations 2010 (the 'Habitat Regulations') require the competent authority (in this case the Local Planning Authority) to carry out an appropriate assessment in circumstances where a site protected by European Law, underpinning the Habitat Regulations, is likely to be affected by a development. In this case those sites are the Solent and Southampton Water Special Protection Area (SPA) and Ramsar sites, and the Portsmouth Harbour SPA and Ramsar sites which are designated because of the species they support. Under Regulation 61(1) of the Habitat Regulations, before granting permission, the competent authority must undertake an appropriate assessment for projects that :
- a.) are likely to have a significant effect on a European site or a European offshore marina site (either alone or in combination with other plans or projects); and
  - b.) is not directly connected with or necessary to the management of that site.
- 8.9.2 The proposal is likely to have an effect on the European site and

therefore the three derogation tests set out in the Regulations must be applied and met. The three tests are:

- the activity must be for imperative reasons of overriding public interest or for public health and safety;
- there must be no satisfactory alternative;
- favourable conservation state of the species must be maintained.

- 8.9.3 The Enterprise Zone status of the site demonstrates the need for the development of the site for overriding public interest through the development of the site for employment purposes. There is no satisfactory alternative within the Borough to provide an employment site of this scale. It is therefore considered that the first two of the derogation tests can be positively concluded. The third relates to the conservation status of the species the designated sites support.
- 8.9.4 The main issue relating to the Solent and Southampton Water SPA/Ramsar site is the additional activity on the foreshore likely to be created by residents from the additional 200 residential (Use Class C3) and the additional 32 care (Use Class C2) units within the site. The area is already a popular recreational area and the additional activity is likely to alter the conservation status of the species the designations support. In order to mitigate this impact, the provision of a Suitable Alternative Natural Green Space (SANGS) is proposed to the north east corner of the airfield. This space would be 13.92 hectares laid out so as to accommodate oncoming recreational activity that may ordinarily saturate the coastline. The suitability of this space has been demonstrated through the provision of breeding bird surveys and Natural England is satisfied this is sufficient. The timing of provision, laying out of this space and monitoring of its use is to be secured through conditions and planning obligations.
- 8.9.5 The main issue relating to the Portsmouth Harbour SPA/Ramsar site is the impact on the development on air quality and the potential for the development to decrease the quality of the air below the critical load of the designated area. This means the air quality would drop below a level which is favourable to maintaining the designation and the species it supports. There are two issues to consider; levels of nitrogen dioxide and levels of nitrogen. The measurements taken and assessment conclude that the development would not result in depositions beyond the critical load of the salt marsh within the Portsmouth Harbour SPA/Ramsar.
- 8.9.10 In conclusion on both issues, therefore, the appropriate assessment concludes that, with appropriate mitigation, the conservation status of the species being supported by the European designations would be maintained. Conditions and planning obligations are proposed to ensure that appropriate mitigation is implemented.

- 8.9.11 In addition to this, individual species are protected under UK law and must equally be considered in terms of impacts and any proposed mitigation. There are four protected species to consider as set out in the following paragraphs.

*Badgers*

- 8.9.12 Badgers have been identified as using the site for foraging purposes. Provided the foraging routes are maintained during demolition and operation of the site, and demolition and construction activities are undertaken sensitively, there will be no harm to this protected species. These measures are to be secured by condition.

*Bats*

- 8.9.13 Bats, which are a protected species, have been confirmed as being present on the site. To date, the survey work undertaken is considered to lack satisfactory information to clearly understand the extent of this presence and therefore be able to determine the extent to which the development is likely to affect this species and to design a suitable mitigation strategy. However, a bat mitigation strategy has been submitted which provides broad prescriptions for mitigating the impacts on bats. Ordinarily, this would not be satisfactory to allow the Local Planning Authority to discharge its requirements under the legislation, however, taking into account the significant public benefit arising from this development, the compromise to future funding streams that may arise from a delay in this project, that the mitigation is not dependent on new buildings and that further survey work and mitigation can be secured by condition before development takes place, the circumstances in this case are considered to be exceptional for which the legislation does make provision. A mitigation strategy setting out broad principles has been provided which provides a degree of surety that the conservation status of the species can be maintained. This strategy, together with details of measures to avoid, mitigate or compensate for impact to bats in each phase of the works on site are to be agreed by condition. This will need to include details of a construction and post construction lighting plan and a landscape plan in so far as these may affect bats.

- 8.9.14 There are reptiles present on the whole site including that within Fareham Borough. The larger proportion of the population is located in Fareham. A mitigation package which involves the translocation of both populations has been submitted and is considered acceptable. Final details of this package including, for example, timings, laying out of fencing and details of trapping together with timing for implementation is to be secured by condition.

*Breeding birds*

- 8.9.15 The effects on the development, including demolition and construction works, have been assessed and it has been concluded that there is likely to be an impact resulting from these activities on

the site and activity generated by the development on the site. Measures to avoid, mitigate and compensate impacts to birds present on the site are to be secured by condition. Measures to mitigate the effects of additional activity, as set out above (i.e. the provision of the SANGS) are to be secured by condition.

## **8.10 Environmental effects including land contamination, air quality and noise**

### *Land contamination*

- 8.10.1 Due to the former use of the site there is potential for historic contamination which has been and continues to be investigated. Site investigations, to date, have identified localised occurrences of chemical contamination and radioactive contamination in soils, waters and soil gases. Further investigations will be required as part of the re-development of this site in order to identify any additional sources of contamination not currently identified, characterise known sources of contamination (for example in areas post demolition of buildings or following decommissioning of tanks) and provide data required for remediation. The key receptors will be ecological receptors and ground and surface water during construction, remediation and post construction; construction workers, adjoining and neighbouring properties during construction and remediation, and end users of the site post construction.
- 8.10.2 All contamination will be subject to risk assessment and a series of mitigation measures will be agreed depending on the type of contamination identified and the receptor being affected; both of which will be verified at Reserved Matters stage as being appropriate depending on the layout of development that is proposed. The Contaminated Land Officer is content that the necessary investigation and remediation will be secured through condition and confirms that, overall, the redevelopment of the site will have a beneficial impact on the environment through the investigation, risk assessment and remediation of any contamination of land and groundwater on the site.
- 8.10.3 In terms of construction works on site, an Outline Construction Environmental Management Plan (CEMP) has been prepared outlining measures to protect construction and remediation workers and adjacent land users during the construction phase and to prevent the pollution of groundwater and surface watercourses. Environmental Health has provided guidance on further details that should be included in this document which is to be agreed, in detail, by condition. The proposal therefore complies with PPS23 and Policies R/DP1 and R/ENV5 of the Gosport Borough Local Plan Review.

### *Air Quality*



- 8.10.4 Assessments of air quality have been provided for both construction and post construction phases which take account of the area within the development site and the receptors surrounding the development site. Following consultation and agreement with Environmental Health officers at both Gosport and Fareham Borough Council's, the air quality assessments have focused on nitrogen dioxide and particulate matter with aerodynamic diameter or 10 microns or less. The assessment considered the suitability of the site from an air quality perspective, the control of dust during the construction phase and an assessment of impacts arising from the proposed development, principally due to traffic generation. Existing concentrations of pollutants were established using information collected nationally by DEFRA. Baseline traffic flows were also considered along with aircraft emissions. 11 receptor locations were used including three within Air Quality Management Areas in Fareham Borough.
- 8.10.5 During the construction phase the key potential air quality emission sources are construction vehicle movement, excavation and demolition activities, material transfer and material being transferred on passing vehicles. The key receptors are to the east, south and west/northwest meaning good dust control will be necessary. The level of construction traffic has not been concluded as likely to have a significant adverse impact. Other construction activities will vary in type and duration. The implementation of a detailed CEMP will ensure there will be no harmful impacts. This approach has been agreed with Environmental Health and is secured by condition.
- 8.10.6 Post construction levels of nitrogen dioxide will increase. The Government sets a desired target for air quality objectives. The proposal has been assessed against objectives and it has been confirmed that these levels will not be breached within Gosport Borough and it is unlikely that there will be any significant impacts on local air quality. As part of their on-going practice Environmental Health will continue to monitor air quality with the use of nearby diffusion tubes and will take appropriate action under Environmental Health legislation should air quality objectives be affected. The proposal therefore complies with PPS23 and Policy R/ENV10 of the Gosport Borough Local Plan Review.

#### *Noise*

- 8.10.7 Noise and vibration is likely to arise from construction activities, vehicular movements to and from the site, and the operational uses at the site. To assess the impacts of noise from the development baseline data was taken from three receptor points. An assessment of construction phase activities which include demolition and construction activities, vibration and construction traffic has been undertaken together with post construction which includes noise

from road traffic movements, noise from fixed and fixed installations and mechanical plant, noise breakout from commercial buildings and noise from aircraft.

- 8.10.8 During construction impacts from noise can be controlled through appropriate measures as set out in the CEMP which is controlled by condition. It will also be necessary to include a noise control plan within this document. In addition the timing of demolition and construction works is restricted by condition.
- 8.10.9 In terms of post construction noise, data from the Transport Assessment Traffic and Transport information has been used to establish baseline traffic flows to assess them against the 'as built' situation. There will be an increase in noise from traffic, however, that increase has been concluded as neutral with an increase of only 3dB which is not normally discernible to noise receptors (i.e. nearby residential properties). Environmental Health has confirmed this calculation is correct although have advised that noise sensitive access roads may notice the increase and indicate that speed controls could reduce noise in these roads. However, as set out in the Highway and Access issues section above in this report, the Delivery and Service Plan will include proposals to ensure traffic uses the main access at Broom Way and these accesses serve only light traffic. Furthermore these roads are narrow which acts as a natural speed deterrent.
- 8.10.10 The information accompanying the application demonstrates that the proposed residential properties in the application are likely to fall within NEC B where PPG24 states that appropriate measures should be implemented to protect these properties from noise which has been secured by condition.
- 8.10.11 The noise assessment concludes that noise from fixed installations and mechanical plant should be limited to emission levels below the background noise levels. Environmental Health concur with this view adding that fan noise and other low frequency noises can be problematic and therefore an octave band analysis will be necessary to allow the impact on noise sensitive receptors to be assessed and appropriate mitigation secured. This has been secured by condition.
- 8.10.12 Associated with the proposed mix of uses on the site there is likely to be some 'breakout' noise such as lorry movements at night and noise associated with the commercial uses. The site is currently unrestricted in terms of its hours of use and therefore it would be unreasonable to impose controls on hours of operation, particularly as the layout is only indicative, at this stage. It is however, appropriate for this aspect of the proposals to be considered in respect of the layout and the use, together with insulation, of individual buildings. Relevant conditions have been included.

- 8.10.13 Noise from aircraft is twofold; airborne noise and ground noise. The two elements differ in terms of character and their affects on different sections of the community. Airborne noise consists of the sound energy created by an individual fly-over (either a take off or landing) and the number of flyovers in any given period of time. In order to assess the impacts of aircraft noise a topping out figure of 40000 movements per annum has been identified and is to be secured by condition. In terms of a baseline figure against which to assess this, in the 12 months between September 2009 and September 2010 a total of 26612 aircraft movements (take offs and landings) took place. Taking this usage into account the background noise level which has been established as 57dB. The increased number of flights is likely to increase the background noise levels by 3dB taking the background noise level to 60dB. Taking this increase into account the application site would remain, during the day time, within NEC A where PPG24 states that planning permission should be granted. At night time, the NEC would be B where PPG24 states that conditions should be used to mitigate noise impacts on proposed residential properties. Environmental Health agree with this approach and Fareham Borough Council will impose a condition restricting the number of flights from the airfield.
- 8.10.14 Ground noise consists of aircraft taxiing and manoeuvring, engine testing and maintenance, the use of Ground Power Units (GPU) and Auxiliary Power Units (APU). These operations would be set a significant distance from the boundary with noise sensitive receptors in the Gosport Borough and therefore it is not considered necessary to require a condition controlling these movements. Subject to conditions the proposals comply with PPS24 and Policies R/DP1 and R/ENV10 of the Gosport Borough Local Plan Review.

## **8.11 Flood Risk and Drainage**

- 8.11.1 The site lies within Flood Zone 1 where there is an extremely low probability of tidal and fluvial flooding. The uses proposed as part of this application are therefore appropriate to this site. The preliminary surface water drainage strategy for the site proposes a combination of techniques including Sustainable Urban Drainage Systems (SUDS). The submission of further details to ensure these measures operate appropriately are controlled by condition. Specific guidance on infiltration measures have been clarified by the Environment Agency and passed to the applicant. A series of conditions, as recommended by the Environment Agency and Southern Water, have been included to control surface water and prevent ground contamination either on site or nearby. The proposal therefore meets the requirements of PPS25.

## **8.12 Impact on Built Heritage and Archaeology**

- 8.12.1 In accordance with PPS5 the application is supported by a detailed

Design and Access Statement together with Heritage Statement which addresses the historic importance of the site including the layout of existing buildings and spaces. The removal of buildings in the Conservation Area has been assessed having regard to the need to preserve and enhance the Conservation Area. The removal of these buildings would also require separate Conservation Area Consent. Similarly, works to Listed Buildings would require Listed Building Consent. Both types of application would need to be pursued separately to this application.

- 8.12.2 The removal of many of the undistinguished buildings is proposed, enhancing the setting of the more historically important buildings, and strengthening many aspects of the historic layout. The indicative proposal maintains the historic grid pattern of streets which helps to define the varying historic uses between each of the areas of interest and in part reflect the Victorian plan for this part of Lee-on-the-Solent. All of the key historic buildings are to be retained and reused. The indicative proposals for Hangars Square respect the historic layout and design of these buildings. The cladding to the hangars is not original and there is scope to improve it, subject to discussions at detailed application stage and based on further historic research. The indicative uses for the Wardroom, Westcliffe House and Eagle Block are appropriate taking into consideration their internal layout. The indicative arrangement of new buildings in this part of the site shows how the setting of these buildings will be preserved. Within Barracks Square, the indicative uses are appropriate to the historic layout. The removal of Exmouth Block and its replacement with a new building to enclose the south end of the square provides the opportunity to positively enhance this area. Eagle Road has a well defined building line with Eagle Block and the Wardroom creating an impressive and historic building line to the south side. It is proposed to reinforce this in the layout and scale of new build to the north.
- 8.12.3 The proposed removal of a number of low quality buildings on Vengeance Road, and the provision of open space in this area will enhance the setting of the Conservation Area. The residential development shown indicatively along Vengeance Road would sit comfortably with the existing low density buildings (Main Gate Guard Room, Fire Pump House, NAAFI Shop and NAAFI Barber's and Shoe Repair Shop) and help to reinforce the linear character of this road, creating a consistent building line and active frontage. At the prominent junction of Vengeance Road and Implacable Road, the application identifies the opportunity to create a landmark building. A building in this location would be required to reflect Eagle Block in massing and scale, whilst respecting views towards this site from all directions. The retention and reuse of Wykeham Hall and the indicative residential development of the surrounding area would be appropriate to this location and provide an effective transition between the areas to the east and west.

- 8.12.4 The indicative plans shown for Unicorn Square appropriately frame the view north between the Type G Hangars which would complement the layout of the hangars. Within Drake Gardens the retention of Kingston Villa is appropriate to the setting of this area. The retention of hangars Dunning, Swann and Overlord is appropriate to the historic identity of the site and the corresponding hangars shown indicatively would reinforce their setting and presence. High quality soft landscaping will be necessary to provide a suitable buffer between industrial and residential uses on the site. The indicative plans and supporting information demonstrate that the quantum of development proposed, including the removal of a number of buildings together with hard and soft landscaping can be accommodated so as to enhance the character of the Conservation Area and the historic and architectural character of the listed buildings and their setting will not be harmed. The proposals therefore comply with PPS5 and Policies R/BH1, R/BH2 and R/BH3 of the Gosport Borough Local Plan Review.
- 8.12.5 In terms of archaeology, the historic use of the site means it is likely that there is below ground archaeology in addition there are many buildings of historic interest on the site. In accordance with PPS5, a thorough assessment of historic environment accompanies the application. A series of conditions have been attached as recommended by the County Archaeologist to ensure finds are appropriately preserved and recorded and therefore the proposals comply with PPS5 and Policy R/BH8 of the Gosport Borough Local Plan Review.

### **8.13 Impact on the historic landscape and trees**

- 8.13.1 The most sensitive historic landscapes on the site include the former grounds of Westcliffe House, Barracks Square, Seaplane Hangars and the green space to the front of Wykeham Hall and Keith Cottages. The reinstatement and reinforcement of these spaces, including key routes through and around them, together with the indicative absence of formal areas of play within these spaces is appropriate. Future hard and soft landscaping incorporating existing spaces and planting, together with proposed street furniture, should respect the historic format of landscaping. Existing trees should be retained where appropriate and future tree planting regimes will need to be carefully considered relative to existing and proposed buildings and surfaces. Any existing trees to be retained will need to be satisfactorily protected during works on site. There is also opportunity to consider a feature or sculpture celebrating the legacy of naval aviation on the site, as set out in the SPD. The submission of detailed hard and soft landscaping schemes, including a relevant feature or sculpture, and necessary tree protection measures will be secured by condition.

- 8.13.2 At present, there are no clear boundaries within the site, however, it is likely that the spaces will be divided between various land owners/land management arrangements. To ensure the historic landscape is retained and respected, and that there is continuity regarding management regimes details of the management of these areas will be required as part of the landscaping conditions.

#### **8.14 Effect on the visual amenities of the surroundings**

- 8.14.1 The Environmental Statement accompanying the application includes a Landscape and Visual Impact Assessment (LVIA) which assesses the existing trees and hedgerows, landform and watercourses, landscape and townscape assessments. The LVIA also includes a series of photomontages which illustrate the buildings shown indicatively on the plans. The montages satisfactorily demonstrate that the quantum of development proposed and the proposed building heights can be accommodated comfortably within the existing format of the site without detrimentally harming the visual amenities of the surrounding area. The dominant character of Marine Parade will be retained and reinforced with indicative plans showing buildings better enclosing spaces to better define them. The operational use of the site will mean buildings, both historic and new build, are more likely to be maintained to ensure a high quality appearance across the site. The proposal therefore complies with Policies R/DP1 and R/DP10 of the Gosport Borough Local Plan Review.

#### **8.15 Phasing**

- 8.15.1 As with any large site the development will be carried out in phases. A detailed phasing plan dealing with the provision of the various proposed uses, preservation of the heritage interests of the site and provision of appropriate infrastructure is to be secured by condition. The applicants have also confirmed that the existing businesses on the site and their continued operation will be considered in respect of phasing together with minimising construction traffic on surroundings roads and maximising the reuse of materials on site following the demolition.

#### **8.16 Provision for Open Space**

- 8.16.1 In accordance with Policy R/OS8 of the Gosport Borough Local Plan Review the applicant has confirmed a willingness to provide a contribution towards the provision of Open Space. The indicative plans accompanying the planning application show formal and informal spaces on the site which could be retained and contribute towards the amenity of the site, however, layout is not being considered at this stage. The necessary contribution in respect of Open Space will be secured through a Section 106 agreement.

## **8.17 Provision for Education and Health**

- 8.17.1 The County Education Officer has confirmed there is no requirement to make a contribution towards education facilities in this instance as there are a satisfactory number of spaces in nearby schools to accommodate the demand resulting from the 200 dwellings proposed on this site.
- 8.17.2 A doctor's surgery is proposed on the site, indicatively, within the Main Gate Guard House to the west side of the site entrance at Nottingham Place. This is supported as it is recognised that there is a requirement in Lee-on-the-Solent for a new facility of this type. As these plans are indicative at this stage, the cost of provision off-site has been explored with Hampshire NHS who has confirmed that, based on the number of dwellings proposed, a contribution of £28,160 would be required towards Primary Care Infrastructure if provision is not met on site. It is necessary to secure the provision of health infrastructure by Section 106 Agreement which the applicant has confirmed a willingness to enter into.

## **8.18 Energy Efficiency**

- 8.18.1 PPS1, PPS22 and Policies R/ENV14 and R/ENV15 of the Gosport Borough Local Plan review relate to energy efficiency. In accordance with the guidance contained within these statements and policies the application is accompanied by a High Level Energy Strategy. It recognises the benefits of achieving high levels of energy efficiency through measures including the layout of streets, the orientation of buildings, the density of development which can influence the use of passive design techniques, the massing of buildings which can lead to overshadowing and the provision for green infrastructure within the scheme. A sustainability checklist has also been prepared. The measures within the Energy Strategy and the sustainability checklist, together with building specific measures are secured by condition requiring further details on a phase by phase basis. The proposal therefore complies with the relevant policies in this respect.
- 8.18.2 In accordance with the 2008 legislation a Site Waste Management Plan (SWMP) accompanies the planning application which seeks to appropriately manage waste on site and reduce the impacts of construction on the environment. The legislation states that this should be an evolving document to reflect changes in the construction operations on site which occur through the differing phases. An informative will be included on the decision notice.

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<b>Financial Services comments:</b>	
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<b>Legal Services comments:</b>	<i>Contained within the report</i>
<b>Service Improvement Plan implications:</b>	<i>The planning application is a part of the delivery of a key project</i>
<b>Corporate Plan:</b>	<i>The planning application is a part of the delivery of a key project</i>
<b>Risk Assessment:</b>	<i>Low</i>
<b>Background papers:</b>	<i>Planning Application and Supporting Documents K17976:</i> <ul style="list-style-type: none"> <li>- <i>Environmental Statement (including a non-technical summary and containing an Appropriate Assessment Screening report, assessments of impacts on ecology, noise and vibration, air quality, land and contamination, the water environment, landscape and visual amenity, and cultural heritage),</i></li> <li>- <i>Design and Access Statement</i></li> <li>- <i>Planning Statement</i></li> <li>- <i>Heritage Statement</i></li> <li>- <i>Traffic and Transport information</i></li> <li>- <i>Statement of Community Involvement</i></li> <li>- <i>Aviation Study</i></li> <li>- <i>Site Waste Management Plan</i></li> <li>- <i>High Level Energy Strategy.</i></li> </ul>
<b>Appendices/Enclosures:</b>	
Appendix 'A'	<i>Application site boundary</i>
Appendix 'B'	<i>Relevant policies</i>
Appendix 'C'	<i>List of conditions</i>
<b>Report author/ Lead Officer:</b>	<i>Borough Solicitor</i>



## Appendix B: List of relevant Gosport Borough Local Plan Review Policies

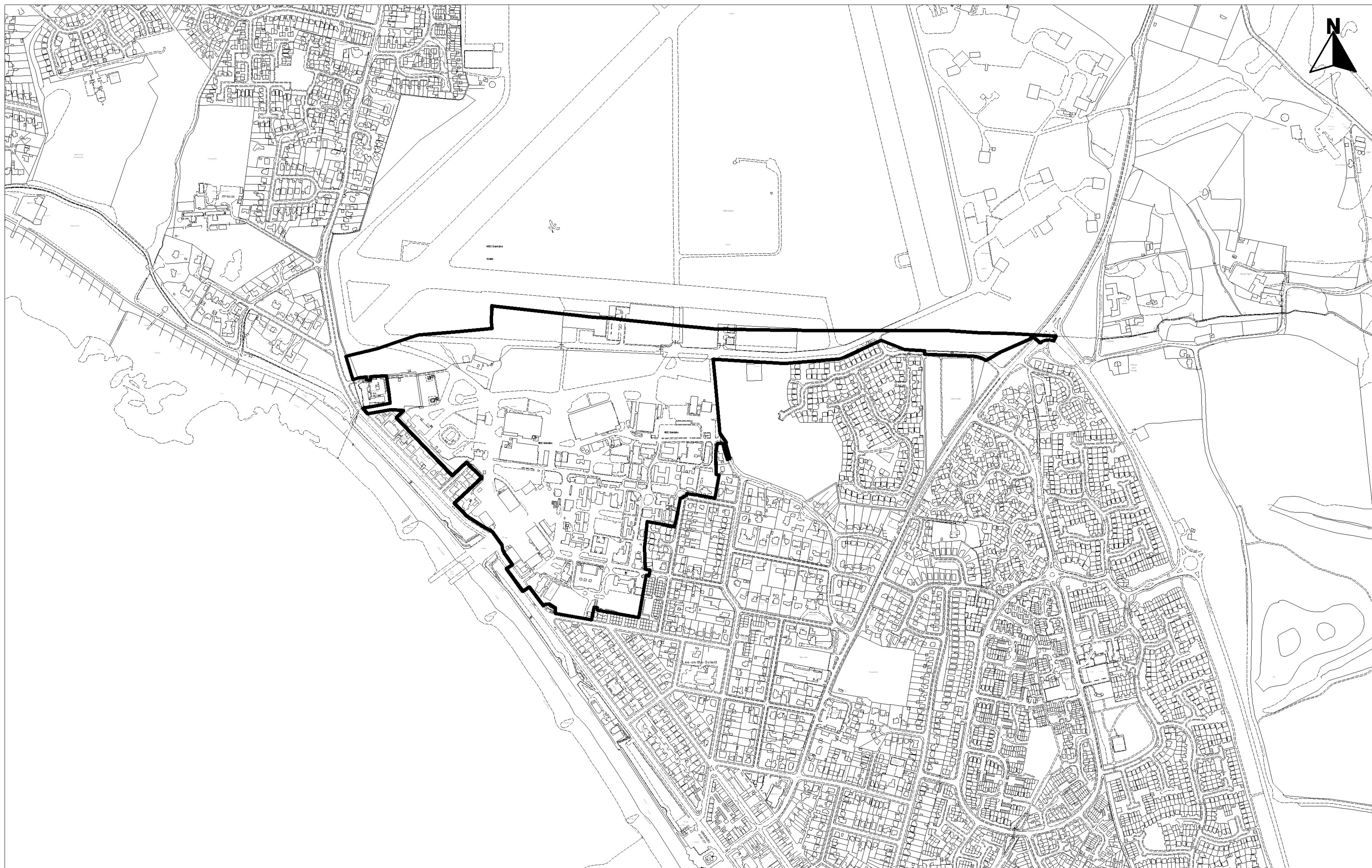
- R/DP1 - General Standards of Development within the Urban Area
- R/DP3 - Provision of Infrastructure, Services and Facilities
- R/DP4 - Mixed-Use Developments
- R/DP10 - Marine Parade Area of Special Character
- R/T2 - New Development
- R/T3 - Internal Layout of Sites
- R/T4 - Off-site Infrastructure
- R/T6 - Improvements to Public Transport
- R/T9 - Cycleways and Footways
- R/T10 - Traffic Management
- R/T11 - Access and Parking
- R/H3 - Major Housing Proposals as Part of a Mixed-Use Development
- R/H4 - Housing Densities Type and Size
- R/H5 - Affordable Housing
- R/H8 - Accommodation for the Elderly
- R/H9 - Lifetime Homes
- R/EMP2 - Land Allocated for Employment Use as Part of Mixed-Use Development
- R/S2 - Location of Additional Shopping & Leisure Floorspace
- R/CF1 - New or Improved Community and Health Facilities
- R/CF3 - Provision of Community Facilities on Major Housing Development
- R/CF6 - Provision of Educational Facilities
- R/CF8 - Provision of Built Leisure Facilities

- R/CF11 - Improvement or Development of Tourist Accommodation and Conference Facilities
- R/BH1 - Development in Conservation Areas
- R/BH2 - Demolition in Conservation Areas
- R/BH3 - Development Affecting Listed Buildings
- R/BH8 - Archaeology and Ancient Monuments
- R/OS1 - Development Outside of the Urban Areas
- R/OS2 - Strategic Gaps
- R/OS8 - Recreational Space for New Residential Developments
- R/OS11 - Protection of Areas of National Nature Conservation Importance
- R/OS13 - Protection of Habitats Supporting Protected Species
- R/OS14 - Biodiversity Action Plans
- R/ENV2 - River and Groundwater Protection
- R/ENV3 - Water Resources
- R/ENV4 - Treatment of Foul Sewage and Disposal of Surface Water
- R/ENV5 - Contaminated Land
- R/ENV9 - Safeguarded Areas
- R/ENV10 - Noise Pollution
- R/ENV11 - Minimising Light Pollution
- R/ENV12 - Air Quality
- R/ENV14 - Energy Conservation
- R/ENV15 - Renewable Energy

## Appendix C: List of Conditions

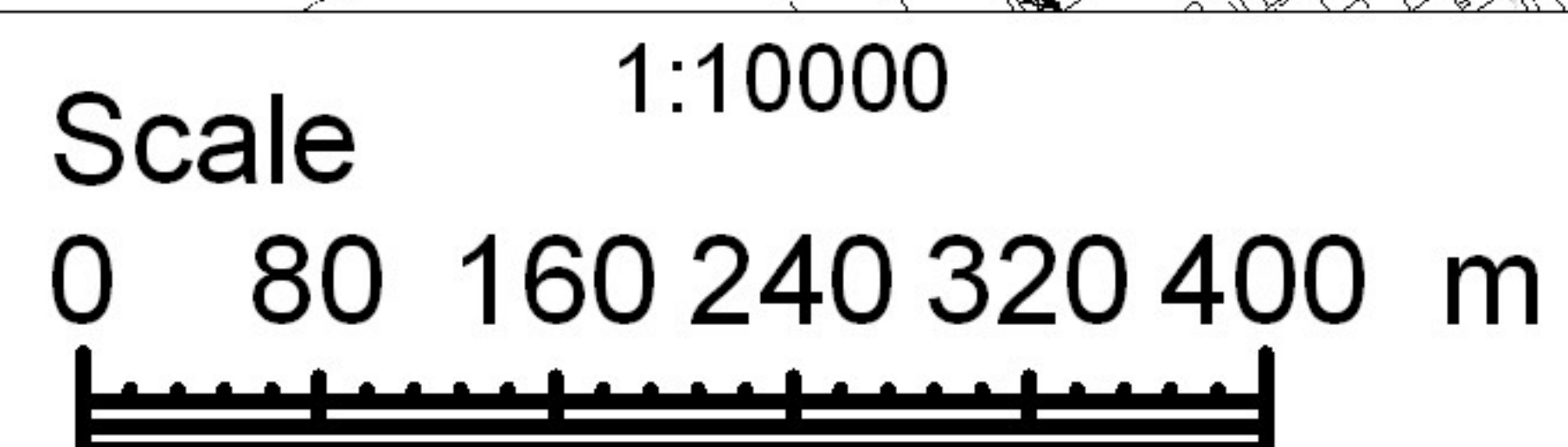
- 1.) Timing of development
- 2.) Reserved matters (scale, layout, appearance and landscaping)
- 3.) Phasing of demolition and construction
- 4.) Construction compounds
- 5.) Construction Environmental Management Plan
- 6.) No burning of materials
- 7.) Contamination and remediation
- 8.) Method of piling
- 9.) Archaeology
- 10.) Conservation and Heritage to include recording, repair methodology, maintenance plan and design coding
- 11.) Fuels and chemicals storage and disposal of materials
- 12.) Drainage and sewers
- 13.) Foul and surface water disposal
- 14.) Japanese Knotweed
- 15.) External lighting
- 16.) Noise management
- 17.) Mechanical installations
- 18.) Timing of works on site
- 19.) Number of aircraft movements
- 20.) Car parking management strategy
- 21.) Limiting Use Class A1 convenience floor space
- 22.) Controlling Use Class C2 units
- 23.) Ecological surveys and mitigation measures
- 24.) Energy strategy

- 25.) Access arrangements including pedestrian and cycling
- 26.) Car Parking including cycling
- 27.) Off site highway works
- 28.) Approved plans and floorspace



**TOWN HALL, HIGH STREET, GOSPORT,  
HANTS, PO12 1EB.**

DATE : 23/03/2012



**Land At HMS Daedalus**

If this map has been transmitted electronically, use the scale bar in preference to the written scale

## **GOSPORT BOROUGH COUNCIL – REGULATORY BOARD**

**29th March 2012**

### **ITEMS WITH RECOMMENDATIONS**

1. Copies of drawings and accompanying planning applications referred to in this schedule will be made available for inspection by Members from 5.00 pm immediately prior to the meeting. Unless otherwise advised, these plans will be displayed in the room in which the Regulatory Board is to be held.
2. The number of objections and representations indicated in the schedule are correct at the time the recommendations were formulated. Should any representations be made after this date, these will be notified to the Regulatory Board during the officer presentation.
3. Copies of all representations received from the public will be made available for inspection by Members in the same way as drawings will be made available, referred to in Note 1 above.
4. An index of planning applications within this schedule can be found overleaf, together with a summary of each recommendation.

**INDEX**

<u>Item</u>	<u>Page No</u>	<u>Appl. No.</u>	<u>Address</u>	<u>Recommendation</u>
01.	03-11	K18015	2 Shaftesbury Road Gosport Hampshire PO12 1RX	Grant Permission

**ITEM NUMBER: 01.**  
**APPLICATION NUMBER: K18015**  
**APPLICANT: Mr M Camp**  
**DATE REGISTERED: 03.11.2011**

**SUBDIVISION OF PROPERTY AND ERECTION OF SINGLE STOREY AND TWO STOREY EXTENSIONS TO PROVIDE 3NO. ONE BEDROOM AND 3NO. TWO BEDROOM FLATS (as amended by plans received 22.12.11 and amplified by e-mail received 22.12.11) (ADJACENT TO CONSERVATION AREA)**  
**2 Shaftesbury Road Gosport Hampshire PO12 1RX**

### ***The Site and the proposal***

The application site is a triangular shaped plot located at the corner of the junction between Shaftesbury Road and Stoke Road. The site is located within the Urban Area Boundary and adjacent to the Stoke Road Conservation Area and the Stoke Road District Shopping Centre. The site is within 500 metres of Walpole Park and Workhouse Lake and approximately 60 metres from the Jamaica Place South Public Car Park.

The application property is a two storey, hipped roof, four bedroom dwelling with a double bay window fronting Stoke Road. It has first floor windows in the northern, southern and eastern elevations. The property has a pebble dash render finish and slate roof. The property is sited on the western side of the plot, adjacent to an alleyway that links Stoke Road to South Street. The property has a subservient, two storey, hipped roof element on its rear elevation, together with a single storey addition, which together, extend the entire length of the plot. The property has an irregularly shaped rear garden measuring approximately 10 x 9 metres. The north eastern side of the garden, fronting Shaftesbury Road, is enclosed by a red brick wall. There are a set of double gates at the southern end of the wall which provide vehicular access to a dilapidated car port. There are double yellow lines on both sides of Shaftesbury Road.

To the north east of the site, and on the opposite side of Shaftesbury Road, is number 121-127 Stoke Road, a two storey, hipped roof property with single storey flat roof rear additions. The property is located within the Stoke Road Conservation Area. The ground floor of the property is currently used as a takeaway and charity shop with residential accommodation on the first floor. The land to the rear of 121-127 currently comprises an area of hardstanding, which is used for refuse storage and to service the commercial units fronting Stoke Road. Planning permission was recently granted under K17160/2 for the erection of a two storey building at the rear of numbers 121-127, comprising a ground floor studio apartment and 1no. one bedroom first floor flat. The approved drawings show the building to have a hipped roof, with 3no. ground floor and 4no. first floor sash windows fronting Shaftesbury Road and no on-site parking or on-site amenity space for prospective occupiers. Planning application K17160/2 was a revision to a previous planning application for the erection of a two storey building comprising 2no. flats which was allowed by the Planning Inspectorate, on appeal, in January 2007. In allowing the appeal, the Inspector considered the site to be a sustainable location, with good links to public transport and public services. He considered the provision of a high density development to be acceptable and characteristic of the area.

Immediately to the west of the application site and beyond the alleyway is the large expanse of the two storey, blank, side elevation of Waitrose supermarket. To the south of the site is number 4 Shaftesbury Road. Number 4 is the northernmost dwelling in a terrace of 10no. properties, sited towards the southern end of Shaftesbury Road, adjacent to the junction with South Street. This two storey property is orientated perpendicularly to the application site. It contains 2no. ground floor bay windows on its northern elevation. It has a two storey subservient element on the rear elevation with a single storey addition attached. The two storey aspect contains 1no. ground floor window and 1no. obscure glazed first floor window in the northern elevation facing onto the application site. There are also first floor windows in the western (rear) elevation facing towards Waitrose supermarket. There is a small area of hardstanding on the northern side of the property which provides sufficient space to park 1no. car. Access to the hardstanding is afforded via a dropped



kerb, which is positioned adjacent to the double gates at the application site. There is a car parking lay-by at the front of the terrace which provides sufficient space to park up to 12no. cars. Parking within the lay-by is restricted to permit holders between 8am – 6pm.

This proposal is for the erection of a two storey side extension and alterations to the existing property to create 3no. one bedroom and 3no. two bedroom flats.

The proposed two storey extension would be sited on the north eastern side of the property and would front Shaftesbury Road. The extension would have a subservient hipped roof set to a height of 7.4 metres. The ridge of the roof would be set approximately 0.65 metres below the ridge of the original roof. The extension would be approximately 8.5 metres long and 3.4 metres deep. At its closest point, the addition would be sited 7 metres from the northern elevation of number 4 Shaftesbury Road.

The north eastern elevation would contain 5no. ground floor windows (including 1no. false window), 2no. entrance doors and 7no. first floor windows. The windows would serve a combination of bedrooms and living areas. The doors would comprise four panels with an arched fanlight, set under a projecting flat roof canopy. The south eastern elevation of the addition, facing number 4 Shaftesbury Road, would contain 1no. recessed ground floor false window and 1no. first floor window. The first floor window would serve a stairwell and would be obscure glazed. There would be a single door adjacent to the false ground floor window, which would provide access to a first floor flat. As with the entrances in the north eastern elevation, the proposed door would be set under a flat roof canopy. The south western elevation, facing into the application site, would contain 3no. ground floor windows, a set of patio doors and 5no. first floor windows. 2no. of the first floor windows would serve bathrooms. The remaining 3no. windows would be secondary windows to kitchen/living areas. The plans show that the first floor windows would be obscure glazed and non-opening to a height of 1.7 metres above floor level.

It is proposed to demolish a small section of the existing single storey element on the western side of the site and square it off in order to provide a single storey addition measuring 6 x 6.7 metres. The existing lean-to roof would be replaced with a new hipped roof set to a height of 3.6 metres. The new roof would contain 2no. rooflights in the western elevation. A new window, serving a dressing room area, would be installed in the western elevation and an existing high level window in the same elevation would be replaced. In the eastern elevation, an existing window would be replaced with a set of patio doors and an existing ground floor window would be enlarged. 2no. new ground floor windows would be installed in the same elevation in order to provide light to a proposed bedroom and kitchen. 2no. existing first floor windows in the eastern elevation of the existing two storey rear addition would be replaced. The replacement windows would serve a bedroom and a hallway. An additional first floor window would also be installed in order to provide natural light to a kitchen. In order to ensure that each of the proposed flats had its own independent access, new doors are proposed in the northern and western elevations of the original property.

The proposed two storey side extension would be constructed, for the most part, from facing brick with a small rendered section adjacent to the original dwelling. The extension has been designed with a plinth detail, with feature brick courses between the ground and first floor, feature brick banding and dentil courses and stone cills and brick arches. The new roofs would be slate, with black gutters and round downpipes. The proposed windows would be constructed from timber, painted white and would have a traditional four paned, sash appearance. The plans show that the existing property would be smooth rendered and that the existing windows would be replaced with traditional sliding sash openings.

Prospective residents would have access to a communal garden positioned centrally within the site. A communal bicycle and refuse store would be provided in the south eastern corner of the site, adjacent to the shared boundary with number 4 Shaftesbury Road. The store would be constructed from a combination of brick and timber boarding and would contain 3no. sets of double doors. The store would measure 7.9 x 2.2 metres. The eastern side of the store, which would be used to accommodate bicycles, would be covered by a hipped roof of mineral felt slates, set to a height of

2.5 metres. Visitor bicycle parking facilities would be provided at the front of the existing property and adjacent to the south eastern elevation of the proposed two storey extension.

Parking at the site would comprise 2no. car parking spaces, positioned at the south eastern end of the site, replacing the existing car port, which is to be demolished. Access to the spaces would be afforded via an extended dropped kerb from Shaftesbury Road. The access would be sited adjacent to the vehicular access at number 4 Shaftesbury Road, over 30 metres from the junction with Stoke Road and approximately 10 metres from the junction with Jamaica Place.

The existing boundary wall on the south eastern side of the site is to be demolished and some small trees would be removed. The plans show the provision of replacement soft landscaping at both the front and rear of the site. It is proposed to plant trees at the southern end of the plot, adjacent to the shared boundary with number 4 Shaftesbury Road.

No on-site car parking was proposed under the originally submitted plans, however, amended plans have been submitted introducing 2no. car parking spaces. The provision of on-site parking required a slight revision to the siting of the proposed refuse/bicycle store.

The fenestration detail on the south eastern elevation was also revised to achieve a more balanced appearance to this flank wall. The originally submitted plans also showed the provision of additional windows in the western elevation, adjacent to the pedestrian alleyway. In the interests of security, the elevational detailing has been amended to include high level, obscure glazed windows only, with 2no. rooflights added to the western roofslope.

### ***Relevant Planning History***

K17160 - planning application at land to the rear of 121-127 Stoke Road for the erection of a two storey building containing 2no. flats and erection of replacement WC and extraction flue and new bin store - allowed on appeal 17.01.07

K17160/2 - planning application at land to the rear of 121-127 Stoke Road for the erection of a two storey block of 2no. flats with associated bin and cycle stores (Conservation Area) (amended application to K17160/1) - permitted 28.01.11

### ***Relevant Policies***

Planning Policy Statement 1: Delivering Sustainable Development

Planning Policy Statement 3: Housing

Gosport Borough Local Plan Review, 2006:

R/DP1

General Standards of Development within the Urban Area

R/DP3

Provision of Infrastructure, Services and Facilities

R/H4

Housing Densities

R/T4

Off-site Transport Infrastructure

R/T11

Access and Parking

R/OS8

Recreational Space for New Residential Developments

## **Consultations**

Local Highway Authority

Building Control

No objection. Access for the Fire Brigade is acceptable. There is a Southern Water foul and storm water drain in the adjacent alleyway. The windows to the inner rooms and first floor accommodation must be escape windows.

Local Highway Authority

No objection. This is an accessible location where a reduced car parking requirement can be justified, particularly as there are public car parks within walking distance of the site. The proposed bicycle parking facilities are acceptable. Transport contributions are required to account for the increase in multi modal trips to and from the site when compared to the existing arrangements.

Streetscene (Waste & Cleansing)

No objection. Adequate facilities are shown for the storage of refuse bins.

Streetscene (Parks & Horticulture)

No objection. There are no trees at the site that are worthy of formal protection.

Crime Prevention & Design

The proposal provides good natural surveillance. The use of high level rooflights along the western elevation instead of low level windows is noted which is beneficial.

## **Response to Public Advertisement**

6 letters of objection

Issues raised:-

- there is no need for additional flats, particularly given extant planning consent K17160/2
- the Design and Access Statement is misleading and uses subjective language to promote the supposed merits of the development
- problems with construction vehicles
- site notices should have been displayed more clearly
- questions the tenancy arrangements of the proposed flats
- the increased mass of population will be detrimental to the character of the area
- the appearance of the building is not compatible with the existing residential buildings in the locality
- questions the impact of the development on instances of crime within the alleyway to the west of the site
- the development will result in existing residents feeling 'closed in'
- the proposed development will be detrimental to residential amenity, particularly to the occupiers of number 4 Shaftesbury Road
- questions the control over the use of obscure glazing
- loss of privacy to the rear garden of number 4 Shaftesbury Road
- inadequate car parking is provided which will exacerbate existing parking problems in Shaftesbury Road and contribute to local traffic congestion
- the provision of additional flats will further add to congestion on the A32

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## **Principal Issues**

1. All planning applications must be considered on their own merits and in the light of relevant national and local planning policies. The submission of a Design and Access Statement is a statutory requirement for planning applications of this type. Notwithstanding this, planning applications are assessed on the basis of the submitted plans and a site visit to check accuracy and make a balanced planning judgement. A certain level of disturbance is inevitable during the construction period. If construction vehicles are blocking the public highway, however, the matter should be referred to the local police. The application has been advertised by the Local Planning Authority for public comment by way of site notices and letters to neighbouring properties. 2no. site notices were displayed for the statutory 21 day consultation period, immediately to the front of the application site (fronting Stoke Road) and on the eastern side of Shaftesbury Road (adjacent to Oddfellows House), where it was considered they would be readily visible to neighbouring occupiers and those persons most likely to be affected by the development. The future tenancy arrangements for the proposed flats is not a planning consideration. Hampshire Constabulary's Crime Prevention Office has not objected to the proposal. There is no reason to believe that the proposal would increase instances of crime in the adjacent alleyway. The windows in the western elevation are high level and will increase the natural surveillance of the alleyway. The site is located within the Urban Area where the principle of residential development is acceptable, provided that the details accord with the relevant National Planning Policies and the relevant policies of the Gosport Borough Local Plan Review. The main issues in this case, therefore, are the acceptability of the proposed development in terms of its design and density and the impact on the appearance of the streetscene, the character of the area, the visual amenity of the locality, the amenities of adjacent and prospective occupiers, the adequacy of access and vehicular parking arrangements and the provision for bicycle parking, refuse storage and collection, open space and highway infrastructure improvements.

2. Within Planning Policy Statement 3 (PPS3), the key objective is that Local Planning Authorities continue to make effective use of land by re-using that which has previously been developed. In revising PPS3 in 2010, the definition of 'Previously Developed Land' (PDL) was amended to exclude private residential gardens. Notwithstanding this, however, neither PPS3 nor the policies within the Gosport Borough Local Plan Review require all development to be on PDL. The key tests remain as to whether the proposal complies with national and local policy, the overall aim of which is to prevent harmful development in inappropriate locations, having regard to the merits of each individual case.

3. The application site is larger than adjacent plots. Although the proposed development will increase the overall built footprint at the site, the total area of land covered by buildings, when considered as a percentage of the overall site area, would be comparable to neighbouring plots, some of which have no on-site amenity space. Like other residential properties in the locality, the proposed building would have an active frontage with a road, thereby reflecting the established pattern of development in the area. The proposed development would provide residents with a useable area of amenity space which would be further supplemented by the nearby foreshore at Workhouse Lake and Walpole Park, both of which are within easy walking distance of the application site. The application site borders a District Shopping Centre and as such, prospective residents would be within easy walking distance of numerous local shops and services and a number of well serviced bus routes. The development would provide an acceptable living environment for prospective residents and the proposed layout is reflective of neighbouring sites, thereby preserving the character of the area. In considering application K17160/2, the Planning Inspector noted that high density development was a characteristic feature of the area. The provision of a higher density development is, therefore, considered to be acceptable in this location.

4. The hipped roof of the proposed two storey addition not only reduces the overall mass of the extension, and thereby its prominence in the streetscene, but it also reflects the roof form of numerous other buildings in the locality. The roof of the extension will be lower than the main ridge, further reducing the mass, thereby helping to ensure the development does not create an over prominent or incongruous feature in the streetscene. The use of brick and render, together with projecting roof canopies, stone cills, brick arches, feature brick courses, banding and dentil courses

will add an appropriate level of articulation to the publicly visible elevations. The provision of white timber sash windows and timber panel doors is reflective of the traditional built form in the locality and will enhance the overall appearance of the development. The size and positioning of the windows and doors has been carefully considered so as to achieve an appropriate architectural rhythm to the north eastern elevation resulting in a visually unobtrusive development that sits comfortably within the overall context of Shaftesbury Road and the adjacent Stoke Road. The development will not appear oppressive when viewed from the adjacent public highway and once implemented will not result in an unacceptable feeling of enclosure for users of Shaftesbury Road, even if planning permission K17160/2 were implemented. Contrarily, the proposal will help to define the northern end of Shaftesbury Road while the introduction of windows and doors to the north eastern elevation will help to establish an active frontage with the road, thereby contributing to the vibrancy and character of this important corner plot. The erection of the two storey extension will also help to restrict views of the bland and featureless mass of the adjacent Waitrose building.

5. The fenestration of the south eastern elevation of the two storey extension has been well considered to ensure that this part of the proposal does not appear stark or discordant when approaching from the southern end of Shaftesbury Road. The new hipped roof and minor alterations to the existing extensions on the rear elevation will improve the appearance of the original property and will enhance the visual amenity of the locality, particularly when viewed from the alleyway on the western side of the site. The provision of smooth rendering to the original dwelling and the provision of new and replacement sash windows will also help to enhance the overall appearance of the development. The wall on the north eastern side of the site does not make a positive contribution to the character and appearance of the locality and its removal is, therefore, acceptable. The proposed refuse/bicycle store is of minimal dimensions and will be set back from the road. It will be constructed from a combination of brick and timber boarding and will not detract from the appearance of the locality. The Council's Landscape Officer has confirmed that there are no trees on the site that are worthy of formal protection or retention. Notwithstanding this, the provision of new trees, together with a soft landscaping strip along the frontage of the two storey extension will make a significant positive contribution to the appearance of the development. In the interests of achieving a high quality development that makes a positive contribution to the appearance of the streetscene and to ensure that an appropriate level of articulation is achieved to the most publicly visible elevations (ie, setting the windows and doors back within the brick reveal), it is proposed to attach a condition requiring the submission and approval of details of the proposed windows and doors. Subject to the above condition, and a condition controlling the proposed external facing materials, the proposed development will not harm the appearance of the streetscene, the character of the area, the visual amenity of the locality and will preserve the character and appearance of the adjacent Conservation Area.

6. In light of the above, the proposed development, by reason of its appropriate design, height, width, overall massing, siting, layout and elevational detailing is acceptable. The development is not considered to represent an overdevelopment of the plot and is acceptable within the context of PPS3 and Policies R/DP1 and R/H4 of the Gosport Borough Local Plan Review.

7. The proposed two storey extension will have a subservient hipped roof which will reduce its overall mass. In light of this, the orientation of the dwellings and the siting of the development relative to number 4 Shaftesbury Road, it is not considered that the proposal will appear oppressive or overbearing for adjacent residents, or have an unacceptable impact on residential amenity in terms of loss of light or outlook. The first floor window in the south eastern elevation of the two storey extension will serve a stairwell and it will not, therefore, result in an unacceptable level of mutual overlooking between adjacent properties. The windows in the south western elevation of the proposed two storey addition are orientated at an angle to number 4 Shaftesbury Road and will not, therefore, permit direct overlooking of any of the windows in the northern elevation of this property or the most private areas of the garden. The provision of trees on the southern boundary will further reduce the likelihood of overlooking. Notwithstanding this, given the position of the existing first floor windows at the application property and the existing windows in the rear elevation of the terrace to the south, it is not considered that the development will increase the propensity to overlook any adjacent properties over and above the existing arrangements, including prospective occupiers of extant planning permission K17160/2. A condition is proposed that will require the submission of

details relating to the number, type and species of the proposed trees on the southern boundary, which will ensure the planting is appropriate to its residential location and will preserve the residential amenity of neighbouring occupiers. The proposed car parking spaces and bicycle/refuse store will replace the existing car port, which could already be used for vehicular parking and the storage of bicycles and refuse bins and will be positioned behind an existing brick wall. It is not, therefore, considered that the use of these facilities by 3no. one bedroom and 3no. two bedroom flats will result in an unacceptable level of disturbance to adjacent occupiers. Whilst it is acknowledged that the proposed development may result in a more intensive use of the existing rear garden, the level of activity associated with 3no. one bedroom and 3no. two bedroom flats is unlikely to be excessive or result in harmful disturbance to adjacent occupiers, particularly as the site is located adjacent to a District Centre. Under the circumstances, it is not considered that the proposed development will harm the amenity of neighbouring occupiers, in compliance with Policy R/DP1 of the Gosport Borough Local Plan Review.

8. At 4.5 metres, the width of the proposed entrance is sufficient to provide safe and convenient entry and egress to the proposed parking spaces. The siting of the access is such that it will not compromise the continued safe use of the adjacent junctions. Vehicles exiting the site will be doing so at low speed and the proposed access arrangements will not, therefore, harm the safe use of the vehicular access to number 4 Shaftesbury Road. The proposed two storey addition will be set back from the road frontage and as the existing boundary wall on the north eastern side of the site is to be removed, there will be adequate intervisibility between vehicles exiting the site and all other users of the public highway. According to census information, car ownership within the Town ward averages 0.73 cars per household, the lowest in the Borough. The application site is adjacent to a District Centre and the Planning Inspector considered the development site on the opposite side of the road to constitute a sustainable location. The site is located within 60 metres of a public car park and has good links to local shops and facilities and well serviced public transport links. It is only a short walk from Gosport Town Centre, with its links to Portsmouth Harbour and its associated links to higher order services. Adequate facilities are shown for long stay and visitor bicycle parking and this will promote sustainable travel alternatives to the private motor vehicle, in line with the aims and objectives of Planning Policy Statement 1 (PPS1). Adequate facilities are also shown for the storage of refuse bins. It is proposed to control the implementation and subsequent retention of the bicycle and refuse store by condition. Parking restrictions apply along the length of Shaftesbury Road and this will prevent inappropriate on street parking which could be detrimental to highway/pedestrian safety. 2no. car parking spaces is, therefore, considered an appropriate provision within this accessible location. The plans show that there is adequate space at the side and rear of the car parking spaces to ensure the proposed bicycle and refuse store can be accessed safely, conveniently and independently, even when both spaces are in use. It is unlikely that the proposal will significantly alter local traffic conditions, contribute to traffic congestion or result in harmful overspill parking in the local road network to the detriment of highway safety or local amenity. Subject to the above condition and a condition to control the implementation and retention of the proposed car parking area spaces, the proposed development is acceptable and complies with Planning Policy Statement 1 (PPS1) and Policy R/T11 of the Gosport Borough Local Plan Review.

9. The applicant has confirmed a willingness to enter a planning obligation under Section 106 relating to the payment of a commuted sum towards the provision and/ or improvement of outdoor playing space and/or transport and highway improvements, in accordance with Policies R/OS8, R/DP3 and R/T4 of the Gosport Borough Local Plan Review. Without this obligation the proposal would be unacceptable in this respect.

### **RECOMMENDATION: Grant Permission**

Subject to Section 106 agreement relating to

1. The payment of a commuted sum towards the provision and/or improvement of outdoor playing space.
2. The payment of a commuted sum towards transport infrastructure, services and facilities.

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**Reason(s) for granting permission:**

1. The proposed development is acceptable in land use terms. It has an acceptable design and layout and will not harm the appearance of the streetscene, the character or visual amenity of the locality, the amenities of existing or prospective occupiers, local traffic conditions or highway and pedestrian safety. The site has good links to public transport and the development will provide an acceptable living environment for prospective occupiers. Appropriate provisions have been made for access, vehicular and bicycle parking, refuse storage and collection, open space and highway and infrastructure improvements. The development, therefore, complies with Planning Policy Statement 1 (PPS1) and Planning Policy Statement 3 (PPS3) and Policies R/DP1, R/DP3, R/H4, R/T4, R/T11 and R/OS8 of the Gosport Borough Local Plan Review.

**Subject to the following condition(s):-**

1. The development hereby permitted must be begun within a period of three years beginning with the date on which this permission is granted.

Reason - To comply with Section 91 of the Town and Country Planning Act, 1990 (as amended).

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

1553 L01, 1553/01d, 1553/02b, 1553/03c, 1553/04e, 1553/05d, 1553/06d, 1553/07d, 1553/08a and 1553/09a

Reason - To ensure that the development is completed satisfactorily in all respects and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.

3. No development above slab level shall take place until samples of all external facing and roofing materials, including to the bin and refuse store, have been submitted to and approved, in writing, by the Local Planning Authority and the development shall thereafter be constructed in accordance with the approved details.

Reason - To ensure that the external appearance of the buildings is satisfactory, and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.

4. No development above slab level shall take place until full details of the hard landscaping works have been submitted to and approved, in writing, by the Local Planning Authority. These details shall include details of any external lighting and shall be provided before the development is first occupied and thereafter retained.

Reason - In the interests of amenity, the appearance of the locality and highway and pedestrian safety and to comply with Policies R/DP1 and R/T11 of the Gosport Borough Local Plan Review.

5. No development above slab level shall take place until full details of the soft landscaping works have been submitted to and approved, in writing, by the Local Planning Authority. These details should include planting plans, written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants noting species, plant sizes, the proposed number/densities and an implementation programme.

Reason - In the interests of amenity and the appearance of the locality, and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.

6. The landscaping scheme approved pursuant to condition 5 shall be completed within six months from the completion of the building, and any trees or plants which die are removed or become seriously damaged or diseased during the first five years, shall be replaced with others of identical species (or as may otherwise be agreed in writing with the Local Planning Authority) during the next planting season.

Reason - In the interests of amenity and the appearance of the locality, and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.

7. Details of all new windows and doors, including horizontal and vertical sections at a scale of 1:5 and elevations at a scale of 1:10 shall be submitted to and approved, in writing, by the Local Planning Authority before work related to that part of the development is commenced. The development shall thereafter be implemented in accordance with the approved details.

Reason - Such details have yet to be submitted and to protect the amenities of the area, and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.

8. The development hereby permitted shall not be first occupied until the area shown on approved plan 1553/01d for the parking of vehicles has been made available, surfaced and marked out in accordance with details submitted to and approved, in writing, by the Local Planning Authority and these areas shall be retained for that purpose at all times.

Reason - In the interests of highway safety and to ensure adequate car parking is provided and retained, and to comply with Policy R/T11 of the Gosport Borough Local Plan Review.

9. The approved bicycle parking facilities shown on plans 1553/08a and 1553/01d shall be provided before the building hereby permitted is first occupied and thereafter retained.

Reason - To ensure adequate bicycle parking facilities are provided and to comply with Policy R/T11 of the Gosport Borough Local Plan Review.

10. The approved refuse storage facilities shown on plans 1553/08a and 1553/01d shall be provided before the building hereby permitted is first occupied and thereafter retained.

Reason - To ensure adequate refuse storage facilities are provided and to comply with Policy R/DP1 of the Gosport Borough Local Plan Review.