BHH – Bursledon, Hamble and Hound Local Area Committee Thursday 19 December 2019.

Application Number:	O/18/84191
Case Officer:	Andy Grandfield
Received Date:	Monday 8 October 2018
Site Address:	GE Aviation, Kings Avenue, Hamble-Le-Rice, SO31 4NF
Applicant:	GE Aviation
Proposal:	"Outline application with all matters reserved (except means of access) for the construction of up to 148 residential dwellings (Use Class C3) with new vehicular access to Hamble Lane, alterations to Kings Avenue and Coronation Parade, new car parking for existing sports facilities, employment use and residential properties, landscaping, improvements to existing bowls and football facilities on site and other associated works. Demolition of non-original extensions to Sydney Lodge (Grade II* Listed Building) and redundant factory buildings".
Recommendation:	Subject to (i) the final views of HCC Highways on the Road Safety Audit; (ii) completion of a Section 106 agreement for planning obligations GRANT OUTLINE PERMISSION

CONDITIONS AND REASONS

1 The development hereby permitted shall be implemented in accordance with the following plans numbered: 031018 (Planning Statement), 133255-R1(2)-FRA(Flood Risk Assessment), 16-1431-10E (Design and Access Statement), 28854 R01-_00 (Preliminary Ground Risk Assessment), 856776 (Reptile Survey), 856776 (Bat Activity Report), 856776 (Breeding Bird Survey), 856776 (Dormouse survey), 856776 (Prelim roost assessment), 857362 (Bat Survey), TA-01 (Transport Assessment), TP-01 (Framework Residential Travel Plan Feb 19) FD16 1431 50 (existing site), FD16-1431-56 (Illustrative Master Plan May 19), FD16-1431-58 (Phasing May 19) FD16-1431-60 (Developable Area May 19), FD16-1431-61 (Land Use May 19), FD16-1431-62 (Open Space May 19), FD16-1431-63 (Height May 19), FD16-1431-64 (Means of Access May 19), 17055-00-142 (Kings Avenue Access with pedestrian island).
Reason: For the avoidance of doubt and in the interests of proper planning.

2 The development hereby permitted shall begin either: a) No later than the expiration of two years from the date of this permission; OR b) No later than the expiration of one year from the date of approval of the last of the reserved matters to be approved. Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

3 No residential development shall start until details of the: a) layout of the site, b) scale of the buildings, c) external appearance of the buildings and d) landscaping of the site [hereafter called "the reserved matters"] has been submitted to and approved in writing by the Local Planning Authority. Application for the approval of the reserved matters shall be made within two years of the date of this permission. The development shall accord with the approved details. Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

4 The details to be submitted as part of the reserved matters application shall be in general accordance with the illustrative master plans and Design and Access Statement unless otherwise agreed by the Local Planning Authority. Reason: To ensure a satisfactory visual appearance in the interest of the amenities, heritage assets, biodiversity and hydrology of the area.

5 No construction or demolition work shall start until a Construction and Environment Method Statement (CEMP) has been submitted to, and approved in writing by, the Local Planning Authority. Demolition and construction work shall only take place in accordance with the approved method statement which shall include:
a) a programme and phasing of construction work, including roads, landscaping and open space;
b) location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;
c) safeguards to be used within the construction process to ensure surface water contains no pollutants on leaving the site;
d) safeguards to waterways adjacent to the site to protect them from pollution impacts;
e) the arrangements for the routing / turning of lorries and details for construction traffic access to the site including loading / unloading of plant & materials and restoration of any damage to the highway [including vehicle crossovers and grass verges];
f) the parking arrangements for vehicles of site operatives and visitors;
g) measures to control the emission of dust and dirt generated by demolition and construction;
h) Plan and details for the stock piling of soil and soil movement;
i) a scheme for controlling noise and vibration from demolition and construction activities [to include piling];
j) provision for storage, collection, and disposal of rubbish from the development during construction period;
k) measures to prevent mud and dust on the highway during demolition and construction;
l) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
m) temporary lighting;
l) temporary construction drainage system containing three forms of temporary filtration and
n) protection of pedestrian routes during construction.
m) safeguards for fuel and chemical storage and use, to ensure no pollution of the surface water leaving the site

This comprehensive management plan shall have due regard to the details contained in the Best Practise Guidance - The Control of Dust and Emissions from Construction and Demolition, 2006 (London Authorities) and Guidance on the Assessment of Dust from Demolition and Construction, 2014 (Institute of Air Quality Management).
Reason: To limit the impact the development has on the amenity of the locality and nearby listed building, and to ensure no adverse impact on the Solent Complex from pollution within the construction process

6 Before commencement of development of each phase a Biodiversity and Habitat Creation Management and Monitoring Strategy including a woodland management plan will be submitted to and agreed in writing by the Local Planning Authority. The strategy should include overarching details of the green infrastructure to be delivered on site, including restoration of hedgerows, how habitats are to be created and/or enhanced for biodiversity for each phase of the development. This should include a planting schedule short, medium and long term management of the green infrastructure for biodiversity. A monitoring schedule for the first 10 years shall be submitted on an annual basis. Prior to commencement of each phase of the development details of how the relevant phase complies with the overarching strategy shall be submitted and approved in writing by the Local Planning Authority. Each phase of the development shall accord with this approved strategy and details.
Reason: To ensure the site and the fauna it contains are protected and enhanced as part of the development

7 Before development commences on each phase a programme of archaeological evaluation for the site shall be submitted to, and approved in writing by, the local planning authority. It shall detail: (i) Submission of a Written Scheme of Investigation detailing an overarching programme of archaeological assessment. The agreed Written Scheme shall be implemented on a phase-by-phase basis prior to the commencement of the relevant phase. (ii) The implementation of the programme of archaeological mitigation of impact in accordance with a Written Scheme of Investigation on a phase by phase basis (iii) On completion of archaeological fieldwork within each phase a report will be produced in accordance with an approved programme including where appropriate post-excavation assessment, specialist analysis and reports, publication and public engagement. The relevant phase of the development must accord with these approved details. Reason: To assess and mitigate the impact of the development on any archaeological deposits and to contribute to our knowledge and understanding of our past.

8 Before commencement of development within phase 1 (and prior to first reserved matters application for subsequent phases), all buildings and trees possessing bat roosts or potential that will be impacted directly or indirectly by that phase of the development during the construction or operational phases will be resurveyed to ascertain the location of additional roosts and provide information for the bat mitigation strategy. If further roosts are found then appropriate mitigation, in accordance with an agreed methodology with the local planning authority, will be provided for all roosts to be lost or indirectly

impacted. Reason: To ensure roosting bats are protected from harm and appropriate mitigation is provided.

9 Prior to commencement of construction a hydrological survey shall be carried out and used to inform an overarching surface water drainage strategy which include safeguards to preserve the hydrological processes. The strategy should include principles and where relevant details for each phase of the development that commit to the following: i. Protection of hydrological pathways and flow rates to West Wood SINC and ancient woodland. ii. Management of the surface water flows off site to ensure they are at Greenfield rates. iii. Management of surface water from the developed areas through Sustainable Drainage Systems (SuDS) containing three forms of filtration. v. Once constructed verification that the SuDS has been installed and operating in accordance with approved details. Reason: To ensure the protection of the associated habitats adjacent to the site and to alleviate impacts on the Solent.

10 The development must accord with the arboricultural report produced by Camps Environmental Services dated February 2018 and revised August 2018. Within each phase no excavation, demolition or development related works shall commence until evidence has been submitted to and approved in writing by the LPA that the tree protection measures have been installed, as detailed in the tree protection plan. Once approved, no access by vehicles or placement of goods, chemicals, fuels, soil or other materials shall take place within the fenced area. Tree protection measures shall be retained in their approved form for the duration of the work. This condition may only be fully discharged upon completion of the proposed development, subject to submission of monitoring reports. Reason - To retain and protect the existing trees which form an important part of the amenity of the locality.

11 No development within each phase shall commence until a site meeting has taken place with the site manager, the retained consulting arboriculturalist and a representative from the Local Planning Authority for each phase of the development. Work cannot commence within the relevant phase until the Local Planning Authority officer has inspected and approved the proposed tree protection. Once approved no access by vehicles or placement of goods, chemicals, fuels, soil or other materials shall take place within fenced area. The fencing shall be retained in its approved form for the duration of the works within the relevant phase. All other aspects of the Arboricultural Implications Assessment and Method Statement will be addressed at this meeting. This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of monthly monitoring and compliance by the pre-appointed tree specialist during construction. Reason: To retain and protect the existing trees which form an important part of the amenity of the locality.

12 No development shall commence within each phase until a landscaping scheme for the relevant phase has been submitted to and approved in writing by the Local Planning Authority. The scheme shall cover all hard and soft landscaping [including trees and boundary treatments] and provide a 20m buffer of naturalised habitat adjacent to the West Wood SINC and details of

timings for all landscaping and any future maintenance. The works shall be carried out in accordance with the approved plans and to the appropriate British Standard. Reason: In the interests of the visual amenity of the locality, to safeguard the amenities of neighbouring residents and to protect and enhance the designated habitats within the SINC.

13 Prior to the commencement of development within each phase an incidental mineral extraction plan for the development, shall be submitted to, and approved by the local planning authority. The plan shall include a statement outlining:
i. a method for ensuring that minerals that can be viably recovered through prior extraction, and put to beneficial use, such use to be referred to the Minerals Planning Authority for agreement and such agreement not to be unreasonably refused;
ii. details of measures to protect the amenity of residents from dust, noise and vibration during the mineral extraction and transportation process;
iii. details of the lorry routing, extent of lorry movements each day and timescales for the extraction process; and
iv. a method to record the quantity of recovered mineral (for re-use on or off site).
Reason: To ensure suitable prior extraction of materials

14 In the event that during the construction process undiscovered areas of contamination are exposed or found all work within this area shall cease and contact made with the Local Planning Authority to agree an investigation and remediation strategy. No work shall commence in this area until the submission and approval of the strategy. Development must accord with the agreed strategy thereafter. Reason: To protect the environment and personnel on site.

15 Prior to the installation of any highway lighting within each phase details of street lighting for that phase, shall be submitted to and approved in writing by the Local Planning Authority. The lighting scheme shall follow the advice and guidance of the Institute of Lighting Professional (ILP)'s publication "Guidance Notes for the Reduction of Obtrusive Light". Development shall be carried out in accordance with the approved details. Reason: To protect the amenities from light pollution.

16 Prior to commencement of development within each phase, the type of construction proposed for the roads and footways within that phase of development (including where relevant the road through to the GE Campus) shall be submitted to, and approved in writing by, the Local Planning Authority. The submitted information shall include all relevant horizontal cross sections and longitudinal sections showing the existing and proposed levels together with details method of disposing of surface water and details of the programme of implementation for the making up of the roads and footways. The development shall not be carried out otherwise than in accordance with the approved details. Reason: To ensure that the roads are constructed to a standard which will enable them to be taken over as publicly maintainable highways.

17 The roads and footways must be laid out and made up in accordance with the specification, programme and details approved and in any event shall be so constructed that, by no later than the time any building erected on the land is occupied, there shall be a direct connection from it to an existing highway. The final carriageway and footway surfacing must be completed within six months from the date upon which the erection is commenced of the penultimate dwelling or building within the phase for which permission is hereby permitted. Reason: To ensure that the roads are constructed to a standard which will enable them to be taken over as publicly maintainable highways.

18 No residential development shall start until details have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved details have been fully implemented [unless agreed in writing by the Local Planning Authority] and shall include:
a) Details and samples of the materials to be used in the construction of the external surfaces of the development.
b) The alignment, height and materials of all walls, fences and other means of enclosure.
c) Details of the retaining structures and the method of construction.
d) Plans including cross sections to show existing and proposed ground levels and their relationship to existing levels both within the site and on immediately adjoining land.
e) Width, alignment, gradient, sight lines, lighting and type of construction proposed for any roads, footpaths and accesses to an adopted highway specification. These shall be designed in accordance with the Manual for Streets and any lighting shall be sited to minimise spillage and avoid impacting on flight corridors used by bats.
f) Details for ongoing management and maintenance of any roads, footpaths and accesses including any future plans for adoption.
g) Details of the lighting strategy to ensure no light disturbance to the retained tree roost and to ensure dark corridors corresponding to the existing bat foraging corridors around the site boundaries.
Reason: To limit the impact the development has on the locality.

19 Notwithstanding the information submitted to date no phase of the development shall start until details of a naturalised sustainable drainage system for that phase has been submitted to and approved in writing by the Local Planning Authority. The details shall include the SuDS layout; at least 3 filtration processes within the treatment train to ensure no pollutants leave the site; a timetable for its implementation and a management / maintenance plan for the lifetime of the development [including the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system and to maintain operational water quality throughout its lifetime]. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Reason: To ensure satisfactory drainage for the development and to ensure no impact on the Solent Complex, from pollution within the operational phase.

20 Prior to the construction of any residential building above slab level a landscape and open space management plan, detailing private and public areas, with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority. The landscape and open space shall thereafter be managed in accordance with the approved details. Reason: In the interests of the visual amenities of the locality.

21 All hard & soft landscaping, tree planting and boundary treatments shall be carried out in accordance with the approved details and to the appropriate British Standard. For a period of no less than 5 years after planting, any trees or plants which are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of the same species, size and number as originally approved in the landscaping scheme. Reason: In the interests of the visual amenity of the locality and to safeguard the amenities of neighbouring residents.

22 With each residential reserved matters application a detailed noise assessment and mitigation strategy and plan shall be submitted to assess and address noise from the highway, sports facilities and the industrial activities (post the removal of the buildings hereby consented). This assessment must give due consideration to external and internal layout as well as orientation of residential dwellings and gardens, in order to minimise noise impacts. The report shall include a scheme of mitigation measures for protecting that phase of development from noise and vibration that must be submitted for approval by the Local Planning Authority. All works which form part of the approved scheme must be not be varied and must be completed before any of the permitted dwellings within that phase is occupied (unless agreed by the Local Planning Authority). Reason: To protect residential amenity.

23 Where acceptable noise standards cannot be met with open windows, alternative ventilation, (rapid ventilation or whole house ventilation to ensure temperature control), will be required. A detailed ventilation scheme must be submitted for the approval of the Local Planning Authority (LPA). All works relating to each property, which form part of the scheme approved by the LPA must be completed before each permitted dwellings is occupied (unless agreed by the Local Planning Authority). The scheme must be fully implemented, unless varied with written permission of the Local Planning Authority in advance of implementation. Reason: In the interests of residential amenity.

24 Prior to reaching slab level for the first dwelling within each phase, details of a technology and communication strategy for the provision of broadband, fibre optic or other audio visual technology within that phase must be submitted to and approved in writing by the Local Planning Authority. The infrastructure must then be provided for use upon first occupation of the buildings hereby permitted within that phase and retained thereafter. Reason: To improve the opportunities to work from home and to reduce the proliferation of individual masts, aerials, satellite dishes and wiring on flatted and commercial blocks in the interests of visual amenity.

25 Prior to the construction of any residential building above slab level within each individual phase of the development (or, in accordance with a timetable to be agreed in writing with the Local Planning Authority), for each house type design stage SAP data and a design stage water calculator confirming energy efficiency and the predicted internal mains water consumption to achieve the following shall be submitted to and approved in writing by the Local Planning Authority:
1) In respect of energy efficiency, a standard of a 19% improvement of dwelling emission rate over the target emission rate as set in the 2013 Building Regulations being equivalent to and not exceeding the requirement as set by Code Level 4 (as defined by ENE1) in the, now revoked, Code for Sustainable Homes.
2) In respect of water consumption, a maximum predicted internal mains water consumption of 105 litres/person/day, i.e. the equivalent requirement as set by Code Level 4 (as defined by WAT1) in the, now revoked, Code for Sustainable Homes.
The development shall not be carried out otherwise than in accordance with the approved details.
Reason: To support a comprehensive approach to high quality design across the site; in line with the guidance set out in the Government's Ministerial Statement of 25 March 2015 which states that Local Planning Authorities should, from the date of its publication, take into account the government's intentions in the statement

26 Prior to the first occupation of each house type with each phase an as built stage SAP data, and an as built stage water calculator confirming energy efficiency and the predicted internal mains water consumption; which shall meet the requirements set out in condition 22 above; shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with the approved details. Reason: To support a comprehensive approach to high quality design across the site; in line with the guidance set out in the Government's Ministerial Statement of 25 March 2015 which states that Local Planning Authorities should, from the date of its publication, take into account the government's intentions in the statement "and not set conditions with requirements above a Code level 4 equivalent".

27 No construction or demolition related activities or deliveries to the site shall take place during the construction period except between the hours of 0800 to 1800 Mondays to Fridays or 0800 to 1300 on Saturdays and not at all on Sundays or Bank Holidays. Reason: To protect the amenities of the occupiers of nearby dwellings.

28 No burning of materials obtained by site clearance or any other source shall take place during the demolition, construction and fitting out process. Reason: To protect the amenities of the occupiers of nearby properties.

29 No residential development shall start until a scheme of work detailing the extent and type of piling proposed has been submitted to and approved in writing by the Local Planning Authority. The development shall accord with the

approved details.
Reason: To protect the amenities of the occupiers of nearby properties.

30 No dwelling hereby permitted shall be occupied until the areas shown on the approved plan for the parking of vehicles associated with that dwelling shall have been made available, surfaced and marked out, and the areas must be retained in perpetuity for those dwellings to which each parking bay is allocated. The unallocated parking areas must also be provided prior to occupation of the penultimate house and retained as such in perpetuity and in a condition to the satisfaction of the Local Planning Authority, and reserved for those purposes at all times. Reason: In the interests of highway safety/amenity.

31 The development here by approved shall not be occupied or brought in to use until the access is constructed broadly in accordance with dwg 1755-00-14 - PO4. Reason: In the interest of highway safety

Note to Applicant: A formal application for connection to the public sewerage system is required in order to service this development. To initiate a sewer capacity check to identify the appropriate connection point for the development, please contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel 0330 303 0119) or www.southernwater.co.uk.

Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (February 2019), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

This application has been referred to Committee because it is contrary to the adopted development plan and is controversial.

Introduction

1. This is an outline planning application which seeks approval for up to 148 residential units with access as the only detailed matter to be considered. All other matters (layout, appearance, scale and landscaping) are “reserved” and would be applied for under a separate Reserved Matters application. A new access is proposed to Hamble Lane approximately 20m north of the existing Hamble Lane / Coronation Parade / Kings Avenue access.

2. The only matters for formal consideration at this stage are as follows:-

- Whether the proposed land uses are acceptable in principle in this location;
- Whether the proposed amount of development is appropriate;
- Whether the proposed vehicular access, alterations to Coronation Parade, car parking and road through to the GE campus are acceptable.

3. All other matters of detail, such as the detailed layout, appearance, design and landscaping are not for detailed consideration at this stage.

4. The amended illustrative master plan provides a layout and supporting information to demonstrate that the site can accommodate up to 148 dwellings of varying sizes and styles. It provides for a possible internal road layout, footways and drainage features within the site, key landscape features including trees for retention, public open space and an equipped play area.

5. A summary of the development

- 148 dwellings with open space set to the west of the retained football pitch and bowls club.
- Detailed approval sought for:
  - Kings Avenue / Hamble Lane junction moved north with extension to Coronation Parade
  - New cul-de-sac with parking for existing Kings Avenue properties.
  - Single vehicular access serving the development and shared with access to GE site.
- Additional car parking (92no. spaces) for the retained sports facilities
- Replacement car parking for GE Aviation (306 spaces).
- Removal of non-listed extensions to the Listed Sydney Lodge (Grade II*) and repositioning of access road to improve setting. This will remain in GE's ownership but fall outside of the secure perimeter fence.
- Removal of redundant industrial, small office and commercial buildings
- Retention and improvements to the Bowls Club and Football club including new bowls club toilets, new maintenance store and new football club house
- Loss of the cricket pitch, 2no. grass football pitches / training area on the outfield

6. The illustrative masterplan responds to the constraints and opportunities within this site. The key design principles are:-

- Design based on perimeter block principles with houses located to face onto the residential streets, open space and the site boundaries.
- Two storey and 3 storey buildings to enclose the site or take advantage of views over undeveloped areas.
- A range of property sizes and types including affordable housing
- An urban block of residential properties fronting the sports pitches which will aid reducing noise disturbance to dwellings to the west

- The existing landscaping features become an integral part of the development retained through the centre and edges of the site
- Areas of open space in the centre of the site are overlooked and provide open views to Sydney Lodge, a Grade II* Listed Building.
- Links for cycles and pedestrians to connect to the footpaths and cycleways within Mount Pleasant Recreation Ground, Hamble Lane and Royal Victoria Country Park
- Strengthened and additional landscaping along the northern and southern boundaries to screen the development and enhance the sites green infrastructure.
- Ecologically sensitive sustainable drainage features
- Green corridors passing through and along the boundaries of the development.
- Enhanced setting of Sydney Lodge through removal of non-listed buildings, removal of commercial infrastructure and enhanced garden settings.

7. Up to 148 dwellings are proposed and consist of 96 open market dwellings and 52 (35%) affordable units with 50% affordable rent and 50% shared ownership. This represents a significant uplift from the originally proposed 30 units (20% of total) and is now policy compliant. The indicative mix is:

- 15 x 1 bed apartments
- 37 x 2 bed units
- 79 x 3 bed units
- 17 x 4 bed units

8. The application is also accompanied by the following reports and technical assessments some of which have been updated during the application process:-

- Parameter Plans: - Phasing, Developable Area, Land Use, Open Space, Height and Access,
- Planning Statement (including Minerals Statement, Economic and Demographic Inputs)
- Transport Statement;
- Framework Travel Plan
- Statement of Community Involvement prepared by Meeting Place Communications;
- Arboricultural Assessment
- Ecological Assessment Summary and detailed assessment reports
- Contaminated Land Assessment;
- Flood Risk Assessment(including drainage strategy)
- Noise Assessment
- Energy and Sustainability Statement;
- Air Quality Assessment
- Heritage Assessment
- Pitch Mitigation Strategy
- BREEAM Communities Statement

- Landscape and Visual Impact Assessment (LVIA)
- Archaeological Desk Based Assessment

9. The development has been screened by the Local Planning Authority under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. The screening assessment identified that significant effects on the environment are not considered likely either alone or in combination with other development and, accordingly, the Council consider that the proposals do not constitute EIA development as defined by the Regulations.

10. The proposal has been screened under the UK Habitats Regulations and has the potential to impact Natura 2000 sites. An Appropriate Assessment (AA) needs to be completed by the Council as the Competent Authority to assess whether the proposals are likely to have a significant (adverse) impact on these protected sites. The assessment has been discussed with Natural England in regards to impact of surface water run off, nitrate levels and protection of birds along the coastline and Natural England are supportive of the information provided to date by the applicant.

11. A decision on the application was deferred at the July Local Area Committee to address the following issues. These issues are discussed in more detail within the body of the report;

- Secure a no objection from Sports England and their support to part of the mitigation package to be investment in sports provision in the Hamble peninsular and not in the wider Borough
- Secure a no objection from Natural England to the nitrates and the Appropriate Assessment under the Habitat Regulations
- Greater consideration of reducing / removing the use of the Cliffe Avenue access.
- Improvements to footpaths along the western side of Hamble Lane to the station
- Conclusion of the viability matter
- Greater clarity from CCG on projects for health

The site and its surroundings

12. The site is located northwest of the junction of Kings Avenue with Hamble Lane and is abutted by public open space (POS) at Mount Pleasant Recreation Ground and Royal Victoria Country Park. To the southeast is the GE Aviation campus set on circa 20 hectares which has approximately 50,000 sqm of commercial floor space used for manufacturing in association within the aviation industry. To the south and east are the residential areas of Coach Road / Yorke Way and the Sydney Avenue. The site is located adjacent to Coronation Parade, containing a 10 small retail and service industry units and is 800m from the village centre of Hamble. Hamble Lane is on a bus route and there is a good network of footpaths and cycleway links to the wider area.

13. The site has mature tree and hedging along the western, eastern and northern boundaries but is much more open along the southern boundary which has limited landscaping.

14. The application site is approximately 8.83 Hectares (ha) and sits on a plateau within the north of the campus and is in part a developed area, incorporating the GE Aviation Sports and Social Club with cricket and football pitches and other sporting facilities. The western part of the application site is occupied by a car park and a number of industrial buildings on the edge of the campus. Sydney Lodge (a Grade II* listed building) is also within the application site. The lodge has been significantly extended, often unsympathetically in the past. The setting of Sydney Lodge is impacted by these extensions, the close proximity of the industrial buildings and the lack of maintenance of the grounds around it.

15. Within the adopted Eastleigh Borough Local Plan (2001 – 2011) the southern and western part of the site are within the urban edge (industrial areas and the car park) whilst the north eastern part are outside of the urban edge (sports pitches).

Relevant planning history

16. The site has been subject to numerous industrial development proposals as well as smaller scale proposals ancillary to the use of the industrial and sports use of the site. A separate planning application and Listed Building Consent has been submitted for the removal of extensions and alterations to the listed building, Sydney Lodge.

Representations received to the planning application

17. The scheme has generated a high level of representations. To date 70 letters of objection on the following grounds;

Principle

- Over development
- Not within the Local Plan (either adopted or Submitted)
- Detrimental to village character
- Same impact as the Hamble Station development that was refused
- GE Aviation should not be looking to profit from further development.
- If refused GE will scale development down as they historically do.
- Council stated - No further development will be permitted on the Hamble Peninsular
- Lack of affordable housing
- The Council has a 5 year Housing Land Supply so development is not justified.

Highways

- Congestion of Hamble Lane

- Increase in traffic on to Hamble Lane
- Moving the hub to Segenworth will make no discernible difference to traffic movements.
- Access near Sydney Avenue will be dangerous
- All traffic will use the new Kings Avenue access.
- Pedestrian safety concerns for those crossing Hamble Lane.
- To truly reduce traffic, discounted housing to GE employees should be offered.
- No / limited information on removing HGVs from Coach Road, the design of new junctions, cycleway improvements,
- Lack of public transport.
- Impact on emergency vehicles using Hamble Lane

Amenity
- Visually intrusive
- Loss of privacy
- Increased air quality pollution from traffic
- Impact on outlook
- Impact of HGVs idling in Cliff Avenue

Infrastructure
- Inadequate health facilities – Doctors and dentists
- Lack of school places.

Sports
- Proposed new cricket ground at Roy Underdown and existing car parking is inadequate and fencing off the facility will not be supported by the community. Its delivery is not guaranteed.
- Loss of community asset in the sports club used by a wide range of people, old, young disabled, the proposals won't replace this asset for that supports skittles, billiards, snooker, darts, cribbage, fishing clubs & teams. Also held for weddings and wakes.
- Not a brownfield site
- Sports pitches maintained by the local sports clubs and not GE.
- Pitches should be handed back to the parish.

Heritage
- Relocation of the RAF plane which is part of Hamble history and a landmark.
- Gradual decline of the Victorian Garden, which will lead to more housing proposals in the future.

Other matters
- No community benefit from the proposed development
- Impact during construction process.

18. An objection was also received from Mims Davies MP who objected on the following grounds; congestion, amenity, infrastructure, ecology, air quality, location of Gnat

Consultation responses (Summarised)

19. The consultation responses that have been received in relation to this application have been summarised below.

20. **Local Plan Team (Strategy)** – No objection. Contrary to 1.CO & S7 policy designations (countryside) but character of this site is different to open countryside. No net reduction in employment and reinvestment therefore accords with 118.E (i). Need to provide Public Open Space (POS) in accordance with policy requirements. There is betterment in the setting of Sydney Lodge. Firm guarantees are needed for replacement sports pitches (DM34 and paragraph 97 of the 2018 NPPF). Currently have a 5.52 HLS (March 2018) so this is not a material consideration in support of the development. There is an under provision of affordable housing (74.H and DM30). The unique factors (investment in employment and the improvements to listed building) that require consideration for this scheme are recognised.

21. **Landscape & Urban Design team** (original plan) - The promise of good design concepts within the Design & Access Statement (DAS) has not flown through the master plan as well as it could have. We could seek formal tree-lined avenues, to help create character links with the listed building as the character areas are focused on built form. There is opportunity to rationalise new parking areas and provide more landscaping around these. Some layout comments provided (address at reserved matters stage). Would wish to seek clarity of the defined space north of Sydney Lodge.

22. **Heritage Officer** – No objection. One of the best heritage statements received in 10 years. Sydney Lodge is a national treasure and one of the three most important secular buildings in the Borough. The development needs to respect the setting of the Listed Building. Suggestions made on surfacing of the hard landscaping areas. Sydney Lodge needs Listed Building Consent and restoration after removal of courtyard buildings needs to be considered and the opportunity to restore door / window / archways. The stable yard to the north (1879) should be protected during development.

23. **HCC Highways** – Amended comments. No objection in principle to revised plans (1755-00-14 - PO4) subject to review of independent Road Safety Audit (RSA).

    Original comments

24. Traffic data - Within the pre-application discussions trip generation figures, trip distribution, assignment and committed development as presented within the transport assessment were agreed with the highway authority..

25. Junction Capacity –
    a. Hamble Lane / Kings Avenue - do not raise any concerns and alignment alterations on Kings Avenue and improvements at Coronation Parade will help to improve the arrangement.

b. Hound Road / Hamble Lane - increasing queue/delay on the Hamble Lane (North) arm and the applicant has provided a signalisation mitigation scheme at this location. This as a mitigation approach is not acceptable but contributions towards Hamble Lane corridor improvements study are favoured instead.
c. Cunningham Gardens / Chamberlayne Road / Hamble Lane - operates within capacity
d. Portsmouth Road / Hamble Lane - all arms of the junction are operating above capacity in the AM and PM future and contributions required for improvements works identified in the Hamble Lane Corridor Study
e. Lowford Roundabout /Jurd Way and Hamble Lane (S) operates above capacity in AM peak and Hamble Lane (N) above capacity in PM peak. Contributions required for improvements works identified in the Hamble Lane Corridor Improvement
f. Tesco roundabout - impact Hamble Lane (N) at AM and PM peak & Hamble Lane (S) above desirable capacity in AM peak. Contributions required for improvements works identified in the Hamble Lane Corridor Improvement
g. Windhover Roundabout – Highways England improvements are due to commence in March 2020, so no mitigation required.
h. Overall – contributions sought for the Hamble Lane improvements and for Hound Road / Hamble Lane junction

26. Footway and cyclelinks - current pedestrian and cycle infrastructure requires improvement as identified within the TA which HCC support. Some will be delivered by the development whilst others will be secured through contributions.

27. Public Transport - Bus infrastructure is poor in the locality with nearest bus stop to the site is approximately 170m and Hamble Rail Station is located 1.2km north. Improvements proposed in the TA include improved signage in the vicinity of Hamble Station, improvements to Sports Ground bus stop with new seating, cutting back of vegetation and installation of a bus shelter and installation of corduroy tactile paving at stairs at Hamble Station. HCC support these proposals.

28. Travel Plan - The Travel Plan has been revised in accordance with previous comments and is now of acceptable quality. The associated bond, monitoring and approval fees will need to be secured within a section 106 agreement.

29. Mitigation - To mitigate the development a full Travel Plan and Construction Management Plan are required and construction of the access as set out. A financial contribution of £750,000 is considered necessary to off-set the development related impact is secured in order for any future improvement towards Hamble Lane Improvements including Hound Road/ Satchell Lane/ Hamble Lane junction and Windhover Roundabout.

30. Hamble Lane Improvement Scheme - It should be noted that this application precedes the EMET Decision Report outlining Hampshire County Council's evolving position regarding the Hamble Lane Improvements.

31. **Environmental Health Officer**– no objection.

32. Noise – No assessment of factory noise “without“ the buildings or the sport pitches has been undertaken. Furthermore the noise report has discounted internal layout and the orientation or properties to reduce noise impact, but limited justification for this. More information is needed however; as this is an outline application further information can be conditioned to be provided.

33. Air quality – It is noted an increase in the trend of air pollution levels in Hamble Lane AQMA, despite only a limited amount of the permitted new development coming on stream. Whilst no objection is raised it is recommended that conditions are applied for further assessments and contributions are sought for ongoing monitoring of air quality.

34. Contaminated Land – the area outlined for development and investigation, do not correspond with the outline of development in this application. However, as this is an outline application further information can be conditioned to be provided.

35. Lighting - assessing and mitigation of the impact of lighting from the sports pitches and staff car parking on the residential dwellings can be conditioned.

36. **Housing Enabling Officer** – For 148 units, 52 should be affordable but only 20% offered (30 units) are proposed. The scheme should be representative mix of market dwellings including some 1 bed units for rent. Furthermore, some 2 bed should be able to accommodate 4 people and some 3 bed units to 6 people. The split of affordable units should be 65% Affordable Rent and 35% Shared Ownership with all constructed to Lifetime Home standards. 3% (1no. unit based on 30) is to be of Wheelchair Accessible Standards. The units are to be pepper potted as 10 – 15 units in a clusters.

37. **Borough Tree Team -** No arboricultural objection to the proposed access arrangements subject to conditions.

38. **Borough Ecologist** – No objection. The development must provide net gain for biodiversity in line with national and local policy. Concerns raised regarding proximity of development to the ancient woodland West Wood SINC at the western boundary of the application site. All existing green networks must be retained and enhanced which are of value to reptiles, birds and bats (roosting, foraging and commuting). A green corridor should be provided in the south of the site where it is currently lacking (*note – plans amended to include a green corridor outside of the application site*). A Biodiversity Mitigation and Enhancement Plan (BMEP) is to be provided as early in the application process as possible. The BMEP must specify and quantify the different habitats that will be unavoidably lost or adversely affected as a result of the proposals. Any loss of habitat or impact on retained habitat needs to be mitigated within the BMEP and can be delivered in the buffer zones and expanded green networks. It is recommended that any SuDS features to be

used are determined at this point and included in the landscaping proposals. SuDS will have to be incorporated to address run-off rates and WQ.

39. Clarification has been provided emergence and re-entry surveys for the bat roost in Sydney Lodge and why no survey on over wintering birds on the recreation ground to the north has been provided and the impact of the access. Also information on the absence of Great Crested Newts surveys has been submitted and is acceptable.

40. **Head of Direct Services** – Comments provided on bin storage and collection which will be addressed at the Reserved Matters stage.

41. **Economic Development Officer** - No objection. The scheme helps to maintain a significant employer of local people and the road improvements assists the local economy through more car parking for Coronation Parade. The hub at Segensworth will restrict traffic movements daily for both staff and subbies. Construction would provide / support jobs in the local supply chain. Require an employment & skills plan to provide local jobs apprenticeships and training opportunities

42. **Borough Asset Management team** – No objection. They support the proposed enhancement of facilities at College Playing Fields and seek to support the Parish Council

43. **Borough Sport Works Project Manager** – Supports the expansion of cricket facilities at the College Playing Fields and securing funding towards provision of an artificial footpath at the Vosper Thornycroft sports ground (VT), subject to a fall-back position that allows the funding to spent on sport within the area if the VT option is not deliverable as outside of both the Council and applicants gift.

44. **Historic England** - No objection. The undeveloped land to north assist with setting of Sydney Lodge and this will be lost but removal of modern extensions to the industrial development brings benefits. Advisable to secure heritage benefits through condition / s106. LBC required for demolition element with good understanding of any making good needed. There is a statutory duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting

45. **The Garden Trust** – Do not wish to comment

46. **HCC Archaeologist** – No objection. There is no indication that archaeology presents an overriding concern but an assessment, recording and reporting of any archaeological deposits is secured via suitable conditions

47. **HCC Children's Services** – No objection. The proposed development is expected to generate 44 additional primary age children and 31 secondary age children. The development site is served by Hamble Primary School which is currently full and has no places available to cater for the additional

children that will be yielded from this development. However, given the size of the development a new 0.5FE expansion will be required and contributions are sought. The development site served by Hamble College is also at capacity and therefore a contribution to mitigate the additional secondary pupils is also required to remodel an existing building to create additional capacity.

48. **HCC Countryside Service** – Holding objection as no mitigation towards an increased impact on footpath network or assessment of the increased visual impact of the development as a result of the breaks in hedging along the northern boundary.

49. **HCC Flood and Water Team (Lead Local Flood Authority)** – The Flood Risk Assessment identifies a mixture of above and below ground attenuation with swales and pipes for conveyance. Two outfalls are currently proposed although infiltration testing is planned which may lead to soakaway systems being used. Given that this is an outline application, the information provided is considered in accordance with best practise and further details can be provided by condition as the design develops.

50. **HCC Planning** – The site lies within the mineral and waste consultation area (MWCA) – Minerals section and Policy 15: Safeguarding – mineral resources of the adopted Hampshire Minerals and Waste Plan (2013) (HMWP) is relevant. Incidental extraction is a viable possibility whilst full extraction is not suited to this site. Prior extraction is therefore sought which can take the form of small quantities of material that are taken out during the normal construction preparation processes. This may include excavating the foundations and footings or landscaping works associated with the development.

51. **Ramblers Association** – Comments made. Stopping up order for old highway junction cannot be guaranteed and will need to protect the rights of the residents using the adopted highway. FP 13 & cycle route 2 to the north should remove unsightly existing fence here and at junction with Hamble Lane to improve sightlines. Centralise the cycleway link to the northern boundary ; and suggest localised widening of the cyclepath around trees

52. **Natural England** – In terms of recreational pressure provided that the applicant is complying with the SPD or policy, Natural England are satisfied that the applicant has mitigated against the potential adverse effects of the development on the integrity of the European site(s), and has no objection. Clarification has been provided on the impact on water quality within the Solent (nitrates) as a result of the development needs assessing in accordance with NEs revised methodology (June 2019). The nitrate budget takes an even more precautionary approach with the occupancy rate. Provided Eastleigh BC are confident the smaller areas of public open space (i.e. areas less than 0.5ha) can be secured as formal public open space and can satisfy itself that the appropriate management (i.e. no application of fertilisers, provision and regular emptying of dog waste bins etc.) can be

secured in perpetuity, than the way the budget has been calculated is acceptable.

53. Additional information provided on impacts on ancient woodland and Lowland Mixed Deciduous Woodland priority habitat will be avoided and/or mitigated by the proposals. The woods at West Wood (Royal Victoria Country Park) (SINC) are classified as ancient semi-natural woodland. A 20m buffer to this woodland is required (and provide on amended plans) but its proximity to the woodland could impact of drainage regime on this woodland and conditions to ensure its integrity is protected is recommended. Clarification on the possible loss of a small area of woodland to the car park is sought (confirmed no woodland lost, with amendments needed or mitigation provided if trees are to be lost. The intention for the production of a woodland management plan that will outline measures for enhancement and on-going management of the neighbouring ancient woodland is welcomed as is the requirement for the development of a Biodiversity Mitigation and Enhancement Plan (BMEP) at the reserved matters stage.

54. **Environment Agency** – No objection but no details on foul drainage

55. **Southern Water** – No objection . Foul drainage can be provided for the development. There should be no development within 3m of side of surface water sewer, no trees within 6m of the water main, no soakaways within 5m of the public sewer. Southern Water's initial study of surface water run off should it be passed to the public sewer has indicated that there is an increased risk of flooding unless any required network reinforcement is provided by Southern Water in time with the development coming forward. To alleviate this risk, conditions are recommended.

56. **Sports England** – No objection subject to a suitably worded S106 agreement, on the basis that the proposal and its amended mitigation package is broadly considered to be capable of meeting our E4 exception policy.

57. **West Hampshire Clinical Commissioning Group** – The CCG considers that the application should be required to make an appropriate financial contribution to the capital investment. Using a formulaic approach a contribution is sought of £22,693. The funds would be to use it to increase patient access at Blackthorn Health Centre through increasing clinical consultation space or access to premises.

58. **University Hospital Southampton NHS Trust Foundation** – The Trust is operating at full capacity in the provision of acute and planned healthcare. The Trust has plans to cater for the known population growth, it cannot plan for unanticipated additional growth in the short to medium term. The Trust is paid for the activity it has delivered the previous year subject to satisfying the quality requirements set down in the NHS Standard Contract. The contract is agreed annually based on previous year's activity plus any pre-agreed additional activity for clinical service development and predicted population growth (not ad-hoc housing developments). The following year's contract

does not pay previous year's increased activity as such a contribution is sought to meet this gap in funding staff. The contribution is being sought not to support a government body but rather to enable that body to provide services needed by the occupants of the new development, and the funding for which cannot be sourced from elsewhere. The development directly affects the ability to provide the health service required to those who live in the development and the community at large. Without the contribution, the development is not sustainable and should be refused. A contribution of £135,578.00 is sought.

59. **Winchester and Eastleigh Design Review Panel** – No objection. Welcomed improvements to the pre-app plans. There remains some opportunity to enhance the scheme through texture, layering and hierarchy of spaces and reduce the dominance of car parking in some places. Opportunity to increase densities. Landscaping around Sydney Lodge could build on former parkland setting. Overall the scheme will require a robust design code needed.

60. **Bursledon Parish Council** – no comments received.

61. **Hound Parish Council** - Object to the additional traffic flow on Hamble Lane and the peninsular.

62. **Hamble-le-Rice Parish Council** – Object. It is difficult to quantify the importance of this application in supporting future operations due to changing market. Overall, object on grounds of (i) Contrary to Local Plan with development in countryside and increased pressure on the RVCP and the Special Policy Area; (ii) Under provision of affordable housing; (iii) no special circumstances (economic) to allow a development contrary to policy; (iv) Increase in traffic on Hamble Lane; (v) TA is considered to be flawed - (a) limited sustainable travel options, (b) suitability of methodologies for assessing baseline and development trip generation, (c) Hound Road/Hamble Lane junction works; (d) Doesn't assess the impact on journey times for Hamble residents; (e) not account for cumulative impact on mitigation schemes; (f) More info on King's Road improvements & junction with Hamble needed including RSA & assessment of highway collision records; (vi) Should seek to replace cricket pitch in village as College Playing Fields had been abandoned and; (vii) The Borough has a 5 year HLS therefore the development is not necessary.

Policy context: designation applicable to site

- Partly Outside Built-Up Area Boundary
- Adjacent Established Residential Area
- Adjacent a Site Of Nature Conservation Interest
- Adjacent Grade II* (Sydney Lodge)

Assessment of proposal: Development plan and / or legislative background

Policy Context:

Eastleigh Borough Local Plan Review 2001-2011 ("saved policies")

63. This site is partly in designated countryside and in part within the urban edge within the current adopted Local Plan 2001-2011. The most relevant saved policies are as follows:-

- 1.CO - seeks to limit development in the countryside to a range of appropriate uses - the site adjoins the urban edge as defined on the proposals map.
- 18.CO – seeks to limit development which has an adverse effect on the character of the landscape
- 23.NC – protection of SINCs
- 25.NC – promotion of biodiversity
- 26.NC – protection of wildlife network
- 28.ES – waste collection
- 30.ES – noise sensitive development
- 31.ES – residential development and noise
- 32.ES– pollution control
- 33.ES – air quality
- 34.ES – reduction in greenhouse gases
- 35.ES – contaminated land
- 36.ES – lighting
- 37.ES – energy efficiency
- 42.ES – development within watercourse catchment
- 45.ES – Sustainable Drainage requirements
- 59.BE - seeks to ensure the high quality and appropriate design
- 66.BE – information and communication technology
- 71.H – mixed use development
- 72.H – Density – minimum 35 dwellings per hectare unless local circumstances and context indicate otherwise.
- 74.H – Affordable housing.- on site requirement
- 91.T – transport schemes
- 92.T – Hamble Lane / Portsmouth Road junction improvements, Eastleigh Quality Bus Partnership and Eastleigh Cycle route network.
- 100.T – To be well served by sustainable forms of transport
- 101.T - Contributions towards sustainable transport.
- 102.T - Safe accesses to adoptable standards.
- 104.T – parking provision
- 118.E – Non employment uses on allocated / approved employment site
- 145.OS – loss of open space
- 146.OS – green network of open space
- 147.OS – open space requirements for new developments
- 152.OS – enhancement of footpath network
- 165.TA – percent for art
- 168.LB – archaeology
- 174.LB – alteration of extension of listed building
- 190.IN – Infrastructure provision
- 191.IN – Developer contributions

Hampshire Minerals and Waste Plan 2013

64. The site lies within the mineral and waste consultation area (MWCA) – Minerals section and Policy 15: Safeguarding – mineral resources of the adopted Hampshire Minerals and Waste Plan (2013) (HMWP) is relevant.

Submitted Eastleigh Borough Local Plan 2011-2029

65. The Eastleigh Borough Local Plan 2011-2029 was submitted for examination in July 2014 but the Inspector concluded that insufficient housing was being provided for in the Plan and that it was unsound. While this has not been withdrawn and remains a material consideration, it can therefore be considered to have extremely limited weight in the determination of this application.

The Submitted Eastleigh Borough Local Plan 2016-2036

66. The Eastleigh Borough Local Plan 2016-2036 was submitted to the Secretary of State for examination in October 2018 and the examination hearings commenced in November 2019, with adoption expected in 2020. The Plan carries moderate weight and has relevant polices for reserved matters and condition discharge proposals including:

Strategic policies:

- S1 – sustainable development
- S2 – promotion of new development
- S3 – housing locations
- S8 - countryside and countryside gaps
- S10 – green infrastructure
- S11 – community facilities
- S12 - transport infrastructure
- S13 – footpath, cycleway, bridleway links

Development Management policies

- DM1 (General criteria for new development)
- DM2 (Environmentally sustainable development)
- DM3 (Adaptation to climate change)
- DM5 (Managing flood risk)
- DM6 (Sustainable surface water management and watercourse management)
- DM8 (Pollution)
- DM10 Water and Waste Water)
- DM11 (Nature conservation)
- DM12 (Heritage)
- DM13 (General Development- transport)

- DM14 (Parking)
- DM15 (Safeguarding employment sites)
- DM23 (Residential development in urban areas)
- DM26 (Creating a mix of housing)
- DM30 (Delivering affordable housing)
- DM34 (Protection of recreational and open space facilities)
- DM35 (Provision of recreation and open space facilities within new development)
- DM36 (New and enhanced recreation and open space facilities)
- DM40 (Funding infrastructure)

Supplementary Planning Documents (Material Planning Considerations)

- Quality Places (November 2011)
- Environmentally Sustainable Development (March 2009)
- Biodiversity (December 2009)
- Residential Parking Standards (January 2009)
- Planning Obligations (July 2008, updated 2010)
- Affordable Housing (July 2009)
- Housing Mix (February 2003)
- Character Area Appraisals – Bursledon, Hamble-le-Rice and Hound (January 2008)

Other Relevant Documents

- Public Art Strategy
- Biodiversity Action Plan for Eastleigh Borough 2012-22
- Nationally Described Space Standards

National Planning Policy Framework (NPPF) revised 2019

67. At a national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The NPPF states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development.

68. The three identified dimensions of sustainability should to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development appropriately responds to the different opportunities for achieving sustainable development in different areas.

Policy Practice Guidance

69. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Assessment of Proposal

70. Section Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a local planning authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Saved Policies of the Eastleigh Borough Local Plan Review 2001-2011 and the Hampshire Minerals and Waste Plan 2013.

71. In terms of emerging policy, extremely little weight can be given to the Submitted Eastleigh Local Plan 2011-2029 (comprising: the Revised Pre-submission Eastleigh Borough Local Plan 2011 – 2029 which the Local Plan Inspector recommended non-adoption on the basis of the plan being unsound, largely due to its inadequate provision for new housing.

72. The Submitted Eastleigh Local Plan 2016 – 2036 and the policies within are being tested at the Local Plan Inquiry and represent the Council's latest position on development within the borough and have been formed based on up to date evidence, as such they can be afforded moderate weight.

73. Section 16(2) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states "In considering whether to grant Listed Building Consent for any works, the Local Planning Authority … shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

74. Eastleigh's Five Year Housing Land Supply Position Statement dated September 2019 identifies the current consents for development provides sufficient housing to meet the Borough's identified needs over the next 7.1 years without compromising sustainable development objectives. Planning inspectors in recent appeal decisions have supported the Council's position on the supply of housing and so weight can be given to these figures.

75. A development for 70 dwellings on a greenfield site off Satchell Lane was allowed last year at appeal despite the council arguing the site was unsustainable (due to poor pedestrian links), the development was visually intrusive and the healthy housing supply position did not warrant the release of unallocated greenfield sites (PINS Ref: PP/W1715/W/18/3194846 and App Ref: O/17/80319).

76. The Inspector confirmed in his decision letter that saved policy 1.CO is not to be considered out of date due to age just because it pre-dates the first version of the NPPF; or because it only made provision for development until 2011.

77. Taking account of these matters, and the degree of consistency with the 2019 NPPF, it is for the decision maker to determine the weight to be afforded to this policy. As discussed at the Satchell Lane Inquiry, previous Inspectors have

afforded between considerable / significant to full weight. The Inspector in the Satchell Lane Inquiry took a different position, affording reduced weight to this policy as in his view it, 'lacks the flexible and balanced approach towards the issue enshrined in the Framework'.

78. For the purposes of this application, Members as the decision makers should determine the weight to be afforded to this, and other policies. In advising Members and in light of the previous appeal decisions, it is the view of officers that considerable weight can be afforded to Saved Policy 1.CO and it is applicable to part of the site. Members are asked when considering the principle of development, whether there are "material considerations" that outweigh the loss of the countryside (and sport pitches addressed separately in the report) and allow a proportion of the development proposed to be outside of the urban edge.

The Principle of Development

79. The site lies outside of the defined urban edge within the adopted Eastleigh Borough Local Plan Review (2001-2011). Saved Policy 1.CO of the adopted Eastleigh Borough Local Plan Review (2001-2011) seeks to protect the countryside from inappropriate development and resists development outside the urban edge unless it is for agriculture, horticulture, forestry, development for outdoor recreational use, public utility developments and/or extensions to existing education or health facilities. Furthermore, part of the site involves the loss of established sports facilities the retention or replacement of which is required by adopted saved policy 145.OS.

80. In addition, whilst only moderate weight can be given to the submitted Local Plan (2016-36), it is noted that the GE site is not allocated for residential purposes with the housing needs for this period being made up predominantly of allocated sites but with a significant number coming from "windfall" sites i.e. sites not allocated.

81. Unlike the majority of the site, the sports fields that lie outside of the urban edge for residential purposes does not fall within the range of uses deemed appropriate for countryside locations, as such the proposal at least in part is contrary to the adopted Local Plan (2001 – 11).

82. The sports pitches fall within the landscape character area '16: Victorian Parkland' the EBC Landscape Character Assessment (December 2011). The supporting map identifies this undeveloped part of the site on the extreme edge of the Parkland separated by robust landscaping, as such it does not contribute significantly to Parkland setting or its identified characteristics. Development on the sport pitches would have a minor adverse impact on the appearance of the wide landscape and negligible impact on the Country Park.

83. The majority of the site falls within the urban edge (brownfield) and the NPPF supports appropriate extensions to the urban edge when located in sustainable locations. The site is close to existing facilities (school, local parade of stores/services, village centre) and is afforded some alternative to using the car

for travel (on bus route, near railway station, good network of footpath). The provision of housing on brownfield sites is encouraged and supported, with a significant part of the site falling within the urban edge and made available through the rationalisation of the existing industrial activities and removal of buildings no longer needed or fit for purpose.

84. Furthermore, the proposal if approved would generate an income source for GE to reinvest in to their business to improve technology allowing GE to compete within the world market. The recent sale of the GE site to a competitor (Aernnova) within the aviation industry has not altered the planned investment in to the site nor the importance of realising investment funds from the planned housing development. This acquisition is seen as another step forward in Aernnova's growth strategy, further underlining the company's status as a global leader in the design and manufacturing of composite aerostructures.

85. As such this site could be treated as a windfall site that goes some way to meeting the Borough's housing need whilst supporting the economic base of the borough.

86. It is still necessary to consider whether the proposed development is sustainable development and to apply the NPPF's overall presumption in favour of sustainable development, as set out in paragraph 11 of the NPPF. This is discussed in more detail below.

Land Use and Amount – the Parameter Plans

87. For approval are parameter plans which illustrate a framework for development which would evolve further through the reserved matters applications. The parameter plans form the basis of the illustrative master plan combining the constraints with the opportunities to provide an indicative development. All the plans have been revised in response to consultee comments during the course of the application.

88. **The developable parameter plan** outlines the area in which all works are proposed. This plan has been amended following consultee comments and responds to the constraints on and adjacent to the site and provides suitable offset and buffers to sensitive nature conservation features (20m to woodland to the west), the listed Sydney Lodge and retained sports pitches. The extent of this area allows for the development to retain existing landscape features and is considered acceptable as identifying the extent of the development.

89. **The land use and landscaping parameter plans** divides the 8.83 ha site in to residential (3.35ha) located at the western end of the site, thereby allowing the retention of the football pitch (1st team), the bowling green and the clubhouse (1.46 ha). The open space and buffers at circa 1.30ha (meeting policy standards) is provided in the form of formal POS with a play area, landscaping setting for Sydney Lodge (improving its setting and presence within the site) and buffer strips of 10 – 20m around the sites boundary to protect the existing landscaping and ancient woodland to the west. The proposed car parking is located in areas that serve the various uses of the site providing clarity and structure. The car

parking and listed building grounds equates to 2.39ha. Overall, the allocation of land uses is logical, responds to constraints and the needs of end users and allows the highway improvements (Phase 1) to come forward in advance of the residential use.

90. Whilst not supported by a landscape parameter plans the amended illustrative master plan and Design & Access Statement (DAS) has responded to concerns expressed by the landscape and urban design officers. A clear edge to the new urban area is proposed with retained and proposed planting along boundaries, tree lined roads and soft landscaping around the listed building, Sydney Lodge. An equipped play area is located in the heart of the residential on POS that provides views on to Sydney Lodge, the gardens of which will be restored following the removal of unsightly twentieth century extension. The amended parameter plans have set development back to meet Natural England's buffer distance of 20m from the SINC as well enhance green infrastructure / wildlife corridors opportunity in areas that are currently devoid of landscaping in response to the Borough's ecologist comments. Differing management regime will be applied to each of the areas the details of which will be agreed via strategies to be secured through conditions and the s106 process. Within the developable areas sustainable drainage features and small green lungs will assist with green corridors and suitable habitats for biodiversity to be enhanced. Inevitably a small amount of hedge removal will be required to link in to the Public Right of Way to the north (FP13) and will need to be assessed in the planning balance of improving connectivity.

91. A landscaping strategy set out on the master plan and parameter plans provides for a logical response to the site constraints, context analysis, stakeholder engagement and development plan policies and assessments and would therefore accord with guidance contained within the NPPF which seeks to ensure access to high quality open spaces and seeks to protect public rights of way, saved adopted plan policy 23.NC, 26.NC, 71.H, 146.OS, 147.OS and submitted plan policies

92. **The Building Heights Parameter Plan** indicates the scale of development and proposes up to three storey development around the edge of the developable area reducing to two storey within the core of the development. The scale proposed responds to the scale of the industrial buildings; offers opportunity for a strong urban design approach supported by a Design Code and allows overlooking of structural areas of open space such as the sports pitches and recreation ground to the north. The dwellings are sufficient distance from existing dwellings (45m at its closest point) to prevent overlooking or over shadowing, as well providing opportunity for distinct character areas to be created that do not need to be constrained by having to mirror the adjoining 1960s semi-detached two storey dwellings.

93. Overall, the developments sits well within the landscape character setting and existing vegetation, respecting views into the site and the height parameter plan is considered acceptable and in accordance with NPPF guidance contained within section 12 which seek to ensure good design and development plan policies that seek to ensure an appropriate response.

94. **Means of Access Parameter Plan** is limited and only references the detailed element of the scheme, that being the new access to Hamble Lane, new cul-de-sac for Kings Avenue residents and points of access to proposed car parks and the residential development. Both the industrial and residential would share the same access point which in principle is supported, but detailed elements will need to be supported by additional highway design plans. The master plan includes a hierarchy of roads within the residential areas with a single point of entry, cul-de-sacs and connections to adjoining Public Rights of Way. The County as Highway Authority have raised no objection to the principle of the access or impact of traffic on the wider network. The new junction with Hamble Lane, the car parking area for Kings Avenue and road to the new GE gated entrance are detailed matters that are to be considered as part of this outline application, and considered in more detail within the highway section of this report. Overall, the development accords with saved development plan policies 100.T, 102.T, 152.OS and submitted plan policies

95. **The Development Phasing Plan** identifies the order in which the site will be brought forward for development. Critical for GE is the early deliver of the new junction and access road along with the car parking to the west (Phase 1). Mindful of the need to allow off-site replacement cricket pitches and improvements to College Playing Fields to establish, the residential development would come forward in two phases, with phase 2 being 49 units on the existing GE car park and phase 3 the bulk of residential (99 units) being on the cricket pitch. Through conditions and the S106, comfort can be secured to ensure no development is brought forward on the sports pitches until suitable off-site mitigation is provided. The phasing plan provides the Council with assurances that the early delivery of highway improvements which are key infrastructure can be delivered in advance of the majority of the housing, which will be subject to a reserved matters application.

96. **The illustrative master plan and Design and Access Statement** have been amended in response to consultee comments and combine the assessment of the constraints, opportunities and parameter plans to provide an indication of the potential form of development on the site. At 32 dwellings / hectare (DPH) the density is lower than that promoted for urban development within the adopted local plan (35 dph) and the submitted Local Plan (40 dph). Whilst densities could be increased, this would be at the expense of some highway improvements, the green infrastructure including SUDs features and would undermine the highway benefits and landscape strategy that underpins this development. The density would not be dissimilar to adjoining residential areas (23 to 43 dph) and in this edge of settlement location, it is not unreasonable to reduce the densities to the lower level of 32 dph to offer transition to the adjoining countryside.

97. The 5 character areas proposed in the DAS would provide distinction within the development through the built form, arrangements, heights, densities, relationship to open space and architectural style. Securing a design code via condition would provide a logical and coherent approach to the vision for development, as well as allow flexibility within each character area.

98. The final detail of the schemes are to be secured at the Reserved Matters Stage when officers would ensure compliance with detailed policies and the adopted SPDs. Whilst some layout issued were identified by the urban design officer, many to of these have been addressed by the amended illustrative master plan whilst others will be addressed at the reserved matters stage. The Head of Housing and Development is comfortable that the scheme can achieve a suitable layout that would meet adopted standards and guidance. On this basis, the illustrative master plan is considered to be acceptable and in accordance with NPPF guidance at which seeks to establish a strong sense of place as well as Saved policies 71.H and 72.H (adopted plan) and the submitted policies in achieving sustainable communities.

99. In conclusion the parameter plans are the culmination of an assessment of the site, the stages of which are detailed within the Design and Access Statement. The site has been shown to have the capacity for "up to" 148 dwellings stated in a form that is considered acceptable within the landscape. Historically, outline planning applications have often left gaps in terms of reassuring Local Planning Authorities as to the context in which detailed applications will come forward. With the advent of parameter plans, together with the illustrative master plan, greater certainty is now provided. The parameter plans submitted are considered to give comfort that future reserved matter applications on this site would be in accordance with Plan policies relating to the specifics of site development as listed in the policy sections above**.**

Minerals

100. Advice on minerals is contained with the adopted Hampshire Minerals and Waste Plan 2013 (in which the site is within a designated Minerals Safeguarding Area) and the NPPF. The prior extraction of minerals, where practicable and commercially feasible, is sought in advance of non-mineral development. This site falls within the Mineral Safeguarding Area and a Mineral Assessment has been provided, with HCC seeking prior extraction of minerals as part of the normal construction. A condition is recommended to secure this.

Heritage Asset and Listed Building considerations

101. There are no known archaeological sites within the development area, but the site does have some potential to contain previously unidentified archaeological remains. The lack of archaeological evidence from the site and immediate vicinity should be viewed as much a reflection of the lack of archaeological investigation than a genuine indication of absence of archaeology. HCC Archaeologist has raised no objection to the scheme but has requested a programme of archaeological work secured through suitable conditions attached to any planning consent that might be granted.

102. Northwest of the Site are the former grounds of Netley Hospital now the Royal Victoria Country Park (Grade II registered); and the ancient site of Netley Abbey beyond that. The site itself falls within the historic curtilage of Sydney Lodge (Grade II* Listed Building) with the origins of Sydney Lodge dating back to the

late eighteenth century. Sydney Lodge was added to the national list of buildings of special architectural and historic interest in December 1955.

103. The development will result in the relocation of the existing car parking for employees, relocating this closer to the core of the GE campus. Several commercial buildings, including office and warehouses, are to be demolished as part of the site rationalisation and consolidation. This includes the modern extensions to Sydney Lodge and making good these elements, which will result in a significant heritage benefit. The secure line of the GE campus will also be revised to take account of the consolidated site. As such, whilst Sydney Lodge will remain as part of GE's operations, it will be located outside of the secure line, bringing it back into the public realm and allowing the community to view and appreciate this heritage asset. A separate listed building application has been apporved for other works to bring the building back up to a standard whereby it can be occupied again, as part of the overall scheme works being undertaken.

104. In addition, new publicly accessible space to the north and west of Sydney Lodge will provide additional open space for residents and the local community. The east / west axis of the main highway provides view towards the Netley Chapel (Grade II*) thereby respecting the off-site heritage assets as well as those closer to the development.

105. The scheme has the support of the Borough Heritage advisor and the proposals demonstrate special regard for the desirability of preserving and enhancing Sydney Lodge and Netley Hospital Chapel and their setting in line with saved policies168.LB and 174.LB, Section 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 Act and Paragraph 192 of the NPPF.

Access proposals, traffic impact and sustainable modes of transport

106. The site is served by Hamble Lane which is known to have transport delays at peak times, which for Hamble Lane commences by 4pm with delays often experienced at junctions along its 4km length up to Windhover Roundabout. A significant number of local objections to the proposals relates to traffic generation from the development and the inability of the existing road network to accommodate this traffic without resulting in further congestion and queuing.

107. The Transport Assessment (TA) based on 148 dwellings assesses the impact of the scheme with the trip rates, trip distributions and junction capacity assessments having agreed methodology and content with HCC. A transport consultant commissioned by Hamble Parish Council has been critical of some of the methodology, data and recommendations with the TA. HCC have considered this "review" but do not believe the TA submitted in support of the GE scheme is flawed. The TA estimates the development will generate 63 outwards trips during the morning peak period (08.00-0.900) and 59 inward trips during the evening peak period 17.00 – 18.00). The TA suggests that based on TRICS assessments, the buildings to be demolished if fully occupied could generate 83 inwards journeys (Peak AM period) and 72 outwards journeys (Peak PM Period).

108. The TA notes the creation of the offsite logistics hub outside of the borough which will result in 80 employees being relocated from the current GE Aviation site to serve the hub. As well as the reduction in these staff trips to the site, some 10 HGV's per day and several smaller vehicle types will no longer need to access the site, as all site manufacturing deliveries and dispatches will be handled through the hub. The TA does note that HGV access to GE Aviation will continue to be via Coach Road and Cliffe Avenue due to restrictions within the site preventing safe access via Kings Avenue through the site.

109. The use of Cliffe Avenue for deliveries has caused considerable concerns for many people over recent years and there is a local desire to see this route closed to HGVs. Following the deferral of this application at the July LAC meeting the applicant has provided further information on the number of employees, the actual and forecast traffic movements at all access points to the site. Employee numbers have reduced from in excess of 1200 (800 employees / 400 contractors) in 2016 to a total of 800 employees and contractors in 2019. Over the same timeframe overall vehicle movements has seen a reduction from in excess 50,000 per annum to 30,000 in 2018 with an estimated further reduction to less than 24,000 in 2019. In 2016, deliveries via Cliffe Avenue accounted for 15,979 vehicle trips reducing to 10,086 (2018) and 7,230 (estimated 2019). This forecast to drop further to just under 7,000 movements in 2021. The influencing factors in an overall reduction in movements by 2019 are identified as the establishing of the Segensworth distribution facility, rationalization of product deliveries / collections and reduction in contractors, saving on average 27.5 trips per day from 2018 to 2019.

110. Further work has been undertaken to review options for alternative access arrangements by HGVs in to the site. The applicant has also provided 2 options exploring the redirection of HGV movements from Cliffe Avenue through New Kings Avenue. Option 1 (improving service road to the south east) has been discounted as it will affect the internal operations and increase the safety risk on site. Option 2 (a new service road to the north west) has similar operational and safety disbenefits. GE have been operating this site in its current format for many years and, as referenced above, have been making changes recently to reduce the amount of trips accessing the site from both Cliffe Avenue and Kings Avenue. Whilst the concerns expressed by third parties on the use and impact of Cliffe Avenue are noted, the planning application submitted for consideration is for the residential development with some changes to the Kings Avenue access. The reduction in use of Cliffe Avenue is welcomed and encouraged, but is not material to acceptability of development before the committee.

111. Modelling of forecast traffic movements, including scenarios with the buildings being demolished and without have been provided, with traffic growth from committed developments factored in e.g. Berry Farm. The TA identifies a number of junctions that are close to / at capacity and have agreed with HCC to make contributions towards the Hamble Lane Corridor Improvements. Having had regard to the recently published report on improvements to the Hamble Lane corridor, within which it is stated no further development will be supported along Hamble Lane until highway improvements are delivered, HCC have confirmed that in the light that pre-application discussions on the GE development have be

ongoing for 18 months and that the planning application was submitted well in advance of the report, they do not raise an objection to the principle of development subject to securing contributions towards highway improvements.

112. Since the July committee and as a result of comments expressed at the meeting, HCC and the applicant have reviewed the proposed access arrangements at the junction of Hamble Lane / Kings Avenue / Coronation Parade culminating in amended plans being submitted. The changes broadly are; tightening of the junction of Kings Avenue and Hamble Lane to cater for pedestrian desire line along the western side of Hamble Lane; removal of the pavement on the eastern side and its replacement with landscaping to create a more attractive route and discourage walking along the edge of the highway; amendments to assist the relationship between Co-op delivery vehicles and cars parked within Coronation Parade; and finally the safeguarding of some land along the GE eastern boundary to benefit the widening the cycleway / footway as part of the wider Hamble Corridor Study. HCC Highways confirmed the arrangements are acceptable in principle but are current reviewing an independent Road Safety Audit to ensure the technical design is acceptable to the S278 team.

113. The access would deliver the required visibility splays and be constructed to adoptable standards. The re-siting of the access provides for a significant local benefit through increased parking for the existing residents, many of whom do not have in curtilage parking. In addition to which informal parking and HGV tuning areas (as part of the highway) would be provided through the extension to Coronation Parade.

114. The site is in a sustainable location in terms of the proximity to local facilities and transport infrastructure. The scheme would offer improvements to pedestrians/cyclists as well public transport infrastructure. The development is also expected to make a contribution towards the ongoing maintenance of the pubic rights of way abutting and close to the site.

115. A Framework Travel Plan framework has been submitted and setting out various measures to reduce single occupancy car trips, again in accordance with the principles of sustainable development. HCC support this amended document and a condition is recommended to secure this, together with a contribution to be secured to its monitoring.

116. The site is located on a bus route with bus stops on the northern and southern carriageway of Providence Lane within 150 - 200m of the site access with a reasonable service offered. The site is also close to the Railway station with regular services provided. Overall the site has realistic alternatives to the use of the car.

117. Overall, following consultation with the highway authority, the level of traffic generated by the development is not considered to result in any severe adverse impact to the operation of the existing highway network, aligns with the Council's Climate Change and Environmental aspirations and is not at a level which would justify a refusal of planning permission, as referred to in para 109 of the NPPF.

The proposed development is considered acceptable in terms of the proposed means of access and highway safety issues, as well as providing improved pedestrian and cycle links in the local area. The proposals are therefore considered to comply with the guidance contained in saved policies 59.BE, 100.T, 102.T and 191.IN of the adopted local plan and submitted policies within the LP (2016 – 2036).

Sports Pitch loss and replacement

118. To facilitate the delivery of more than 60% of the residential development some of the onsite, sporting facilities would require relocating off-site to ensure there is not net loss of sports provision as required by saved policy 145.OS. Sports England, as statutory consultee, advised the proposal would not be considered to adequately meet Sport England Exception policy E4 (*Playing fields lost should be replaced by equivalent or better facilities in terms of quantity, quality and accessibility*) until replacement playing field (cricket and football) are secured.

119. The existing playing pitch provision located on the site include a 1x Adult 11v11 stadia football pitch (to the east of the site) used by Folland FC which is to be retained. The bowling green will also be retained with improvements proposed to the onsite clubhouse. To facilitate the development, a cricket pitched used by Folland CC and 2 x 11 v 11 grass football pitches (that form the outfield of the cricket pitch) would; be lost on site.

120. At the time of the July committee meeting, Sports England were not able to support the scheme because the proposal did not provide sufficient mitigation for the loss of cricket and football pitches. Negotiations have continued with Sports England since the summer culminating in an enhanced mitigation package that included the further improvements to the cricket square, football pitches and most notably the ring fencing of additional funding for sports improvements to the Hamble peninsular.

121. To mitigate the loss of the sports facilities Folland CC is to be relocated to College Playing Fields (Roy Underdown Pavilion) subject to the facilities being upgraded to include: Installing a ‘Good’ quality 10 wicket Cricket square (this was previously a 7 wicket cricket square) which is a better standard than current GE pitch, relaying two 11v11 Football pitches one adult and one junior (previously two adult pitches) of ‘Good’ quality which would act as the outfield for Cricket, installation of 1 lane of Cricket nets, construction of a secured maintenance and storage shed, an electronic scoreboard, providing the required maintenance equipment, installing low level fencing on the car park side of the pitch to deter and re-routing dogs and their owners to the common land which is located to the north of the site, enhancements to kitchen and changing facilities at the Roy Underdown Pavilion, securing a long term security of tenure (minimum of 25 years whilst currently there is no such agreement at the GE site) for the club on College Playing Fields.

122. In response to concerns raised by Sports England and Hants CCB of a nett loss of cricket pitches in the Borough and in accordance with the adopted Playing

Pitch Strategy (2014) and Sports Facilities Needs Assessment & Playing Pitch Strategy Update (March 2017) the GE Aviation development had offered to make a financial contribution towards providing a new Cricket facility at Fair Oak CC, where there is an identified need for additional cricket facilities. Whilst this principle was acceptable to Sports England, all parties recognise the desire to see sports pitch improvements contained to the local area. To this end, the £200k originally proposed to be invested in Fair Oak has been reduced to £90k (taking in to account the additional enhancements referenced above) and Sports England have agreed this can be secured via a S106 and ringfenced for spending within the peninsular.

123. Folland Sports FC will be retained on site with a package of measures to be secured including a long term security of tenure for a Step 6 compliant Football ground (minimum of 25 years), new ancillary facility / club house with a club room large (for 100 people (sitting and standing) and a minimum of 95m2) with a fully fitted kitchen and a separate committee room capable of hosting 16 people (requiring an additional space of 20m2) plus changing provision (future proofing for promotion), and a new storage shed. To mitigate for the loss of 2no. adult grass pitches (used by GE Folland Vets and Southampton BTC FC) a developer contribution towards a new full size 3G Artificial Grass Pitch (AGP) at the VT Sports Ground, which has been identified by Hants FA and EBC as potential site, will be secured. Folland Vets and Southampton BTC FC would relocate to other pitches in the local area where capacity has been identified.

124. The Bowls club is to be retained on site with new and improved WC facilities, access to football club clubroom and car parking (shared with football).

125. Subject to agreeing the detailed wording of the Section 106 agreement, Sport England is content to withdraw its objection on the basis that the proposal is broadly considered to be capable of meeting their E4 exception policy "*The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development*". The proposed development now meets the policy requirements of saved policy 145.OS and Sports England E4 policy.

Noise, vibration and contamination issues

126. Saved Policy 30.ES of the adopted Local Plan states that proposals for noise-sensitive development, including residential uses, which would result in the occupiers of such development being exposed to unacceptably high levels of noise will not be permitted. This policy is consistent with that of Paragraphs 170 and 180 of the NPPF which respectively require that planning should always seek a good standard of amenity for existing and future occupiers of land and buildings, and that the planning system should prevent new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by, amongst other things, unacceptable levels of noise pollution

127. A noise survey has been provided and identifies the dominant sound sources affecting the site coming from road traffic movements on Hamble Lane affecting the site to the east, and vehicle movements and activity associated with the operation of the GE Aviation at the western edge of the site. The proposed development ranges from low to medium risk from noise disturbance and the report advises through appropriate design the proposed development would be subject to satisfactory internal and external acoustic environments

128. The Environmental Health officer identified some limitations within the report provide, not least the lack of assessment of potential noise impact following demolition of the existing industrial buildings. However, as an outline proposal no objection is raised to the principle of development subject to conditions. The impact of noise and vibration during the construction period is not considered to be unacceptable in principle; the final details can also be address via a construction impact management plan condition.

Air Quality

129. The NPPF states new development should not contribute to or be out at risk from unacceptable levels of air pollution. It continues that policies should sustain compliance with and contribute towards national objectives for pollutants, taking into account Air Quality Management Areas and the cumulative impacts on air quality from individual sites. Development plan saved policies 32.ES and 33.ES and emerging local plan policy DM7 require any impacts upon air quality to be assessed in this regard.

130. The application has been submitted with an air quality assessment which notes the site is located 3km south of the Hamble Lane Air Quality Management Area (AQMA). Having regard to the predicted traffic impacts associated with the development, the report concludes a negligible impact with no overall significant effect on receptors. The Environmental Health officer concurs with these conclusions and raises no objection subject to conditions to minimise impact during construction and a contribution towards air quality monitoring.

131. The principle of residential development on this site is acceptable subject to the detailed conditions referred to above, and is considered to be in accordance with Saved Policies 30.ES, 31.ES and 33.ES of the adopted local plan, policy DM8 of the submitted Local Plan and the NPPF.

Trees and Ecology

132. The application is supported by a Preliminary Ecological Appraisal comprising a Phase 1 Habitat Survey and Habitat Suitability Index survey for Great Crested Newts. In addition, further survey work has been prepared and submitted for reptiles, over wintering birds, dormice and bats. The following habitats are present on the site; semi-natural and plantation broadleaved and mixed woodland, scattered broadleaved and coniferous trees, dense scrub, introduced scrub, hedges and amenity grassland. It is within the SSSI impact zone for the Lee-on-the Solent to Itchen Estuary SSSI. An area of ancient semi-natural

woodland borders part of the application site and additionally some of the broadleaved woodland on the site has been listed as deciduous woodland under the Priority Habitat Inventory for England. Any proposed development should be planned to avoid impacts on these areas if possible.

133. No evidence of badgers or dormice was found on site. The reptile surveys of the site identified a medium population of Slow Worm and recommendations have been included within the submitted report to enhance and manage the landscape buffers to favour slow worms. Surveys confirmed a Brown Long-eared Bat roost (Sydney Lodge), two buildings with moderate potential for roosting bats (sports pavilion and building 3), and a building with low potential for roosting bats (canteen). Several trees on the site have suitable features for roosting bats and whilst not intending to fell these trees additional surveys would be required if works are likely to disturb bats or destroy a roosts, to allow for the design of mitigation and the preparation of any required NE license applications. Habitats on site were deemed to be suitable for Great Crested Newt (GCN) and a single pond was identified within 500m of the site, but as the pond no longer held water it was concluded no further survey work or mitigation is proposed. The site is suited to breeding birds and therefore avoidance of vegetation clearance in breeding season is important. The recommended mitigation for protected species set out within the various reports will be secured via condition.

134. Natural England has stated that there is the potential for an adverse impact to the Solent and Southampton Water Special Protection Area, due to increased recreational pressures and disturbance. Appropriate mitigation measures are therefore required which in this instance can take the form of developers' contributions towards the Solent Disturbance Mitigation Project. The applicant has agreed to this.

135. Natural England (NE) have highlighted the potential for new residential development within the borough to result in nutrient increases within internationally designated sites for nature conservation (in this case the Solent and Southampton Water SPA) as a result of additional sewage generation. Natural England have highlighted that there are high levels of nitrogen and phosphorous input into the water environment at these sites, with evidence that these nutrients are causing eutrophication and that there is uncertainty about the efficacy of catchment measures to deliver the required reductions in nitrogen levels, and/or whether upgrades to existing waste water treatment works will be sufficient to accommodate the quantity of new housing proposed. The applicant has undertaken a nutrient budgeting assessment which Natural England supports in principle.

136. The proposed development may require the removal of a total of 38 trees including 1 individual category A tree (Field Maple – located near the existing guard house), 12no. B category trees, 7 low value category C trees, 18 category U trees (trees that are dead or are showing signs of significant, immediate, and irreversible overall decline) and 6 hedges of low quality and low amenity value. The trees do not form part of the ancient woodland or part of the SINC.

137. The principal arboricultural features are found around the perimeter of the site, especially along Hamble Lane and separating the site from the playing fields to the north. Other significant trees are found to the northwest and southeast. There are also many individual trees contained within the site. The most significant tree groups in terms of amenity are being retained and protected. Where tree removal is taking place, it is largely confined to the interior of the site, where the trees have less of a visual impact. At reserved matters, any tree loss will have to be mitigated with tree planting. On balance and subject to conditions the development is in accordance with Saved Policy 59.BE of the adopted local plan.

Drainage and flood risk

138. The application site lies within Flood Zone 1 which is considered to have a low risk of flooding and the submitted Flood Risk Assessment and Drainage Strategy (FRA) demonstrates that the development would not increase the risk of flooding elsewhere, subject to the implementation and management of a Sustainable Urban Drainage system (SUDs). Options include draining to soakaways in the west of the site whilst the remainder of the site likely drains to the south through the wider aviation site. Currently infiltration and discharge to watercourse to the west are options, which subject to detailed information at the design stage would be acceptable subject to ensuring water quality and run off rates are appropriate. The proposed SuDS for the site include a combination of modular storage, swales, detention basins and permeable paving which have been located depending on the locality of proposed buildings. Some of these features could be designed as infiltration features should soakage prove feasible.

139. HCC Flood and Water Management previously raised no objection subject to conditions. Natural England have sought assurances that the drainage regime of the adjoining woodland would not be undermined and further information has been presented to them, allowing a condition to be imposed to secure a hydrological assessment of this situation. This and the issue of water quality will inform the Appropriate Assessment required to be undertaken by the LPA under the Habitats Regulations. Subject to the final views of both Natural England and the Borough ecologist, this indicative scheme provides sufficient detail that a full surface water drainage strategy can be designed to serve this scale of development, controlling flow rates and water quality.

104. Southern Water confirmed that they can provide a water supply to the site and that adequate capacity is available within the local network to provide foul water sewerage disposal to service the proposed development. .

105. Based on the information provided the development of this site accords with the Council's Climate Change and Environmental aspirations and with saved policies 25.NC, 41.ES, 42.ES, 45.ES and submitted policies DM6 and DM5.

Residential Amenity impacts

140. While the construction of the proposed development would result in an increase in noise and disturbance in the area, this would not be a permanent

impact and subject to securing a Construction Management Plan via a condition it is not considered that there would be a significantly detrimental impact that would warrant refusing the application. Once operational, the repositioning of the access road / Kings Avenue north would result in traffic movements being located further from existing residential properties as well as off-street parking provided for those properties.

141. Furthermore, whilst the development does not propose to close to the Cliffe Avenue access for HGVs, the number of vehicle movements to the site would be reduced and there is opportunity to secure a travel plan and access strategy to reduce impact of traffic to a minimum.

142. The proposed residential development is sufficiently remote from existing dwellings to not result in harm to the amenity of the occupants. In terms of the occupiers of the future development on this site, the master plan demonstrates compliance with required amenity standards can be achieved and this will be assured at the reserved matters stage.

143. For the reasons given, the proposals are not deemed to be in conflict with the requirements of Saved Policy 59.BE (vii.) of the adopted Local Plan in respect of the matter of the residential amenity for either existing or future occupiers. The application of the condition will ensure the scheme aligns with the Council's Climate Change and Environmental aspirations.

Sustainability Measures

139. The NPPF, Saved Policies 34.ES and 37.ES of the local plan, Policies S1, DM2 and DM3 of the submitted local plan require development to be sustainable in terms of resource use, climate change and energy use. In March 2015 a Ministerial Statement announced that the Code for Sustainable Homes would cease to be applied to new development, although the requirement to still achieve the Code's levels for energy efficiency and water consumption remains. If permission were to be granted any future reserved matters application would have to meet the energy and water standards.

140. Whilst below the threshold for BREEAM Communities "Excellent" within the submitted Local Plan (DM 2) The GE Aviation development proposes to achieve a BREEAM Communities rating of 'Excellent'. At this Outline application stage Step 1 (interim) certification is required and whilst the submitted document cannot confirm compliance with all BREEAM Communities requirements currently, it does expect that all requirements would be achieved. Individual developers who take forward the Reserved Matters (RM) applications would be fully able to adjust the credits targeted within the Step 1 report to meet their own individual requirements. The actual route to full certification would be determined by the final developers during Steps 2 (initial analysis of layout) and 3 (finalising the layout for the RM applications). The majority of credits are awarded at this stage, and it would be up to the final developers to determine the appropriate credits and strategy for achieving a rating of 'Excellent'. A condition is recommended to ensure the good work at the outline stage in meeting an "excellent" certification is

achieved at the RM stage. The application of the condition will ensure the scheme aligns with the Council's Climate Change and Environmental aspirations.

Economic Sustainability

141. One of the core planning principles of the NPPF is proactively to drive and support sustainable economic development to deliver, amongst other things, the homes that the country needs.

142. As with any new housing a New Homes Bonus would be secured and the proposed development would result in financial contributions being secured to offset certain impacts of the development, such as transport contributions towards improvements in the local network and contributions towards the provision of enhanced community infrastructure.

143. GE Aviation propose to dispose of underutilised land, through the consolidation and relocation of the sports uses on site, demolition of existing buildings and relocation of existing car parking; to enable funds to be reinvested back into the business. GE Aviation plan to retain their existing operation on site, maintaining their role as a significant employer (750 staff including 550 from Hamble, Netley, Bursledon, Hedge End, Woolston, Southampton and Eastleigh areas) and to enable reinvestment to maintain the current employment operations on site to remain competitive within the world aviation manufacturing aviation industry. The 148 dwellings would support a forecast 178 construction jobs each year with approximately 50% potentially being held within the local economy and undertaken by people that are resident outside the local area. Furthermore, once fully occupied the net additional household spending within the Borough per annum is forecast to be £2,382,171.

144. These economic benefits are all considered to be benefits in the planning balance and overall it is considered that the development would be economically sustainable. However, it should be noted that apart many of these benefits could also be accrued from a development of this size in a different location.

Social Sustainability

145. In accordance with saved policy 190.IN of the Local Plan development is only to be permitted where adequate services and infrastructure are available or suitable arrangements can be made for their provision. Where facilities exist but will need to be enhanced to meet the needs of the development, contributions are sought towards provision and improvement of infrastructure. A development should also offer a mix of house types and tenures to ensure a balanced and thriving community. The applicant has been working with the LPA on a draft S106 and has agreed to the principle of the obligations sought.

146. The application proposes a range of house types, sizes and tenures would be provided and the viability reports have been updated to ensure that a policy

compliant scheme is proposed that would deliver 35% provision of affordable housing (50/50 split between shared ownership and affordable rented) and is now in accordance with Saved Policy 74.H.

147. The proposal also includes the provision of public open space and a Locally Equipped Play Area (LEAP) for local residents and is a benefit in the overall planning balance. Contributions would also be secured to improve off-site community infrastructure including enhanced sports facilities both and off-site in accordance with relevant adopted policies and the adopted SPD on Planning Obligations. As with the economic benefits, the provision of additional housing and open space could also be accrued from a development of this size in a different location.

Education and Health

148. The capacity of local schools has been considered in assessing the proposed development and infrastructure requirements. Hampshire County Council, as the Local Education Authority, has advised the development site is served by Hamble Primary School. The school is currently full with no places available to cater for the additional children that this development would yield. Hamble Secondary School is also at capacity. Consequently additional school places to cater for primary age and secondary age children will need to be provided and contributions secured via planning obligation to facilitate an appropriate expansion of education facilities.

149. The Clinical Commissioning Group (CCG) has assessed the impact of the development on existing health facilities and seeks a financial contribution towards improvements to the existing local facilities, which would be secured through the S106. The contribution is for general increase in services in response to population growth and is not for a specific project. Further evidence was sought from the CCG on a suitable project but this was not forthcoming. In the absence of a specific identified need or evidence that existing facilities are inadequate and in need of expansion / improvements as a direct result of this development, securing contributions to a general improvement fund does not meet the requirement of the CIL Regulations.

150. The NHS Trust have requested contributions be secured for the first three years of occupation of each dwelling to bridge the lag in funding of staff from other sources in response to the direct impact on, and cost to, their acute healthcare services as a result of additional pressure placed on the service by residents of this development. Using a cost / dwelling tariff, a contribution of circa £135,000 is sought. Whilst the pressure of new development on the service is recognised, it is not unique to Eastleigh but experienced across the Trusts wider catchment area. All new development will place pressure on the service, and this pressure should be assessed and planned for at a strategic level (and not site by site basis) based on forecast housing growth within the catchment of the Trust. Whilst it is the view of officers that this important issue should be addressed at a strategic level and contributions are not secured as part of this development, Members of the committee may form a different view.

Deliverability

151. The application would provide for up to 148 dwellings and it is considered that a site of this size would be delivered within the five year period and thus would contribute to the housing land supply. The developer anticipates subject to this scheme being approved that the Reserved Matters for landscaping would be submitted post marketing of the site (within 2 years) and work would commence on the site within year 3.

Viability

152. Independent valuers have been commissioned by the Council to review the Financial Viability Assessment and have concluded that based on the evidenced before them that the scheme could be viable and a full policy compliant provision of affordable housing can be delivered. The difference in the value attributed to the development is complex, but principally revolves around site value, residual land value, gross development value, some build costs and the value and rate of sale of the properties. The independent valuers report and subsequent negotiations with GE was instrumental in securing an uplift in affordable housing provision from 20% to a policy compliant 35% scheme.

Planning Obligations/development benefits

153. In accordance with the guidance contained within the NPPF, Saved Policies 74.H, 101.T, 147.OS and 191.IN of the adopted Eastleigh Borough Local Plan Review (2001-2011), Policies DM35, DM38 and DM40 of the Submission Eastleigh Borough Local Plan 2016 - 2036, the Council's 'Planning Obligations' SPD and the requirements of Regulation 122 of the Community Infrastructure Regulations, there is a requirement for developers' contributions to ensure on and off-site provision for facilities and infrastructure made necessary by the development, or to mitigate against any increased need / pressure on existing facilities. This is in addition to the requisite on-site provision of affordable housing.

155. If permission is to be granted then contributions / obligations towards the provision of the following infrastructure and requirements would need to be secured via a Section 106 obligation, index linked as per the Planning Obligations SPD and HCC requirements.

a) Provision of 35% affordable housing on site
b) Provision of on-site public open space and 1 no. LEAPs, plus future management and maintenance responsibilities, including commuted sums for maintenance if adopted by the Council;
c) Provision of on-site pedestrian links to Footpath 13 to the north;
d) Provision of the access works;
e) Street tree maintenance;
f) Financial contributions towards:
    i. Primary and Secondary Education
    ii. Off-site sports and recreation provision or improvement
    iii. Community infrastructure

iv. Off-site highway junction improvements and footway network including those within the Country Park
v. Public art
vi. Solent Recreation Mitigation Project
vii. Air Quality Monitoring

156. The applicant has agreed to enter in to a Planning Obligation to secure the above.

157. The projects and measures identified for contribution expenditure will comply with the 3 tests set out in Regulation 122 of the Community Infrastructure Levy 2010, in that the monies would be necessary to make the development acceptable in planning terms, would go towards projects that are directly related to the development, and are fairly and reasonably related in scale and kind to the development. The contributions would be index-linked to ensure the contributions rise in line with the costs of providing the identified projects/measures. The obligations sought are necessary to make the development acceptable in planning terms and to meet the needs generated by the new residents and the potential impact on existing services and facilities.

Conclusion

158. Section 38(6) of the Act states a scheme contrary to the development plan should be refused unless material considerations indicate otherwise. The NPPF is a strong material consideration including its desire for LPAs to boost housing delivery and where policies are out of date, such as housing policies, support development unless the adverse impacts outweigh the benefits of the development. Saved Policy 1.CO is not considered to be a policy for the supply of housing, however some revisions to the urban edge are necessary to meet the forecast housing needs for the emerging plan period up to 2036.

159. The Council have a 7.1 year Housing Land Supply exceeding the minimum requirement set out in the NPPF of 5 years. This delivery of housing on this site should it be permitted would be in addition to those sites contributing the current 5 year HLS position.

160. The development of this site would be contrary to saved policies 1.CO (development in countryside) and 145.OS (loss of open space / sports facilities) of the adopted Development Plan (2001 – 2011). However, the scheme does accord with policy 118.E for redevelopment within an existing employment area. Furthermore, the scheme would generate funds that would be invested in to the GE campus and secure employment for a significant number of borough residents.

161. The scheme does generate traffic associated with the housing development but there is also a reduction in industrial traffic movements as a result of the relocating some activities outside of the Borough.

162. It is accepted that the proposed development would give rise to certain benefits, notably in terms of housing provision, including affordable housing. There would also be social benefits through an increase in public open space provision, enhanced sports facilities both on and off site, restoration and enhancement of one of the Borough's few Grade II* Listed buildings, additional landscaping and financial support to the delivery of infrastructure in the locality. In addition there would be the economic benefits due to construction, an increase in local population, payment of New Homes Bonus and financial contributions secured via a S106 planning obligation. However, it should be noted that these financial and infrastructure benefits are not site-specific or over and above what could be achieved on another site.

163. In assessing any harm the development would cause, it is considered that the development would not affect the individual identity of Hamble or cause detriment to wider countryside.

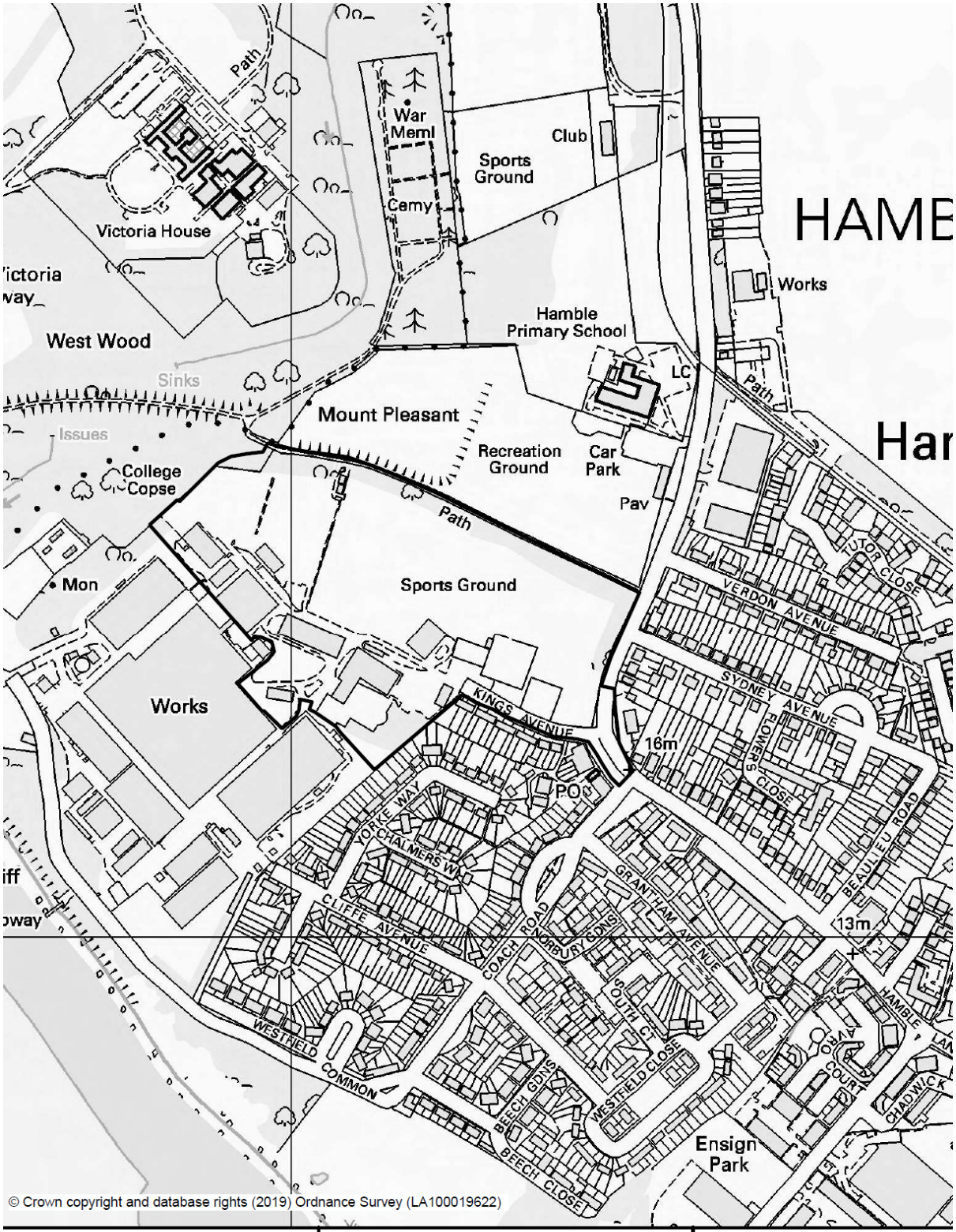
164. Since the July committee, Sports England objection has been withdrawn, investment in to sport provision has been retained to within the peninsular, amendments and independent Road Safety Audit have been secured to improve the junction of Hamble Lane / Kings Avenue, Natural England are supportive of the nitrate budgeting information and further clarification on the use of Cliffe Avenue has been secured.

165. National legislation and guidance, together with local policy ensure that all planning applications are tested for their resilience to and impact on the environment. Details elsewhere in this report set out the Climate Change and Environmental implications of this application and their proposed mitigations

166. With the support of all technical consultees, on balance, the development is environmentally sustainable.

167. It is considered therefore that the benefits of the proposed development would significantly and demonstrably outweigh the harm caused by it and therefore the proposed development is considered to be sustainable.

168. Subject to consideration (i) HCC comments on the Road Safety Audit and (ii) completion of a Section 106 agreement for planning obligations and the recommended conditions outline permission is recommended to be granted.



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EASTLEIGH BOROUGH COUNCIL

Title:

Scale: 1:5000

Map Ref: SU4707

Date: 16/07/2019

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