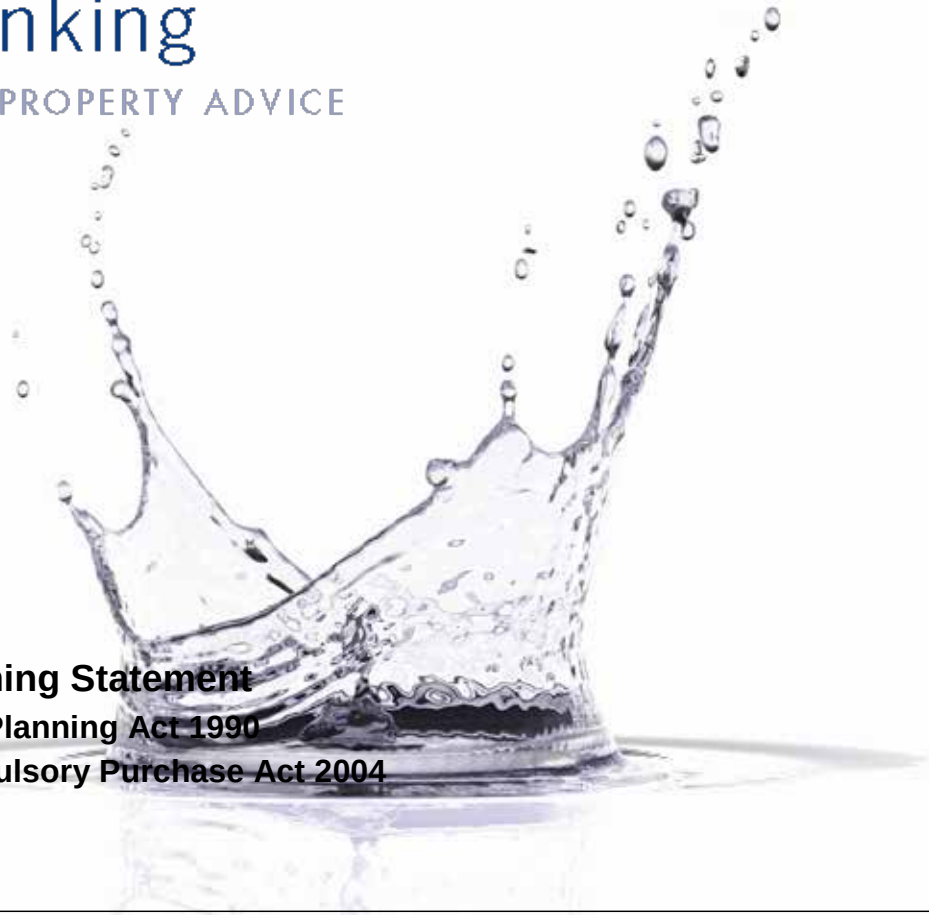


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COMMERCIAL PROPERTY ADVICE



Supporting Planning Statement
Town and Country Planning Act 1990
Planning and Compulsory Purchase Act 2004
Localism Act 2011

Outline planning application with all matters apart from access reserved for subsequent approval for the erection of Class B1(c) / B2 / B8 development and Class B8 Trade Counter use, Class A1 Retail, Class C1 Hotel, Class D2 Leisure and Classes A3 and A5 Drink / Food Establishments

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Submission

Date: 18 October 2018

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**Outline planning application with all matters apart from access reserved for subsequent approval for the erection of Class B1(c) / B2 / B8 development and Class B8 Trade Counter use, Class A1 Retail, Class C1 Hotel, Class D2 Leisure and Classes A3 and A5 Drink / Food Establishments
Land at Elettra Avenue, Waterlooville, Hampshire**

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1.0 INTRODUCTION

1.1 This Supporting Planning Statement (**'SPS'**) has been prepared by Harris Lamb Planning Consultancy (**'HLPC'**) on behalf of Hargreaves (**'the Applicant'**) to support an outline planning application proposing the re-development of the former BAE site located at Elettra Avenue, Waterlooville for a mix of employment, retail and leisure and other town centre uses (**'The Application Scheme'**).

1.2 The description of development is:

"Outline planning application with all matters apart from access reserved for subsequent approval for the erection of Class B1(c) / B2 / B8 development and Class B8 Trade Counter use, Class A1 Retail, Class C1 Hotel, Class D2 Leisure and Classes A3 and A5 Drink / Food Establishments"

1.3 The application site (**'the Site'**) is currently vacant, having been previously cleared following BAE vacating the site. Part of the wider site, adjacent to but not included within the current application site, has recently been redeveloped with the construction of a new Lidl supermarket and McDonalds restaurant, which are both now fully operational. The remainder of the site is a mix of hardstanding areas, which has been left in situ following the demolition of the previous buildings on site.

1.4 The site enjoys the benefit of allocations in the adopted and emerging local plans for commercial uses, including town centre related development.

1.5 The current proposals are submitted following the submission of a range of previous planning applications and the grant of planning permissions across the wider site for a mix of employment, retail and leisure led schemes. Due to changes in market conditions, a new permission is now sought that provides greater flexibility in the range and type of occupiers that the applicant is looking to attract to the site and town. In addition, an element of employment uses are also proposed which will complement the retail and leisure uses proposed, and

which are considered wholly suitable for the proposed location. The proposals as a whole are intended to deliver a range of new facilities for the town and to improve the economic, retail and leisure offer, whilst also creating new employment floorspace, thereby helping to fulfil the Council's objectives for regenerating the town.

1.6 The remainder of the SPS provides a description of the site and its surroundings, describes the application proposals, assesses the proposed development against local and national planning policy, assesses the planning merits of the scheme against the policies of the Development Plan, taking into consideration other material considerations and provides a summary and conclusion.

1.7 The application submission comprises:

- Planning application forms, notices and certificates of ownership
- Site location plan
- Proposed Site Uses plan
- Access Drawing
- Retail Impact Assessment and Site Sequential Test
- Design and Access Statement
- Phase 1 Ecology Survey and Report
- Flood Risk Assessment / Drainage Strategy
- Transport Assessment and Framework Travel Plan
- Phase 1 Ground Investigation
- Air Quality Assessment
- Tree Survey
- Topographic Survey

2.0 DESCRIPTION OF THE APPLICATION SITE AND THE SURROUNDING AREA

- 2.1 The Site is located 150m to the north west of Waterloooville Town Centre Boundary and extends to 4.01 hectares in size. It is bound by Hambleton Road to the east, Elettra Avenue to the north and west and Silverthorne Way to the south. The topography of the site is generally level across its extent.
- 2.2 Access into the site is via a recently constructed arm off the existing roundabout junction on Elettra Avenue to the north of the site. This arm now serves the recently constructed Lidl supermarket and McDonalds restaurant and Drive Thru. There are two other existing accesses into the site on Silverthorne Way, located immediately to the east and west of the retained BAE building on the southern boundary of site.
- 2.3 The site itself has been cleared of all previous buildings and structures. There are areas of hard standing still present that have in the recent past been used for car parking.
- 2.4 Existing boundary treatments to the southern, western and part of the northern boundary are enclosed by mature hedges, whilst to the north east around the new supermarket and McDonalds, these are open. A post and wire fence topped with barbed wire runs along the Hambleton Road frontage. This boundary is interspersed with mature trees. This aspect of the site is open affording clear views into and across the site.
- 2.5 Waterloooville Town Centre is located approximately 1.5 km to the north east of the site, where a range of national and independent retailers are present, along with a range of services and facilities. There are a number of pedestrian footways between the town centre and the site, which are all lit.
- 2.6 The site lies in an area that is characterised by a mixture of commercial and employment uses that are located to the south and west, whilst immediately to the north there are a mix of commercial uses, including sui generis uses such

as car dealerships. A Sainsburys supermarket is located approximately 200 metres to the south east of site, whilst a range of other retail warehousing units are located around the supermarket. The site can, therefore, be considered to be located in a predominantly commercial area.

- 2.7 The nearest residential properties are located to the east of Hambleton Road, whilst a new housing development, referred to as Berewood is currently being constructed by Bloor Homes to the south of site. Further to the north are established residential areas of Waterlooville.
- 2.8 Existing bus stops are located on Hambleton Road, that provide links to the town centre and beyond to Havant and Somers Town. Further details of the services that connect the site to the rest of the town are provided in the accompanying TIA.
- 2.9 Waterlooville is located approximately 5 kilometres to the north of Havant and 10 kilometres to the north of Portsmouth, where a range of higher order shops and services are present, along with mainline train services to Southampton and London.
- 2.10 The site is well located to the existing town centre and is accessible either by walking or public transport. The character of the immediate area surrounding the site is commercial and includes both retail and employment uses.

3.0 DESCRIPTION OF PROPOSED DEVELOPMENT

- 3.1 As stated in the introduction, the applicant is submitting the application in order to secure permission for a wider range of uses than the site has, or previously had, planning permission for. This decision has been taken as the previous planning permission has not been implemented in full due to changes in market conditions and the wider considerations that retailers are faced with when making investment decisions. A more market facing scheme is, therefore, sought that will be attractive to a wider range of potential occupiers both within the retail and leisure sector but also within the employment sector and Class B occupiers including trade counter uses.
- 3.2 In light of the desire to achieve as much flexibility as possible, the applicant has not submitted an illustrative masterplan for the site, as specific development plots will be driven by the requirements of individual occupiers. As such, we will look to work with the Council to agree a set of parameters within which new development could come forward but which will enable the Council to retain control over development within the confines of the outline planning permission.
- 3.3 Notwithstanding the above, the intention is to divide the site in two, locating the Class B employment uses and Class A trade counter retail on the western parcel and leisure uses on the eastern parcel closest to Hambleton Road. The Proposed Site Use plan shows the split between the two areas, indicating that 29,820 square metres of Class B use, including trade counters is envisaged on the western parcel, whilst 10,288 square metres of floorspace to be used within Classes A1, A3, A5, B8 Trade Counter C1 and D2 is to be located on the eastern parcel.
- 3.4 Access to the proposed development is to be taken off the existing access road that has been constructed from the roundabout junction on Elettra Avenue. Whilst this will be the principal access serving the development, the existing accesses into the site from Silverthorne Way may also be brought back into the use to serve individual development plots if required or desired by occupiers. A number of other indicative accesses are also shown on the submitted Access

drawing, although permission and approval for these is not sought as part of the current application.

- 3.5 As all matters apart from access are reserved for future and therefore no detail is provided as part of the submission on siting, appearance, scale or landscaping.

4.0 PLANNING POLICY REVIEW

4.1 Under Section 38(6) of the Planning and Compulsory Act 2004 it is a requirement that planning permission should be determined in accordance with the Development Plan unless material considerations indicate otherwise (see paragraphs 2, 11 and 196 of The Framework).

4.2 Set out below is a summary of the principal planning policies relevant to the proposed development. The statutory Development Plan is the starting point for the determination of planning applications. In this case the Development Plan consists of the Havant Core Strategy (2011) and Site Allocations Plan (2014).

Havant Borough Core Strategy

4.3 The Havant Borough Core Strategy, adopted in March 2011, sets out the development framework for the Borough to 2026. A number of its Strategic and Development Management policies are relevant to this application.

4.4 Policy CS2 of the Core Strategy identifies the employment floorspace requirements for the Borough up to 2026. These are 75,000 square metres Class B1 offices, 45,500 square metres Class B2 manufacturing, and 41,500 square metres of Class B8 warehousing.

4.5 Policy DM3 seeks to protect existing employment sites. However, the policy will support a change of use or development of land for the purposes of non-Class B uses where it can be clearly demonstrated that the land and premises are not fit for purpose and financially unviable for Class B use. Where this is the case, the policy states that other forms of economic development should be considered in the first instance.

4.6 Policy CS4 sets out the approach to development within the Borough's Town, District and Local Centres. It identifies a requirement for 13,000 square metres of additional comparison goods floorspace up to 2016 for the identified centres.

The policy defines Waterlooville together with Havant as a Town Centre, whilst a number of District and Local Centres are also identified.

- 4.7 Paragraph 3.39 of the Core Strategy states that applications for town centre uses on sites which are outside of town centres, in particular those for new retail floorspace, will be required to demonstrate, in a 'robust and transparent manner', the application of the sequential approach to site selection and an assessment of impact.
- 4.8 Paragraph 3.50 of the Core Strategy acknowledges that the provision of leisure and entertainment facilities in the Borough is limited, with potential scope for additional cinema and other leisure facilities. It is noteworthy that no sites are allocated to demonstrate such uses.
- 4.9 Policy DM3 states that planning permission will only be granted for the construction of new entertainment and hot food uses falling within Classes A3, A4, A5 or D2 where it can be demonstrated that the proposals will not have an adverse impact on the amenity of existing residents by way of smells, litter, noise, parking or disturbance.
- 4.10 Policy CS5 of the Core Strategy seeks to promote tourism within the Borough and states that planning permission will be granted for appropriate development proposals, including those for hotel accommodation.
- 4.11 Policy CS6 promotes the regeneration of the Borough through the identification of a number of the key development objectives. Sub-section 2(b) of the policy refers to the integration of the Major Development Area (West of Waterlooville) with Waterlooville town centre.
- 4.12 The policy requires that all relevant development proposals should bring social, environmental and economic benefits to the Borough. Policy CS18 provides further guidance on the integration of the town centre with the MDA, which is expected to accommodate 3,000 new homes.

- 4.13 Policy CS15 requires that new development meets with the sequential test on flood risk and is subject to a specific flood risk assessment which demonstrates that it will be safe without incurring the risk of flooding elsewhere. Flood protection and resistance measures should be accommodated within development where appropriate, and there should be no net increase in surface water run-off.
- 4.14 Policy CS16 stipulates the need for high quality design in all development. Of relevance is the need for new development to take account of local characteristics in terms of building heights, massing and plot widths / depths. Development should be well-connected to, and integrated with, the local area with linkage to existing pedestrian and cycle routes where possible. Development should not cause unacceptable harm to the amenity of neighbours by way of smell, loss of privacy, outlook, noise or overlooking. The layout of development should be legible to enable easy orientation and movement.
- 4.15 Policy CS17 states that planning permission will be granted for development that concentrates new housing, employment, retail and leisure development within the five urban areas of the Borough, including Waterlooville and which priorities development on previously developed land within the urban area.
- 4.16 Policy CS20 sets out the Council's access and transport strategy with regard to new development. It requires that development should not incur congestion and promote better use of existing transport networks. Transport management measures should also be in place to ensure the safe and efficient operation of the local road network. Policy DM14 requires new non-residential development to provide adequate car parking in line with the Council's relevant standards.

Site Allocations Plan (2014)

- 4.17 The Site Allocations Plan was adopted in July 2014 and allocates land to help deliver the development requirements for housing and employment set out in the Core Strategy in the period 2013-2026.

- 4.18 Policy WA2 identifies mixed use allocations in Waterlooville and includes site BD54 Land at BAE Systems Technology Park (the application site) which extends to 5.38 hectares and is considered suitable for economic development, hotel or leisure uses. The site specific policy identifies a number of site opportunities including the provision of new economic development and the potential to accommodate large leisure uses that cannot be accommodated in the town centre. Site specific requirements include the need to investigate ground conditions, onsite provision of SUDS, submission of a TA to support a planning application, an employment and skills plan and a pedestrian/cycle route to be provided to the MDA.

The Draft Havant Borough Local Plan 2036

- 4.19 The Council are currently preparing a new Local Plan for the Borough and consulted on a draft plan in February 2018.
- 4.20 Policy KS2 relates to Waterlooville Town Centre and notes that the town centre boundary has been amended to reflect recent changes in the distribution of retail functions in Waterlooville. The policy identifies 6 distinct areas within the town centre with each serving a different role. The application site lies outside of the defined town centre.
- 4.21 Policy C9 relates to the former BAE Systems Park site (the application site) and confirms that the site would be suitable for a mixed use development comprising 17,900 square metres of leisure (Class D2) and other main town centre uses, where proposals are masterplan led. The policy stipulates a number of requirements that would be required to support an application and include a Retail Impact Assessment, Marketing Strategy, Travel Plan, TA, FRA and Drainage Strategy.
- 4.22 The draft policy also requires the layout to incorporate a high degree of permeability and creation of new pedestrian/cycle linkages between the site and Wellington Park. Furthermore, provision for safe access to Hambleton

Road is also required. The policy is supportive of a market led scheme and seeks a masterplan that reflects market signals and occupier demand. Furthermore, an assessment is required that demonstrates that the vitality and viability of the town centre will not be adversely affected, and that proposals complement the customer choice and retail offer available. Finally, proposed development should not affect the function and operation of the Brambles Business Park or surrounding employment areas.

- 4.23 Whilst the emerging Plan is still at draft stage, the site specific policy for the application site seeks to evolve the one contained in the adopted Site Allocations Plan, and does not fundamentally change how the Council would like to see the site developed. We therefore, consider that the emerging Policy can be afforded some weight in the decision making process.

Other Material Considerations

National Planning Policy Framework (July 2018)

- 4.24 The National Planning Policy Framework (the Framework) has recently been republished, and replaces the original version first released in March 2012. It sets out the Government's planning policies for England and how these should be applied. The Framework is a material consideration in planning decisions.

Achieving Sustainable Development

- 4.25 Paragraph 7 confirms that the purpose of the planning system is to contribute to the achievement of sustainable development.
- 4.26 Paragraph 8 identifies three overarching objectives to achieving sustainable development, which include:
- a) **An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth,

innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

- b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

The Presumption in favour of sustainable development

4.27 Paragraph 11 confirms that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

- c) *approving development proposals that accord with an up-to-date development plan without delay; or*
- d) *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁷, granting permission unless:*
 - i. *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed⁶ ; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

- 4.28 Paragraph 38 states that local planning authorities should approach decisions on proposed development in a positive and creative way and should seek to approve applications for sustainable development where possible.

Decision-making

- 4.29 Paragraphs 2 and 47 confirm that applications for planning permission should be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 4.30 Paragraph 55 confirms that planning conditions should be kept to a minimum and only imposed where necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. It goes on to state that agreeing conditions early is beneficial to all parties involved in the process and can speed up decision making.
- 4.31 Chapter 11 'Making effective use of land' outlines that policies and decisions should promote an effective use of land in meeting the need for homes and other uses. Specifically, Paragraph 118 highlights that policies and decisions should promote and support development of under-utilised land and buildings, particularly brownfield sites, and encourage multiple uses through mixed use schemes.

Building a strong, competitive economy

- 4.32 Paragraph 80 confirms that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt and that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities.
- 4.33 Paragraph 81 confirms that planning policies should set out a clear economic vision and strategy which positively and proactively encourages sustainable

economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration.

Ensuring the vitality of town centres

- 4.34 Paragraph 85 confirms that planning policies and decisions should support the role that town centres play by taking a positive approach to their growth, management and adaptation.
- 4.35 Paragraph 86 confirms that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre not in accordance with an up-to-date plan.
- 4.36 Paragraph 89 requires that when assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, local set floorspace threshold.

Achieving well-designed places

- 4.37 Paragraph 124 confirms that the creation of high-quality buildings and places is fundamental to what the planning and building process should achieve and that good design is a key aspect of sustainable development

Meeting the challenge of climate change, flooding and coastal change

- 4.38 Paragraph 148 states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change
- 4.39 Paragraph 155 advises that in appropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, whilst paragraph 157 advises all plans should apply a sequential, risk-based approach to the location of development so as to avoid where

possible, flood risk and property. Paragraph 158 confirms that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding.

- 4.40 Paragraph 103 outlines that the planning system should actively manage patterns of growth to support objectives for promoting sustainable transport. Significant development should be focused on locations which are sustainable, help to reduce congestion and emissions, and improve air quality and public health.

5.0 CASE FOR THE APPLICANT

5.1 Section 38 (6) of the Town and Country Planning Act 2004 and Section 70 (2) of Planning and Compulsory Purchase Act 2004 require planning applications to be determined in accordance with Development Plan unless material considerations indicate otherwise. This guidance is expanded upon by Paragraph 11 of the Framework. Here it is advised that unless material circumstances indicate otherwise, the presumption is in favour of sustainable development requires local authorities to approve development proposals that are in accordance with the development plan without delay.

5.2 It is, therefore, necessary to consider whether the proposed development is in accordance with the adopted Development Plan policies in the first instance. In the case of this planning application the Development Plan comprises the Havant Core Strategy and Site Allocations Plan. It is also necessary to establish whether there are material considerations that support the grant of planning permission that outweigh any conflict with the Development Plan.

The Principle of Development

5.3 The proposed development seeks planning permission for uses within Class B as well as what are considered to be main town centre uses within Classes A1, A3, A5, C1 and D2. In considering whether the principle of the main town centre uses including those in Class A1, A3, A5, C1 and D2 are appropriate, we refer to adopted policy WA2 – Mixed Use Allocations in Waterlooville, which includes the land at BAE Systems Technology park under reference BD54. The proposed uses that are considered suitable on the site include economic development, hotel and leisure. It is noted that the Site Allocations Plan was adopted in 2014 and therefore, was prepared in accordance with the original Framework published in 2012. The Glossary at Annex 2 of the original Framework defined economic development as:

“Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

- 5.4 The policy, therefore, is permissive to the retail uses as these are also defined in the Framework as main town centre uses. Furthermore, the leisure and hotel uses are specified in the policy as being acceptable uses on the site. The principle of development of the main town centre uses are therefore considered to be acceptable as they are wholly in accordance with the provisions of the development plan.
- 5.5 Turning to the employment uses within Class B, including trade counters, the Core Strategy at Policy CS2 identifies the requirements for the amount of new development in each use class in the Borough in the period up to 2026. The proposed development when permitted would enable the achievement of this objective as and when proposals for new units came forward. Furthermore, the Policy also states that planning permission will be granted where proposals prioritise the reuse of previously developed land. The application site is previously developed land that was used previously for employment purposes
- 5.6 The development is also in direct conformity with Section 11 of the Framework which seeks to make effective use of land in meeting the need for homes and other uses. In particular, the Section states that policies and decisions should promote and support developments that utilise previously developed land. The proposed development would bring an allocated brownfield site back into use and therefore aligns with the policy directive of the Section 11 of the Framework.
- 5.7 Furthermore, policy WA2 – Waterloooville Mixed Use Allocations includes the application site under reference BD54. As stated above, appropriate uses that the Council would grant planning permission for include those that would generate economic development. Turning again to the definition of economic development as set out in the 2012 Framework, this includes

those uses within the B Use Classes. The principle of the proposed employment and trade counter uses on the site is considered wholly appropriate as it would be entirely consistent with Development Plan policy.

- 5.8 The emerging Policy for the application site contained within the Draft Local Plan, which the Council published for consultation in February 2018, is more explicit in the type of uses that the Council would consider appropriate and includes leisure and main town centre uses. Whilst the Plan has not been submitted for Examination, the emerging Policy is an evolution of the adopted policy and indicates a direction of travel in terms of what the Council will ultimately grant permission for on the site. The proposed uses are considered to accord with the emerging policy.

Sequential Test

- 5.9 The Framework at paragraph 86 states that local planning authorities should apply a sequential test to planning applications for main town uses which are neither in an existing centre nor in accordance with an up-to-date plan. Whilst main town centre uses are proposed and it is acknowledged that they are not to be located in an existing centre, we note that the application site is identified as a Mixed Use Allocation in the adopted Site Allocations Plan (2014), where economic development uses, leisure and hotel uses are considered appropriate on the site. We, therefore, contend that the proposals are in accordance with an up-to-date Plan and that technically a Sequential Test is not required to support the application as a result. However, having discussed the proposals with the Council at the pre-application stage, the applicant has agreed to prepare a Sequential Test to accompany the application.
- 5.10 A previous Sequential Test was prepared to support an earlier planning application that was submitted in 2013 in support of planning application APP/13/00893, which sought permission for a mixed-use employment, leisure and retail development. We have re-assessed the sites that were originally identified and undertaken a review of any additional sites that have become available since the original assessment.

- 5.11 An updated Co Star search of available freehold and leasehold property within WaterlooVille has also been undertaken and these units have been assessed to ascertain their suitability to accommodate the proposed development. The detailed assessment is set out in the submitted Sequential Test and the key findings are summarised below.
- 5.12 The Sequential Test identified a number of units and allocated sites in the town centre and these were assessed to determine their suitability to accommodate the proposed town centre uses. Following assessment all of the sites were considered to be unsuitable for various reasons including their availability, viability and ability to accommodate the scale of development proposed.

Retail and Leisure Statement

- 5.13 A Retail and Leisure Statement is submitted in support of the application to examine the likely trading effects associated with Class A1 (non-food) and Class D2 uses proposed within the development. The maximum floorspace devoted to these uses is 4,000 square metres and their impact has been assessed on this quantum of development. Notwithstanding that the Council have previously accepted the principle of such uses on the site through the grant of planning permission APP/15/00770 and the accordance of this proposal with adopted Policy WA2 (BD54) of the Site Allocations Plan, we do not consider that there has been a material change in circumstances since the earlier permission was granted.
- 5.14 Nonetheless, the Retail and Leisure Statement provides an assessment of the likely affects, which are summarised in Table 5.1 of the Report. In respect of Class D2 uses, the Report concludes that there is capacity to support a range of uses without having a significant adverse impact on WaterlooVille Town Centre. It goes on to state that the inclusion of D2 uses actually has the potential to reduce the proportion of residents who currently

undertake their leisure activities outside of the Borough, thereby providing a significant benefit in favour of the proposal.

- 5.15 In relation to the Class A1 element, it has been assumed as a worst-case scenario that the scheme would attract a comparison goods turnover of approximately £21 million in 2021. The Report concludes that the impact on the town centre would be less than 2%, which is not considered to be materially harmful to its vitality and viability.
- 5.16 The proposed development of Class A1 and D2 uses would not, therefore, have an adverse impact on the vitality and viability of the Waterlooville Town Centre and could actually have a number of benefits in terms of improving the offer available in the town, to meet the needs of existing and future residents.

Transport and Highways

- 5.17 A Transport Assessment (TA) is submitted in support of the application and has been informed following pre-application discussions with Hampshire County Council as the Highway Authority in December 2017, albeit for a slightly more intensive scheme than is now subject of this application.
- 5.18 The TA confirms that the site is sustainably located with good access to frequent bus services and is well connected in term of walking and cycling links.
- 5.19 A review of the local highway network in respect of personal injury accident data confirms that there are no current road safety issues or that the proposed development would be detrimental to highway safety.
- 5.20 A Framework Travel Plan is submitted with the application and is intended to act as a guide for future occupiers to produce a more detailed travel plan tailored to their organisation, which will outline specific measures and timescales for its implementation.

- 5.21 Traffic generated by the proposed development has been derived with reference to the TRICS database, whilst the distribution and assignment of this has had regard to 2011 Census data. The operation of Elettra Avenue/Waterberry Drive/Site Access roundabout and B2150 Hambledon Road/Milton Road/Elettra Avenue roundabout have been assessed using the Arcady module in Junctions 9 software. This concluded that the Elettra Avenue/Waterberry Drive/Site Access roundabout would operate with ample spare capacity in 2023 with the development traffic. The B2150 Hambledon Road/Milton Road/Elettra Avenue roundabout is forecast to operate with ample spare capacity in the AM peak but close to practical capacity in the PM peak period.
- 5.22 Localised mitigation works that include the widening of the Elettra Avenue carriageway approach, were previously accepted by the Highway Authority in relation to a planning application on the site in 2015, and as shown on DTA Drawing 17144-03, are proposed to mitigate the impact the of the development.
- 5.23 The Highway Authority have requested contributions towards pedestrian crossing facilities on Hambledon Road, along with a request for bus service enhancements. The applicant is willing to enter into discussions with the Highway Authority in respect of the provision of a bus lay-by on the western side of Hambledon Road.
- 5.24 The proposed development can be accommodated on the local highway network, with the incorporation of a mitigation scheme at the Elettra Avenue/Hambledon Road/Milton Road junction, without detriment to queuing or delay. As such, the impact of the proposed development cannot be considered to be severe in accordance with paragraph 109 of the Framework.

Phase 1 Ground Investigation

- 5.25 A Phase 1 Ground Investigation has been undertaken to develop an initial conceptual site model of the site and establish whether or not there are potentially unacceptable risks to sensitive receptors from potential contaminants that may be present in the soil and/or groundwater under the site. At present no intrusive investigations have been undertaken.
- 5.26 The Phase 1 Report concludes that the site is located in an area of relatively low environmental sensitivity. The underlying geology is clay or sandy clay and there is no consistent shallow groundwater table under the site.
- 5.27 The site was previously farm land prior to its use by BAE in the early 1980s. BAE did not store significant volumes of chemicals or fuels on site. Previous investigations at the site have not identified any contamination issues.
- 5.28 The report concludes that due to the site's location, history and previous works completed there is not likely to be any significant contamination present in underlying shallow soils and that the site is suitable for its intended use. Further investigation or remediation is not considered necessary.
- 5.29 Ground conditions or contamination are not, therefore, considered to be a constraint to the development of the site.

Ecology

- 5.30 An Extended Phase 1 Habitat Survey of the site has been undertaken and a desk-based consultation of records of protected species and habitats within 1 kilometre of the site has been completed.
- 5.31 The habitats on site are not considered likely to support bird species associated with the Portsmouth Harbour SPA/Ramsar and Chichester and Langstone Harbours SPA/Ramsar located over 5 kilometres from the site.

Furthermore, as the proposals are for commercial, leisure and retail uses there will be no residential pressure on these sites as a result of the development. No further mitigation, enhancement or monitoring measures are required.

- 5.32 The proposals are not considered to adversely affect the green infrastructure aspirations of the Local Plan, whilst existing hedgerows and scattered trees are likely to be retained as part of the development.
- 5.33 There are 6 ponds within 250 metres of the site. Five of these were sampled for eDNA to establish the presence of great-crested newt DNA. All of these were negative. The sixth pond is newly constructed, with steep engineered sides and is considered to provide poor suitability to support great crested newts. Based on the survey data gathered, great crested newts are not considered likely to be a receptor with respect to the proposed development.
- 5.34 Records of grass snake and common lizard have been recorded within 1 kilometre of the site. As such, presence/absence surveys have been undertaken. No reptile species were recorded.
- 5.35 There are no buildings on site to accommodate bat roosts and the majority of trees on site were considered to provide negligible interest to roosting bats. The exception were two oak trees, located outside but adjacent to the application site, although there are no plans to do anything to these trees as they are in third party ownership. The site is only considered to be of importance to foraging/commuting at a site level only.
- 5.36 No evidence of badgers, otter, water vole or white-clawed crayfish was recorded on the site.
- 5.37 Ecology is not, therefore, considered to present a constraint to development.

Flooding and Drainage

- 5.38 A Flood Risk Assessment (FRA) produced by Peter Brett Associates LLP (PBA) in 2013 in addition to an updated addendum, was submitted in support of this application. The addendum addresses the reduced site area and any policy shifts that have occurred since the original submission
- 5.39 The Environment Agency (EA) *Flood Map for Planning* has not significantly changed since the FRA produced in 2013. The majority of the site falls within Flood Zone 1. An area of the site in the south-west is designated as Flood Zone 2. The original strategy of mitigating this risk by constructing a swale to connect this area to the flood alleviation storage has been retained in the revised site proposals (refer to Figure 2 in Appendix A of the FRA). In order to mitigate any residual risk of flooding to this area, the buildings within Flood Zone 2 will be raised at least 0.4m above existing ground levels.
- 5.40 The drainage strategy has been refined to reflect the latest climate change guidance, in addition to the site drainage calculations which have been revisited to determine necessary storage requirements. The surface water strategy for the majority of the site utilises permeable paving with storage in a granular sub-base that discharges to a swale providing suitable level of treatment. Areas which cannot be served by this approach will be managed by storage provided underground, which will require treatment before discharge to a public sewer. The surface water drainage will need to be adopted by a private maintenance company as neither Southern Water nor HCC adopt SuDS features.
- 5.41 The proposed development does not increase the existing area of impermeable surfaces at the site. Provided all of the mitigation measures outlined within the FRA and addendum are adopted, Flood Risk is not considered to be a constraint to development.

Air Quality Assessment

- 5.42 An Air Quality Assessment (AQA) was produced by Peter Brett Associates in October 2018 in support of this application. The AQA concludes that there were no air quality constraints to the proposed development, subject to the adoption of mitigation measures during the construction phase of the development.

Trees

- 5.43 This application is supported by an Arboricultural assessment and method statement produced by Barrel Tree Consultancy (11 October 2018). The statement outlines that no trees are expected to be removed or damaged as a result of the proposed development and concludes that the proposed development would not cause an unacceptable or adverse impact on the long-term vitality of the retained trees, and therefore the character and appearance of the area. Furthermore, it fully aligns with the broad guidance set out in the National Planning Policy Framework and would not be considered a constraint to development.

The Planning Balance

- 5.44 Table 1 below sets out the planning balance. The benefits and disadvantages have been identified having regard to adopted Development Plan policies and the requirements of the Framework taken as a whole.

Table 1 - The Planning Balance

	Comments	Benefit or Harm
Provision of new employment and commercial	- Construction of new commercial floorspace - Modern and flexible accommodation - Potential job creation and inward investment	Significant economic benefit

floorspace	- Increased choice in accommodation for new or expanding businesses - Reuse of previously developed land	
Provision of new retail and leisure uses	- Potential for new retail and leisure offer in town - No adverse impact on existing town centre - Opportunity to stem outward flow of spend to other centres - Job opportunities - Improved offer in town for new and existing residents	Significant economic and social benefit
Flooding and Drainage	- Development located in Flood Zone 1 - Surface water drainage can be attenuated on site	Minor benefit – Appropriate development in areas of Flood Risk.
Highways and Access	- Good connectivity to town centre - Accessible to public transport - No adverse impact on local highway network with mitigation	Moderate benefit - offers the opportunity to use non-car modes of transport.
Ecology	Development will not result in adverse impact on ecology	Neutral
Economy	New jobs to be created during both the construction phase and subsequent operational phase of the development	Significant economic benefit
Ground conditions	- Low risk of potential contamination - Site considered suitable to accommodate proposed use	Neutral
Air Quality	No material impact	Neutral

Heads of Terms

- 5.45 Possible Heads of Terms will be discussed further with the Council, however based on the previous application in 2013, if still applicable, these are likely to relate to off-site Transportation requirements.

Planning Conditions

- 5.46 Due to the applicant's desire to secure a flexible planning permission for a wide range of uses on the site, we will look to engage with the Council on the wording of any suggested planning conditions during the determination process. This will ensure that the planning permission is framed correctly, providing maximum flexibility but still ensuring the Council retain control over certain matters. This approach will also reduce the potential to seek subsequent variations to any conditions in the future once permission has been granted.

6.0 CONCLUSIONS

- 6.1 This planning application is seeking outline planning permission with all matters reserved for future determination except for access for uses falling within Class B1(a), B2, B8 and trade counter use, along with main town centre uses including Class A1 Retail, Classes A3 and A5 public house/restaurant, Class C1 Hotel and Class D2 Assembly and Leisure on land at Elettra Avenue, Waterloooville.
- 6.2 The site was previously occupied by BAE Systems who vacated the site approximately 10 years ago. Since their decision to vacate, a number of proposals for the redevelopment of the site have come forward for a range of uses including both employment and main town centre uses including retail and leisure, which have been approved by the Council. Through the approval of these applications and the recent completion of a new discount foodstore and McDonalds restaurant on the site, its character has changed, whilst also drawing out the town centre towards the application site. The development of the nearby Superstore has also extended the presence of main town centre uses towards the application site.
- 6.3 The Council's adopted Site Allocations Plan (2014) recognises the change in character of the site that has occurred through the previous applications and permissions granted on it, as it is identified for development, for uses defined as economic development, leisure and hotel being appropriate on the site. The proposed uses are considered wholly in accordance with the site specific policy in the adopted Site Allocations Plan and therefore, the principle of the proposed development is considered acceptable. This aligns with the requirements of S38(6) of the 2004 Act, which requires the grant of planning permission to be in accordance with the policies of the development plan.
- 6.4 Notwithstanding the fact that the proposed development is considered to be in accordance with an up-to-date Development Plan, a Sequential Test has been undertaken. This confirms that there are no sequentially preferable

sites in the town centre or out of centre that could accommodate the proposed development. Furthermore, the Retail and Leisure Study also confirms that the proposed development will not adversely affect the vitality or viability of the town centre.

- 6.5 Other supporting reports confirm that the proposed development can be adequately accommodated on the local highway network, will not increase the risk of flooding and can adequately deal with surface and foul drainage, will not adversely impact on protected species, will not have an adverse impact on air quality or require significant land remediation to accommodate the development.
- 6.6 Similarly, the proposed development will deliver a number of other social and economic benefits to the town and District during and following the construction of the application scheme, including an improved range of retail and leisure facilities to meet the needs of existing and new residents alike, but also creating jobs both during construction and its operational phase.
- 6.7 The proposals are, therefore, considered to be in accordance with the Development Plan and in light of the guidance in paragraph 11 of the Framework should be approved without delay. Even if there is considered to be a significant conflict with any element of the development plan, the planning balance exercise undertaken confirms that the benefits of granting planning permission significantly outweigh the potential adverse impacts of doing so. As such, we seek the support of the Council through the grant of planning permission.

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