

P/16/1231/D3

FAREHAM BOROUGH COUNCIL

STUBBINGTON

AGENT: BOYLE AND SUMMERS
LTD

A TERRACE OF TWO HANGARS (1252SQ.M GEA) AND A TERRACE OF THREE HANGARS (1871SQ.M GEA) FOR THE PURPOSE OF PARKING AND STORAGE OF LIGHT AIRCRAFT (B8 USE CLASS), AND A COMMUNAL FACILITIES BUILDING (137SQ.M GEA) FOR THE USERS OF THE GENERAL AVIATION HANGARS WITH ASSOCIATED CAR PARKING.

LAND OFF VULCAN 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 on the road now known as Vulcan Way. The site is on the airside part of the Daedalus airfield and is primarily laid to grass.

Description of Proposal

The application seeks full planning permission for five general aviation hangars with an associated amenities hub building and car parking.

The hangars would comprise 2 rows of hangars running east to west. The hangar buildings would face each other creating a central courtyard. The majority of the courtyard would be grassed with aprons space and a taxiway providing aircraft access to the hangars around the edge. The amenities hub building would be positioned to the east of the courtyard together with an area for external storage. The proposed 39 car parking spaces would be positioned to the south east of the courtyard, with access directly off Vulcan Way.

Each hangar would be 30m wide and 20m deep with a shallow pitched roof. The ridge height would be 7.7m with an eaves height of 6m. The hangers would be composed of a grey profiled aluminium with illuminated numbers on the front. The amenities hub building would be composed of dark grey corrugated metal cladding and dark grey facing bricks. The perimeter of the site would be bound by a security fence.

Policies

The following Policies and Guidance 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/16/0661/D3</u>	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.
	APPROVE 13/10/2016
<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/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

Representations

None received

Consultations

EXTERNAL CONSULTEES:

Hampshire County Council (Archaeology) - The Written Scheme of Investigation submitted with the application sets out the terms for archaeological monitoring to be carried out during ground works. All findings should be recorded and reported to the LPA.

Hampshire County Council (Highways) - No objection

Gosport Borough Council - No objection

INTERNAL CONSULTEES:

Ecology - The information submitted confirms that the site does not support reptiles, badgers, bats or great crested newts, however it does provide habitat for skylark which are a protected species. A bird mitigation strategy should be secured via condition to ensure that birds, active nests and eggs are not impacted during construction, habitat features suitable for skylark are incorporated into the site and grassland is managed so as to maintain functional habitat for breeding skylark. Further measures to increase biodiversity of the wider site should also be secured by condition.

Highways - No objection

Environmental Health (Contamination) - Comments awaited

Planning Considerations - Key Issues

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

- Principle of Development
- Landscape and Strategic gap
- Quality of Design
- Effect on Residential Properties
- Highways and Traffic
- Other Matters
- The Planning Balance

Principle of Development:

The application site is within land subject to Policy CS12 (Daedalus Airfield Strategic Development allocation) of the adopted Core Strategy. Whilst within the Daedalus Airfield, the site is in the majority 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.

The application site for the proposed hangars is, in part, covered by the outline planning permission (P/11/0436/OA) for B2/B8 uses.

The proposed hangars will strengthen the aviation uses of the airfield by enabling tenants of some of the existing hangars which are to be demolished to be relocated. They will also meet some of the unmet General Aviation (GA) demand for further hangar space at Solent Airport. The proposed development, combined with an earlier permission for six new business hangars off Spitfire Way (P/16/0661/D3 refers), will result in the consolidation of

existing floor space by grouping the majority of hangars (both business and GA) within a more defined area of the airfield. The proposed consolidation of the hangars will result in a more efficient use of space compared to the existing hangars which are dispersed more widely within the airfield and will improve the operational efficiency of the airfield.

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 floor space, including the phased removal of some existing 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 such that the Vision is not a determining factor in the recommendation. It does however set out how the broader development of Daedalus could be brought forward. The activity envisaged within Daedalus East within the Vision 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 majority of the site itself is outside the employment allocation at Daedalus, and the area covered by the outline planning permission. The supporting statement submitted with the application details that the proposal is in line 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 provide ease of access to existing taxiways and the main runway for GA users. This requirement would be difficult to achieve if the site were moved further into the area identified on the proposal map for existing employment allocations given the proposed laying out of serviced plots in Hangars East and limited remaining space for GA hangarage.

The hangars proposed will have a not insubstantial land take and to provide this type of structure wholly within the allocated employment zones would result in the reduction of space available for the delivery of employment as envisaged by policy CS12 and as expected in the grant of the outline permission P/11/0436/OA.

As well as the land take for the hangars and associated infrastructure, the proposal would generate a far less intensive level of activity than perhaps the units anticipated within the employment areas such that the two types of use (business and hangars) have purposefully been kept separate by the applicant despite the current site layout falling partially within the site allocation and boundary of the outline permission. Whilst separate, the buildings are proposed in very close proximity to the remainder of the Daedalus East employment area and will read as an extension to the cluster of buildings at Daedalus East.

As well as the five new hangars, the proposal includes a small, single storey amenity building. This will be a communal building with toilet, changing and rest facilities given that the hangars are very modest in their facilities.

In the opinion of Officers the erection of the hangars and associated infrastructure extending 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 that extends outside the employment allocation and land permitted for development within the outline permission. This choice of site has been chosen for both operational reasons and to ensure that the employment generating opportunities within the remainder of the allocated employment 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 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 protect 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 of a functional design. The shallow pitched roof and use of horizontal profiled aluminium cladding would minimise the perceived height of the hangars. The Design and Access Statement submitted in support of the application sets out that "The arrangement of the coloured profiled aluminium panels clearly defines each individual hangar but allows the building to be read as one. The elevational treatment is in keeping with aviation design and reflects the high quality proposals for the Business Hangars and the airfield's future developments in general."

The proposed amenities hub would be single storey and of brick construction with corrugated metal cladding and a shallow pitched roof to complement the design of the proposed hangars. The overall proposed design solution is considered to be appropriate for Daedalus and in accordance with the requirements of Policy CS17.

Effect on 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 it is unlikely to give rise to unacceptable impacts to surrounding residential properties.

Highways and Traffic

The application is supported by a Transport Statement. The proposed 39 car parking spaces are considered to be sufficient for the predicted low level of parking demand associated with the proposed use of the hangars, however there is scope for additional parking spaces to be provided should it become necessary in the future.

The proposed aircraft hangars are slightly larger than the existing hangars they are intended to replace and would result in an estimated additional 4 movements in the weekday morning peak hour and an additional 3 movements in the weekday pm peak hour. The Highway Authority is satisfied that the Broom Way/Spitfire Way junction would continue to operate below capacity with the addition of the new aircraft hangars traffic.

Ecology

The application is supported by a Preliminary Ecological Appraisal, a Protected Species Assessment Report and a Reptile Presence/Absence Survey Report. The application site supports species poor grassland, hardstanding and scattered areas of tall ruderal vegetation and scrub. The habitat within the site is not notable in terms of intrinsic biodiversity interest, however it does have the potential to support protected species such as breeding birds and reptiles.

The reports submitted with the application confirm that there is no evidence of reptiles, badgers, great crested newts or bats on site. The site does however contain a number of territories for skylark.

The application proposes that areas of grassland suitable for use by skylarks are cleared outside of the bird nesting season and that any new landscaping is maintained to benefit this bird species. A bird mitigation strategy containing detailed measures to maintain nesting opportunities for skylark within the application site is suggested by the Ecologist to be secured by condition.

Whilst currently this site is a little way from the main part of the airfield, this proposal and other developments on Daedalus East will bring it much more into the area of airfield operations and such conditions may not be conducive to the operation of an active airfield.

A condition to secure measures to enhance the overall biodiversity of the site in line with the requirements of the NPPF and Policy DSP13 is also recommended by the ecologist but for similar reasons is not included in the recommendation given the airport operations.

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 a non-intrusive radiological survey and an intrusive survey considering Unexploded Ordnance (UXO). No UXO was encountered in either survey. The application is supported by a ground contamination report. Environmental Health has been consulted but their detailed comments and specifically the suggested conditions are awaited. An update report will be provided at the committee meeting on this aspect.

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 terraces, overlapping the Daedalus East employment area boundary, 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 a significant part of 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:

Location plan Drawing no. 16043 P. 01

Site plan Drawing no. 16043 P. 02 Rev A

Hanger ground floor plans Drawing no. 16043 P. 03

Hangers ground floor plans Drawing no. 16043 P. 04

Amenities hub ground floor plan Drawing no. 16043 P. 05

Hanger elevations Drawing no. 16043 P. 07

Hanger elevations Drawing no. 16043 P. 08

Roof Plan Drawing no. 16043 P. 06

Design and Access Statement Produced by Boyle and Summers ref 16043

Reason: In the interests of an appropriate and comprehensive development

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.

4) 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.

5) 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.

6) 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.

7) No building shall 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.

8) The buildings 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.

9) The development shall be undertaken in accordance with the measures contained in the "Written Scheme of Investigation for Archaeological Watching Brief" prepared by Wessex Archaeology (ref: 89359.01) submitted in support of the application. All findings shall be recorded in line with the methodology proposed in the Written Scheme of Investigation for Archaeological Watching Brief and submitted in writing to the Local Planning Authority for approval prior to the commencement of construction.

Reason: To ensure that the construction period does not have a detrimental impact upon the historic environment and that any findings are appropriately recorded.

10) In the event that the site clearance in preparation for the development hereby permitted takes place during the period 1st March - 31st July Inclusive in any calendar year, a detailed inspection by an ecologist should be undertaken prior to any works being undertaken to ensure no active bird nests are present. In the event that nesting birds are in occupation on the site a nesting bird mitigation strategy shall be submitted to and approved in writing by the Local Planning Authority before any development takes place. The development shall then be undertaken in accordance with the approved mitigation strategy.

Reason: To avoid the bird nesting season and to conserve biodiversity

11) The Communal Facilities building shall only be used for purposes ancillary to the use of the hangars hereby permitted.

Reason: In the interest of appropriate uses being established on the airfield.

12) The hangars hereby permitted shall be used only for purposes within Use Classes B2 and

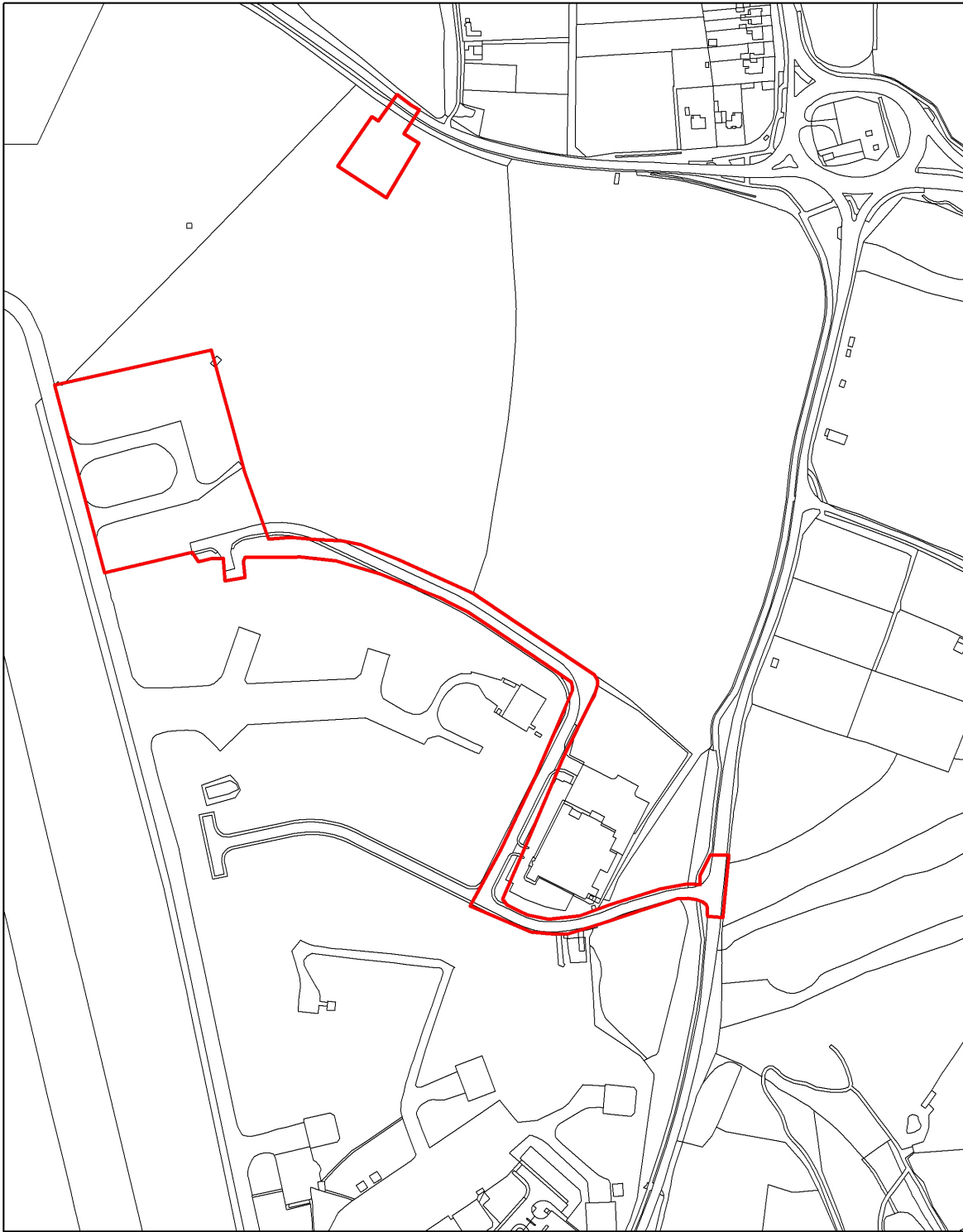
B8 and for no other purpose of the Schedule of the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to Class B2 or B8 or any statutory instrument revoking and re-enacting that Order with or without modification unless otherwise first agreed in writing with the Local Planning Authority following the submission of a planning application for that purpose. Reason: To protect the General Aviation uses.

Background Papers

P/16/1231/D3, P/16/0661/D3

FAREHAM

BOROUGH COUNCIL



Land off Vulcan Way
Scale 1:3750



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