

P/16/0661/D3

FAREHAM BOROUGH COUNCIL

STUBBINGTON

AGENT: BOYLE AND SUMMERS
LTD

DEVELOPMENT OF SIX NEW TERRACED AIRCRAFT HANGARS WITH ASSOCIATED CAR PARKING AND LANDSCAPING, FOR BUSINESS / LIGHT INDUSTRY USE. THE BUILDING WILL PREDOMINANTLY BE USED FOR AIRCRAFT STORAGE, MAINTENANCE AND REPAIR. THE DEVELOPMENT INCLUDES A NEW ACCESS ROAD TAKEN FROM THE HAMMERHEAD OF THE RECENTLY CONSTRUCTED ACCESS ROAD, SPITFIRE WAY.

LAND OFF SPITFIRE WAY DAEDALUS EAST FAREHAM

Report By

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Introduction

This application is presented to the planning committee given that the proposal is a major application made by the Council on Council owned land. The application is made in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992. The Regulations set out that "...an application for planning permission by an interested planning authority to develop any land of that authority...shall be determined by that authority".

Site Description

The application site is, excluding the road access, broadly rectangular in shape. The site is located at the end of the newly constructed Hangars East road infrastructure off the turning head of the southern most of the two roads, now known as Spitfire Way. The site is on the airside part of the Daedalus airfield and is primarily laid to grass between the disused second runway (17/35) and a taxiway on its eastern side.

Description of Proposal

The application seeks full planning permission for a terrace of six new hangars. The hangars would be serviced from an extension to Spitfire Way off the western end of the road, crossing the existing taxiway and onto the grassed area on the east side of the second runway. This second runway is now only used as a taxiway. The new hangars are to be sited on the western side of the application site with the airside access essentially onto the second runway, which is to be retained for aircraft parking and as a taxiway to the main active runway. To the rear of the hangars will be the extended Spitfire Way providing non-airside access with parking and landside hangar access.

The Hangars are designed as a terrace of six each measuring 18m x 35m in footprint with an eaves height of 7m (to allow a for a minimum six metre door clearance). The airside doors would have a clear opening of 20m. Each hangar is to have a curved roof measuring 9.2m in maximum height.

The terrace of hangars are to be finished in a profiled aluminium cladding system with colour grading from lighter to darker along the length of the terrace from south to north. On the east side (land side) of the terrace the application includes an area for corporate signage.

Policies

The following guidance and policies apply to this application:

National Planning Policy Framework (NPPF)
Planning Practice Guidance (PPG)

Approved Fareham Borough Core Strategy

CS1 - Employment Provision
CS5 - Transport Strategy and Infrastructure
CS6 - The Development Strategy
CS11 - Development in Portchester, Stubbington and Hill Head
CS12 - Daedalus Airfield Strategic Development Allocation
CS14 - Development Outside Settlements
CS15 - Sustainable Development and Climate Change
CS16 - Natural Resources and Renewable Energy
CS17 - High Quality Design

Development Sites and Policies

DSP1 - Sustainable Development
DSP2 - Environmental Impact
DSP3 - Impact on living conditions
DSP9 - Economic Development Outside of the Defined Urban Settlement Boundaries

Relevant Planning History

The following planning history is relevant:

<u>P/11/0436/OA</u>	USE OF AIRFIELD FOR EMPLOYMENT BASED DEVELOPMENT (UP TO 50202 SQ.M OF FLOOR SPACE) IN NEW AND EXISTING BUILDINGS (USE CLASSES B1, B2 & B8) WITH INCREMENTAL DEMOLITION TOGETHER WITH CLUBHOUSE (CLASS D2) VEHICLE ACCESS, ALLOTMENTS, OPEN SPACE AND LANDSCAPING.
	APPROVE 20/12/2013
<u>P/13/1122/PA</u>	PROPOSED DEMOLITION OF BUILDINGS (INCLUDING HANGARS A THROUGH TO O INCLUDING ALL FREESTANDING PROPERTIES AND THE MARTSU BUILDING)
	PRIOR APPR NOT 10/02/2014 REQRD
<u>P/14/0221/FP</u>	PLANNING APPLICATION FOR ERECTION OF TWO TERRACES OF HANGARS WITHIN CLASS B2 AND CLASS B8, TOILET BLOCK, CAR PARKING AND ASSOCIATED WORKS
	APPROVE 04/07/2014

Representations

None

Consultations

INTERNAL CONSULTATIONS:

Environmental Health (Contamination): No objection subject to conditions

Highways: No objection subject to only ancillary office space being provided provided for each unit and no more than 50% of the total floor area should be given over to B1(b) uses.

Daedalus Airport Manager: Comment - I am content with the closure of runway 17/35 for future development

Planning Considerations - Key Issues

The key issues for consideration in the determination of this application are:

- Principle for development
- Landscape and Strategic gap
- Quality of Design
- Runway 17/35
- Effect on Residential Properties
- Highways and traffic
- Other matters
- The Planning Balance

THE PRINCIPLE OF DEVELOPMENT:

The current application sets out that the proposed terrace of six hangars will "...result in a consolidation of existing floor space by grouping hangars in a defined area of the airfield". Four of the six hangars are to be occupied by existing airfield tenants being relocated from the older hangars to be removed. One is likely to be used solely for aircraft storage. The final hangar's use is yet to be determined but could be used by a new airfield occupant and depending on the use, could employ up to ten people.

The application site is upon land subject to Policy CS12 (Daedalus Airfield Strategic Development Allocation) of the adopted Core Strategy. Whilst within the Daedalus Airfield, the site is outside of the employment allocation at Hangars East as shown on the Proposals Map. The site is therefore subject to the requirements of CS14 (Development Outside Settlements). The whole of the Daedalus Airfield is located within a Strategic Gap to which policy CS22 applies.

One of the key aims of policy CS12 is that development should not "...adversely affect the existing or future potential aviation operation of the airfield". In addition development is encouraged "that retains and strengthens the marine and aviation employment clusters, particularly those that require direct access to an operational airfield. Policy CS12 further sets out that the delivery of high quality development will include the "...reorganisation and consolidation of existing and new floorspace, including the phased removal of some existing built structures to create an efficient arrangement of buildings and associated activities sympathetic to the landscape and strategic gap whilst having regard to the specific space and operational requirements of aviation related employment uses".

Members will be aware that in its capacity as a landowner this Council has adopted a Vision

and Outline Strategy for Daedalus. The Vision and Outline Strategy is not part of the Council's adopted development plan nor an adopted planning document. It does however set out how the broader development of Daedalus could be brought forward. The Vision document suggests the extension of Daedalus East to accommodate the area occupied currently by runway 17/35. The activity envisaged within Daedalus East includes an aviation cluster, comprising small/medium sized hangarage for general aviation and commercial aviation businesses to locate.

In the opinion of Officers the proposal fulfils the strategic aims of Policy CS12 as it delivers development which is entirely appropriate for this airfield and strategic employment location.

Whilst within the 'umbrella' of Policy CS12, the site itself is outside (albeit immediately adjoining) the employment allocation at Daedalus. The supporting statement submitted with the application details that the proposal is inline with policy CS14 in so far as the proposal does not have an adverse impact upon the existing character of the coast or countryside. The application does not make the case that this is required infrastructure and it is clearly not agriculture or forestry development.

The application details that this particular site was selected in order to achieve an improved division between the airside and non-airside activities at the site. The application details four options for the hangars which were considered by the applicant. The options were restricted to sites which provided suitable taxiway and apron access. These requirements would be difficult to achieve within the existing employment allocations given the proposed laying out of serviced plots.

Furthermore, the hangars proposed will have a not insubstantial land take and to provide this type of structure within the allocated employment zones would result in the reduction of space available for the delivery of employment as envisaged by policy CS12 and the outline permission P/11/0436/OA. As well as the land take for the hangars, the proposal would generate a far less intensive level of activity than perhaps the units within the employment areas would such that the two types of use have purposefully been kept separate by the applicant. Whilst separate, the buildings are proposed adjacent to the Daedalus East employment area and will read as an extension to the cluster of buildings at Daedalus East.

In the opinion of Officers the erection of the hangars and associated infrastructure outside the defined employment allocation are arguably contrary to the objectives of Policy CS14. Any breach of this policy needs to be 'weighed up' against the positive benefits arising from the proposal. Officers have judged that the development is entirely appropriate at the site, and the applicant has explained why a site has been chosen outside, albeit immediately adjacent, the employment allocation. This choice of site has been chosen for both operational reasons and to ensure that the employment generating opportunities within the allocated areas are not prejudiced.

Having carefully balanced these issues, Officers consider that the benefits arising from siting the hangars in this location, outweigh any harm which may be caused to policy CS14. The issues relating to the visual and physical effects on the strategic gap are explored in the next section.

LANDSCAPE AND STRATEGIC GAP:

The Daedalus landscape is that of an active airfield and growing employment site. Whilst within the "countryside" for the purposes of policy CS14, the site is heavily influenced by its

military history and as such the airfield does not form a tract of undeveloped countryside in the same way that other parts of the Strategic Gap do. It already contains sporadic built development and has a distinct character of its own. The proposed site is directly adjacent to the allocated Hangars East employment area and the outline planning permission has established that some buildings of substantial size could be accommodated adjacent to the application site.

The open areas between the runways are the greatest contributors to the Strategic Gap and the sense of openness at Daedalus. The proposal, whilst sitting adjacent to the second runway, does not stray into the open space between the runways. Furthermore, on the basis that there will be the removal of some of the old hangars around the airfield and a consolidated area of hangar space adjacent to the evolving employment area, the proposal is not considered to result in harm to the landscape which is already heavily influenced by the nature of the activities on the site and the urban influences from the settlements around the airfield.

Strategic Gaps are established planning tools designed, primarily, to define and maintain the separate identity of settlements. Policy CS22 states that:

"Land within a Strategic Gap will be treated as countryside. Development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements."

The gap designation is not a countryside protection or landscape designation, its primary purpose is to maintain the 'separate identity' of settlements and to prevent their individual character and sense of place.

Existing development within the airfield blurs the settlement edges of Stubbington and Lee-on-the-Solent, meaning that there is not a strong boundary between the settlement and the Strategic Gap in most instances. As described above, the open areas between the runways are the greatest contributors to the Strategic Gap. Whilst the proposed hangars may physically reduce the area of the gap it does not visually diminish the gap due to its siting adjacent to the hangars east employment area and the limited public views of the site. The proposed hangars are not considered to result in a form of development that would cause the coalescence of settlements which would affect the integrity of the gap. As such the proposal is considered acceptable under the terms of policy CS22.

QUALITY OF DESIGN:

Policy CS17 seeks to secure high quality design that responds positively to the key characteristics of the area being respectful of landscape, scale, form and spaciousness. In this case the architecture of the hangars is simple and functional. The barreled roof design reflects the curved roof form of many of the older hangars on the airfield and the roof of the MCA building. The palette of materials will also be simple with the composite paneling proposed to reflect the materials used already in developments on Hangars East. The Design and access statement submitted in support of the application sets out that "The arrangement of the coloured profiled aluminum panels clearly defines each individual hangar but allows the building to be read as one. The elevational treatment creates visual interest and reflects the high quality of the aircrafts in holds. The undulating roof form helps express the linearity of the building, while clearly defining each individual unit". The proposed design solution is considered to be acceptable on the airfield at Daedalus.

RUNWAY 17/35:

Condition 11 of the outline planning permission for Daedalus (P/11/0436/OA) sets out the following:

11) The two existing aircraft runways at the site (05/23 & 17/35) shall be retained at all times

and shall not be removed or built upon unless this has first been agreed in writing with the Local Planning Authority following the submission of an appropriate planning application.

REASON: To ensure that the site retains the essential features to retain and strengthen the aviation employment clusters in accordance with Policy CS12 of the Fareham Borough Core Strategy.

This application will effectively result in the second runway (17/35) no longer be capable of use as a runway. The runway is currently not actively used as a runway. It is more commonly used as a taxiway to access the main runway (05/23).

The application submits that the proposal will result in the permanent closure of the runway 17/35. The application sets out that there are no clear operational reasons why the runway should remain open. In certain wind conditions some aircraft are unable to use the main runway. However the application details that the number of days in a year when this happens is insufficient to justify the maintenance costs in keeping the runway open. Furthermore, only the northern section of the runway can be seen from the control tower with the southern section being obscured by the MCA complex.

Whilst not an adopted planning document, the Council has consulted (in 2015) on the "vision" for Daedalus. This document clearly refers to the provision of new modular hangars early on in the Council's ownership of the site and the area identified as "Hangars East" for further growth and development includes the runway 17/35.

It is clear from the Airport Website that the airfield is operating with only the one main runway. There is information for visitors to the airport about the fact that runway 17/35 is now referred to as the Echo Taxiway along with technical operating instructions for the use of the former runway. There is no policy requirement in CS12 which requires the retention of both runways at Daedalus and the airport manager has confirmed he is content with the runway closure. Given the relative infrequency with which 17/35 is used and the safety issues of not being wholly visible from the control tower the permanent closure of the runway 17/35 is accepted.

EFFECT UPON RESIDENTIAL PROPERTIES:

The location of the proposed hangars are to the eastern side of the airfield such that there is a significant distance between the hangars and the nearest residential dwellings. Even if maintenance of aircraft is undertaken or a B2 (General Industry) use takes place, it is unlikely to give rise to significant effects to surrounding residential properties.

HIGHWAYS AND TRAFFIC:

The application is supported with a transport assessment. As set out above, four of the six hangars are to accommodate existing airport users such that there is no likely change in existing highway access to the site from these users.

The fifth hangar is likely to be used for the storage of aircraft. This, the application submits, is likely to result in some limited off peak traffic, especially at the weekends when leisure flights take place.

The sixth hangar would potentially be for a new occupant at Daedalus in a mixed use unit including B1 and B8. The application has shown that when taking all six hangars into account there would be a likely 11 extra car movements in the AM peak (eight into the site and three out) and nine in the PM Peak (two in and seven out).

The Transport Statement sets out that the application sets out that there is ample capacity at the Broom Way/Spitfire Way junction to accommodate the development. There is no highway objection to the proposal.

OTHER MATTERS:

The application is accompanied by a Written Scheme of Archaeological Investigation prepared by Wessex Archaeology. This sets out that the development will be monitored during the development for any significant archaeology and any finds recorded. This can be secured by planning condition.

The applicant has undertaken to provide a ground conditions report. This sets out that there is no likely significant contaminated land, however the water table is high and the geology does not favour infiltration methods of drainage. Surface water, therefore, should be appropriately managed. The application sets out that the attenuation tank associated with the Spitfire Way construction will service the development, however this is on slightly higher ground than the site and some distance away such that a detailed drainage strategy will be necessary and can be secured by planning condition.

The applicant has undertaken a non-intrusive and an intrusive survey considering Unexploded Ordnance (UXO). The intrusive survey investigated any anomalies identified in the non-intrusive survey. No UXO was encountered in either survey.

A walk over radiation survey accompanies the application. This recommends that part of the site should be the subject of a further controlled investigation and samples taken for assessment. This additional work can be secured by planning condition along with any necessary mitigation factors.

THE PLANNING BALANCE:

Despite being new development in the countryside in conflict with policy CS14, the applicant makes the case that the tests in policy CS12 are met. It is considered that given the proposed demolition of the older, outdated hangars on the airfield and the siting of the proposed terrace, just outside of the Daedalus East employment area, that the proposed development would not cause unacceptable harm to the openness of the airfield or to the general aviation interests at Daedalus. In addition the fact that the hangars will not take up the area of the site specifically identified for employment generating uses weighs in favour of the scheme. The proposed hangars would help achieve the objectives for strengthening the airport function at Daedalus as required by policy CS12. To further strengthen this conclusion paragraph 31 of the NPPF advises that Local Authorities should, working with other stakeholders, develop strategies for the provision of viable infrastructure necessary to support sustainable development including the growth of airports. Appropriate hangarage will inevitably assist in this growth. As such when weighed in the balance the proposal is

considered acceptable by Officers subject to conditions.

Recommendation

PERMISSION subject to conditions:

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

Reason: To comply with the procedures set out in the Town and Country Planning (Development Management Procedure) Order 2010 and Section 92 of the Town and Country Planning Act 1990.

2) The development is to be carried out in accordance with the finally amended and approved plans as follows:

- 16034-P01 Proposed Site Location Plan
- 16034-P02 Proposed Site Layout Plan
- 16034-P03 Ground Floor - GA Plan
- 16034-P04 Roof Plan
- 16034-P05 East Elevation
- 16034-P06 West Elevation
- 16034-P07 North & South Elevations

Reason: In the interests of an appropriate and comprehensive development in accordance with Policy CS12 of the Adopted Fareham Borough Core Strategy.

3) No development shall take place until a construction method statement has been submitted to and approved in writing by the Local Planning Authority. The method statement shall provide for:

- parking for site vehicles and contractors;
- the management and coordination of deliveries of plant and materials and the disposing of waste resulting from demolition and or construction activities so as to avoid undue interference with the operation of the public highway, particularly during the Monday to Friday AM peak (08.00 to 09.00) and PM peak (16.30 to 18.00) periods.
- areas for loading and unloading;
- areas for the storage of plant and materials;
- security hoarding position and any public viewing platforms (if necessary);
- site office location;
- construction lighting details;
- wheel washing facilities;
- dust and dirt control measures;
- a scheme for the recycling of construction waste; and
- vegetation clearance details

The development shall be carried out in accordance with the approved details.

Reason: To ensure that the construction period does not have a detrimental impact upon the environment or highway safety in accordance with Policies CS5, CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

4) No development shall take place until further radiological investigation of the three areas identified in section 4 of Radman Associates "Daedalus Airfield, Non-Intrusive Radiological Survey Report" Baqus/DAJJM RP1 - 29 February 2016 has been undertaken and the results submitted to and approved in writing by the Local Planning Authority. This investigation should be an intrusive trial pit investigation, results should be assessed to establish any risks to human health. Where required, a detailed remedial method statement shall be submitted to and agreed in writing by the Local Planning Authority before

development starts on site. Prior to the first occupation of the proposed building the remediation measures shall be fully implemented and evidence (including drawings as built and photographs as necessary) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development is constructed and operates in a safe manner in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

5) Details of all external materials to be used in the construction of the building hereby permitted shall be submitted to and approved by the local planning authority in writing prior to their installation on the building. The development shall be carried out in accordance with the approved details.

Reason: To secure the satisfactory appearance of the development in accordance with Policy CS17 of the Adopted Fareham Borough Core Strategy.

6) Details of the proposed means of foul and surface water sewerage disposal shall be submitted to and approved in writing by the Local Planning Authority prior to installation. The development shall be carried out in accordance with the approved details.

Reason: To ensure the development is constructed and operates in a sustainable manner in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

7) Details of any external lighting, including location, design and luminance levels shall be submitted to and approved in writing by the Local Planning Authority prior to installation. The installation of any lighting shall take place in accordance with these approved details.

Reason: In the interest of the local amenities in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

8) The building shall not be occupied until space has been laid out and provided for the parking and manoeuvring of vehicles in accordance with the approved plan. The parking and manoeuvring areas shall thereafter be retained for such purposes at all times.

Reason: In the interests of highway safety in accordance with Policy CS5 of the Adopted Fareham Borough Core Strategy.

9) The building hereby approved shall not be brought into use until there is a direct connection from it, less the final carriageway and footway surfacing, to an existing highway. The final carriageway and footway surfacing shall be commenced within three months and completed within six months from the date upon which first occupation is commenced of the building for which permission is hereby granted. The roads and footways shall be laid out and made up in accordance with the approved specification, programme and details.

REASON: To ensure that the roads and footways are constructed in a satisfactory manner; in accordance with Policy CS17 of the Adopted Fareham Borough Core Strategy.

10) Development shall be carried out in accordance with the recommendations of sections 6.8 (Discovery Strategy) and 6.9 (Importation of Materials) of the Ashdown Site Investigation Ltd "Combined Geotechnical and Ground Contamination Risk Assessment", Report No. R16-11515 - August 2016 submitted in support of the application.

Reason: To ensure the development is constructed and operates in a safe manner in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

11) Should contamination be encountered during works that has not been investigated or

considered previously, all work should cease and an investigation, risk assessment and a detailed remedial method statement shall be submitted to and agreed in writing by the Local Planning Authority before works recommence. The remediation shall be fully implemented in accordance with the approved details. A report verifying that the remedial actions have been implemented in accordance with the agreed remedial method statement(s) and including soil analysis results, groundwater analysis results, photographic evidence and drawings/ plans where appropriate shall be submitted to the Local Planning Authority prior to the first occupation of the building.

Reason: To ensure the development is constructed and operates in a safe manner in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

12) Prior to the first occupation of the building hereby permitted a Ordnance Clearance Certificate shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development is constructed and operates in a safe manner in accordance with Policies CS12, CS14 and CS17 of the Adopted Fareham Borough Core Strategy.

13) The development shall be undertaken in accordance with chapter 4 of the "Written Scheme of Investigation for Archaeological Watching Brief" prepared by Wessex Archaeology (ref: 89356.01) submitted in support of the application.

Reason: To ensure that the construction period does not have a detrimental impact upon the historic environment.

Background Papers

See "relevant planning history" section above.

