

P/16/1337/D3

STUBBINGTON

FAREHAM BOROUGH COUNCIL

AGENT: TKL ARCHITECTS

THREE STOREY EXTENSION TO EXISTING (PHASE ONE) INNOVATION CENTRE, PLUS ASSOCIATED ACCESS WAYS, CAR PARKING AND LANDSCAPING, AND INCLUDING REMOVAL OF EXISTING HARDSTANDINGS AND DEMOLITION OF EXISTING HANGAR

MERLIN HOUSE 4 METEOR WAY STUBBINGTON FAREHAM PO13 9FU

Report By

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Introduction

This 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 wraps around the northern and north eastern sides of the existing Innovation Centre, known as Merlin House, off Meteor Way at Daedalus.

The site is generally flat and consists predominantly of hardstanding. There is one hangar on the site to be removed and some smaller areas currently laid to grass

Description of Proposal

The application seeks to extend Merlin House to its northeastern end. The proposed extension will have a "U" shape footprint focused around a central courtyard and provide 3,400 square metres of new floor space. In terms of scale the building will primarily reflect the two storey scale of the existing Innovation Centre with the palette of materials and fenestration providing for continuity of the existing architectural language. The extension does, however, provide for an element of three storey in order to provide additional meeting room space and a roof terrace overlooking the airfield.

In total the extension to Merlin House would provide for thirty three new offices and five new workshops. The application submits that it is anticipated that a total of 292 net new job opportunities would be created.

As a consequence of the enlarged building, the parking provision increases. The application seeks to provide an extension to the existing car park along the north western side edge as well as an extension of the car parking to the north east linking to the new access off the turning head on Meteor Way.

Policies

The following guidance and policies apply to this application:

The National Planning Policy Framework (NPPF)

The Planning Practice Guidance (PPG)

Approved Fareham Borough Core Strategy

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

CS22 - Development in Strategic Gaps

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/15/0038/D3</u>	ILLUMINATED TOTEM SIGN FOR FAREHAM INNOVATION CENTRE	
	APPROVE	09/03/2015
<u>P/14/0081/FP</u>	CONSTRUCTION OF NEW PURPOSE BUILT INNOVATION CENTRE COMPRISING TWO STOREY OFFICE BLOCK, SINGLE STOREY WORKSHOP BLOCKS AND ASSOCIATED EXTERNAL WORKS	
	APPROVE	02/05/2014
<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 REQRD	10/02/2014

Representations

None

Consultations

INTERNAL CONSULTEES:

Highways - No objection subject to condition
Ecology - No objection subject to condition
Environmental Health (Pollution) - No objection
Environmental Health (Contamination) - No objection subject to conditions
Airport Manager - The proposal will have no impact on airport operations

EXTERNAL CONSULTEES:

Hampshire County Council (Highways) - No objection subject to conditions
Gosport Borough Council - Response Awaited

Planning Considerations - Key Issues

The key planning considerations in the determination of this application are:

- Background
- The principle of development
- Design
- Landscape and Strategic Gap
- Highways
- Neighbouring amenity
- Ecology
- Contamination

BACKGROUND:

Phase one of the Innovation Centre was granted planning permission in May 2014. The building was completed in March 2015 and comprises 24 offices and 15 workshops aimed at business start-ups primarily in the advanced engineering, marine, aviation and aerospace sectors. The occupancy of the Centre exceeded all expectation with one hundred percent occupancy reached by the end of March 2016 and there is a waiting list of twenty businesses wishing to take up space at the Centre.

THE PRINCIPLE OF DEVELOPMENT:

Daedalus is a strategic employment site allocation within the Council's adopted Core Strategy. Policy CS12 of the Core Strategy is permissive of development where it "...delivers or facilitates the delivery of high quality development...including the creation of local employment opportunities that take advantage of and develop local skills".

The part of the application site for the proposed new building is outside of the area permitted for development under the outline planning permission for Daedalus. However the application site is located within the area safeguarded for employment within the 'Proposals Map' which forms the adopted Core Strategy and therefore policy CS12 is directly relevant to the proposal.

The Government Guidance in the National Planning Policy Framework (NPPF) advises Local Planning Authorities that "Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment" (Para. 21). The fourth bullet point of paragraph 21 in the NPPF then advises that Local Planning Authorities should "...plan

positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries".

The Innovation Centre was intended for small and medium sized enterprises seeking a quality environment to establish and grow the business; this continues to be the case for the existing building and also for this new proposal. The scheme is considered to address the requirements of the NPPF in assisting to build a strong and competitive economy. The application also aligns itself with the policy aims of Core Strategy policy CS12 in so far as it will provide for a high quality development which will continue to strengthen the marine and aviation clusters at Daedalus.

It is acknowledged that there is an element of B1 use in the existing innovation centre and this continues into the proposed extension. Whilst the outline planning permission clearly sought to provide for B2 (General Industrial) and B8 (Storage and Distribution) type uses an element of B1 use was identified in the outline planning permission at the Daedalus Drive / Broom Way junction. Along with the educational use at CEMAST the Innovation Centre as extended will continue to act as a catalyst for further development on the wider Daedalus site.

Core Strategy policy CS12 requires that employment developments retain and strengthen the marine and aviation employment clusters without expressing specific use classes for development within the Strategic Allocation. The marketing of the building once operational will target these disciplines as it has done for the existing Innovation Centre, but it will not dismiss other potential occupants based on the nature of their business.

Notwithstanding the extent of the permitted uses in the outline planning permission for Daedalus, given the policy aspirations of CS12 and the thrust of the NPPF to plan for creative and high technology industries the proposal is considered acceptable in principle.

LANDSCAPE AND STRATEGIC GAP:

In addition to the application site being within the strategic employment allocation the site is also located within the countryside and the Stubbington/ Lee-on-the-Solent and Fareham/ Gosport strategic gap.

The preceding text to policy CS12 sets out that the Council accepts a level of development in the gap to protect the long terms aims and objectives of retaining an operational airfield. Paragraph 5.56 of the Core Strategy advises that the key objective for the site is to provide local employment opportunities whilst respecting the countryside location and maintaining the integrity of the strategic gap.

The areas zoned for development in policy CS12 and the outline planning permission have focused on the western and eastern sides of the wider Daedalus site. As already described above, the existing Innovation Centre is sited in the eastern part of the site.

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. Existing development within the airfield to an extent 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. The open areas around the runways are the greatest contributors to the Strategic Gap and development has been directed, through the proposals maps in the Core Strategy and through policy CS12 to

the outer edges of the airfield.

In terms of physical separation of settlements, the development proposals would have a minimal encroachment into the gap, being within an area where there is already built development and more importantly being an extension to an existing building.

As discussed previously, given that the character of the landscape, the gap is already heavily influenced by the airfield and associated built development. The addition of the extension to the Innovation Centre would have a very limited effect on the character and setting of Stubbington and Lee-on-the-Solent. The proposal would not, as a consequence, result in the coalescence of settlements or the perception of coalescence and the scheme is therefore considered by Officers to accord with the aims of policy CS22 in that it would not affect the separation of settlements and would not physically and visually affect the integrity of the gap.

Officers are therefore satisfied that the height and scale of the building respects the nature of the site and the strategic gap and that the proposal complies with Policy CS12 of the adopted Core Strategy.

DESIGN:

Policy CS17 seeks to secure high quality design and requires developments to respond positively to and be respectful of the key characteristics of area such as landscape, scale, form and spaciousness.

The proposed extension to the Innovation Centre reflects the existing building in terms of scale, fenestration and external materials. The approach to the footprint however departs from that of the existing building. The proposal is designed in a "U" shape around a small central courtyard as opposed to the main office building having the workshop orientated at ninety degrees to this frontage building.

Whilst this departs from the footprint of the existing building the resultant appearance of the extension will appear as a cohesive development with the extension complementing the existing building.

HIGHWAYS:

Initially the County Council as Highway Authority expressed some concern at the impact of the additional traffic from the application scheme on the capacity of the Broom Way/Cherque Way/Daedalus Drive signal controlled junction. The concern extends to the fact that this junction was modelled at the outline planning permission stage to accommodate the floor area permitted by the outline permission granted by Fareham Borough Council and also the Waterfront Development with an outline planning permission granted by Gosport Borough Council.

The Applicant has since undertaken a junction modelling exercise for the Broom Way/Cherque Way/Daedalus Drive junction. This junction modelling has concluded that the junction is forecast to operate sufficiently within its design capacity under all scenarios (with the completed permitted development plus the application proposals). The increase in traffic is considered to be acceptable and would not result in a severe cumulative impact upon the highway network.

Within the site itself the circulatory route around the building through the car park may, as a result of the car park design, give rise to safety issues with regards to raised speeds through the car park. On the basis that measures to reduce vehicle speeds are incorporated into the car park design and appropriate signage is installed to prohibit vehicles from leaving the site at the southern access point the proposal would be acceptable coupled with markings on the turning head adjacent to the northern site access to give priority to vehicles leaving the site. These points can be addressed by suitably drafted planning conditions.

The Local Planning Authority is very much aware of the concerns locally raised with regards to other projects in respect of traffic volumes in the locality and the need to promote non-car modes of travel. To this end a site specific travel plan was secured for phase one of the Innovation Centre by a planning condition on the basis that the final occupiers of the site were unknown, the fact that there are multiple occupiers and their travel behavior was unknown at the point of granting the planning permission for Merlin House (P/14/0081/FP). HCC has advised that if Fareham Borough Council take on the role of travel plan monitoring and enforcement (as is the case with the current Innovation Centre) coupled with the fact that the original travel plan for Merlin House was secured by planning condition it is reasonable for the travel plan for the proposed extension to also be secured by planning condition.

Policy CS5 requires development to not adversely affect the safety and operation of the local road network. The proposal is not considered to conflict with the policy of the plan. There is no objection from the Highway Officer or the County Council as Highway Authority.

NEIGHBOURING AMENITY:

The NPPF seeks to ensure that the matter of noise should not affect "...quality of life as a result of new development" (para 123). Policy DSP2 sets out that development should not, alone or cumulatively, have a significant adverse impact upon neighbouring development.

The nearest neighbouring properties are due south of the site and located with the Borough of Gosport.

The additional workshops, where there may be opportunities for noise break out are further away from the neighbouring dwellings than the existing Innovation Centre workshops. Given this separation distance and proximity adjacent to the active part of the airfield, it is considered that the proposal would not have a material adverse impact upon residential amenity. It is noted that Environmental Health have not raised any objection.

ECOLOGY:

The submitted ecological appraisal indicates that the areas of the site that are laid to grass have limited botanical merit with the grassed areas well tended to and maintained such that the potential for the presence of reptiles is negligible. The hangar to be demolished was also surveyed for protected species. No protected species were identified within the hangar and furthermore the hangar provides for negligible bat roost potential.

The ecologist advising the Council notes that the previously agreed ecological enhancements from the construction of the existing Innovation Centre will be affected by this development. A planning condition can address the need for these features to be relocated elsewhere within the application site.

CONTAMINATION:

Given the historic military use of the Daedalus site there is a need for contamination assessments, radiation assessments and unexploded ordnance surveys. The actual part of the site for the building has previously been surveyed for these contaminants given that the extension sits in the location of the current car parking area assessed and surveyed under the construction of the initial Innovation Centre. The land in the application site that is additional to the site for the existing Innovation Centre is predominantly hard surfacing and either taxiway/apron space and the base of the hangar to be removed.

The necessary surveys cannot be undertaken in full until the existing hard surfacing is removed as the non-intrusive surveying equipment will not penetrate through this hard surfacing. As such the timing of the work will be critical to ensure that on removal of the hard standing there is adequate opportunity for the ground to be surveyed appropriately and any necessary mitigation measures to be agreed before the new car parking areas are constructed. This timing of development and the undertaking of appropriate surveys can be secured by planning condition.

CONCLUSIONS:

The proposed Innovation Centre phase two aligns with the overarching planning vision for the Daedalus site and with policy CS12 of the Core Strategy. The proposal will provide a functional, yet contemporary extension to the building that will complement the existing building and the adjacent CEMAST building as a pair of gateway buildings to the wider Daedalus site.

The building will not have a demonstrable impact upon the operation of the airfield, local and wider highway network and the occupation of the building will not result in material harm to the amenity of neighbouring properties. The proposals accords with Policies CS5, CS12 and CS17 of the adopted Fareham Borough Core Strategy and Policy DSP2 and DSP3 of the adopted Fareham Local Plan Part 2: Development Sites and Policies.

Recommendation

PERMISSION subject to conditions

01 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.

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

- 160617 001 P01 Location Plan
- 160617 002 P01 Site Plan as Existing
- 160617 004 P01 Site Layout as Proposed
- 160617 005 T01 Site Layout as Proposed - Staging Constraints
- 160617 006 T01 Site Plan as Existing Showing Staging of Construction Works
- 160617 050 P01 Existing Ground Floor Plan
- 160617 051 P01 Existing First Floor Plan
- 160617 052 P01 Existing Roof Plan

- 160617 053 P01 Existing North West and South West Elevations
- 160617 054 P01 Existing North East and South East Elevations
- 160617 104 P01 Proposed Ground Floor Plan
- 160617 105 P01 Proposed First Floor Plan
- 160617 106 P01 Proposed Second Floor Plan
- 160617 107 P01 Proposed Roof Plan
- 160617 200 P01 Proposed North West Elevation
- 160617 201 P01 Proposed South East Elevation
- 160617 202 P01 Proposed North East and South West Elevations
- 160617 300 P01 Proposed Section A-A and B-B
- 160617 301 P01 Proposed Section C-C and D-D
- B162 700 P1 Phase 2 Vehicle Tracking

REASON: In the interests of an appropriate and comprehensive development.

03 (i) No development shall take place until a contaminated land site investigation and risk assessment to all relevant receptors has been undertaken and the results have been submitted to and approved in writing by the local planning authority.

(ii) Where any site investigations pursuant to part (i) of this condition reveals a risk to receptors, a strategy of remedial measures and detailed method statement to address the identified risks shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details.

(iii) Prior to the first occupation of the building hereby permitted, the agreed remedial measures shall be fully implemented and verified in writing by an independent competent person. The validation is required to confirm that the remedial works have been implemented in accordance with the agreed remedial strategy and shall include photographic evidence and 'as-built' drawings as appropriate.

REASON: To ensure the development is constructed and operates in a safe manner

04 No development (except removal of hardstanding and above ground features) shall take place until a Unexploded Ordnance (UXO) non-intrusive investigation has been undertaken and the results submitted to and approved in writing by the Local Planning Authority. This shall include mitigation proposals to address all identified UXO risks. The development shall be undertaken in accordance with the approved details.

REASON: To ensure the development is constructed and operates in a safe manner

05 Prior to the first occupation of the building hereby permitted the UXO mitigation proposals shall be implemented and verified in writing by an independent competent person. This verification 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

06 No development (except removal of hardstanding and above ground features) shall take place until a radiological survey and risk assessment has been carried out and the results have been submitted to and approved in writing by the Local Planning Authority. This shall include mitigation proposals to address all identified radiological risks. The development shall be undertaken in accordance with the approved details.

REASON: To ensure the development is constructed and operates in a safe manner

07 Should contamination be encountered during works that has not been investigated or considered in the agreed scheme of remedial measures, 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.

08 No development shall take place until a programme of archaeological work including a Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The development shall be undertaken strictly in accordance with the approved programme of archaeological work and the Written Scheme of Investigation.

REASON: To ensure that any archaeological interests at the site are properly assessed and recorded.

09 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.
- construction traffic routes
- 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

10 The external materials to be used in the construction of the building hereby permitted shall match those used in the existing building.

REASON: To secure the satisfactory appearance of the development.

11 The building hereby permitted shall be used only for purposes within Use Class B1 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 B1 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 creation of local employment opportunities including the key objectives of the Solent Enterprise Zone

12 The development shall be carried out in accordance with the approved details such that the building achieves a BREEAM 'very good' rating.

REASON: To ensure the development is constructed and operates in a sustainable manner.

13 Within 12 months of first occupation of the development hereby permitted a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall set out the measures to be undertaken to reduce the reliance on the private motorcar along with details of how alternative modes of travel will be encouraged. The Plan shall include details of implementation, targets, monitoring and will form part of an annual review process. The development hereby permitted shall be operated in accordance with the approved travel plan.

REASON: In the interests of sustainable development and to reduce car borne traffic to the site

14 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.

15 Within eight weeks of the date of this decision an Employment and Skills Plan for the Construction period shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include a programme for implementation. The development shall be undertaken in accordance with the approved details.

REASON: To ensure the strategic objectives for the Daedalus site are achieved

16 Prior to the opening of the northern access point to the site, a car park traffic calming scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include:

- Measures to reduce vehicle speeds; and
- Appropriate signage to prohibit the exiting of vehicles at the southern entrance

The car park will be constructed and laid out in accordance with the approved details prior to the first occupation of the building

REASON: In the interest of Highway Safety.

17 Prior to the first use of the northern access priority markings shall be installed at the Meteor Way turning head giving priority to vehicles entering and leaving the site.

REASON: In the interest of Highway Safety.

18 Prior to the occupation of the building hereby permitted a scheme for ecological enhancements (to include the relocation of features previously secured to be removed as a result of the development) shall be submitted to and approved in writing by the Local Planning Authority. The measures shall be installed prior to first occupation and retained at all times.

REASON: To ensure the preservation of important bird habitat and to ensure protection to nesting birds

19 The building hereby permitted shall not be first occupied until details of the on-site cycle parking have been submitted and approved in writing by the Local Planning Authority. Within six months of first occupation the cycle parking shall be provided in accordance with the approved details. The approved cycle parking area shall be retained thereafter for their intended purpose.

REASON: To encourage sustainable travel.

20 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.

Notes for Information

The applicant should provide certification that all reasonably practicable measures have been taken to reduce risks from UXO.

It is recommended that all hardstanding and surface features are removed prior to undertaking contaminated land, UXO and Radiation surveys and risk assessments. Soil should not be moved around the site prior to this surveying.

The potential health and safety risks from UXO should be considered by contractor during removal of hardstanding.

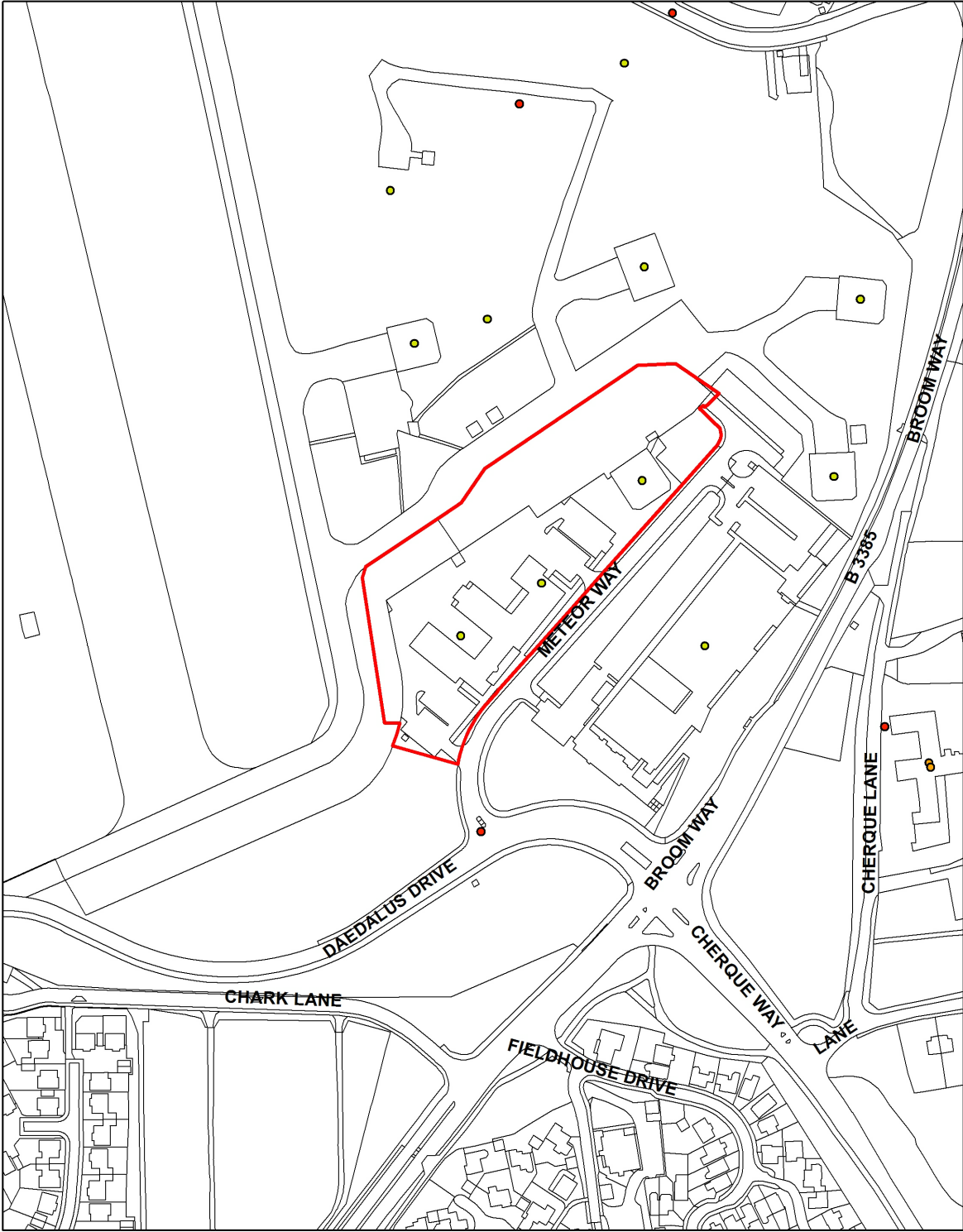
With regards to the strip of hardstanding on the taxi way that will remain in situ until a later stage of the development it is recommended that the applicant discusses this with both the Radiological and UXO specialists to obtain advice regarding the need for additional surveying of this strip or other methods of risk assessment/ mitigation. This advice should then be provided in the mitigation proposals.

Background Papers

P/11/0436/OA, P/13/0194/FP, P/13/0201/FP, P/13/1122/PA, P/14/0081/FP

FAREHAM

BOROUGH COUNCIL



Merlin House
4 Meteor Way
Scale 1:2,500



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