

HAVANT BOROUGH COUNCIL

Town & Country Planning Act 1990

Consultation on Planning Application

MEMORANDUM

From:	Environmental Health	To:	Development Control
Our Ref:	CONS/15/00367	Your Ref:	APP/15/00078
EH Case Officer Extn:	44 6677	Date:	17 March 2015
DC Case Officer:	Daphney Haywood		
DC Case Officer Extn:	44 6513		
Application Number:	APP/15/00078		
Site Address:	127A-127B London Road, Waterlooville		
Proposed Development:	Demolition of existing bungalows and erection of 27 sheltered apartments for the elderly, including communal facilities, access, car parking and landscaping		

Observations / Comments:

It is understood that Laurent Lemagnen has already provided comments in respect of this application, relating to 1) demolition / construction noise, 2) dust suppression (recommendations understood to have withdrawn following an applicant submission) 3) Noise generated from other plant & equipment* 4) noise generated from delivery vehicles 5) lighting scheme & 6) waste disposal / management. (* - please be aware that although Laurent didn't specifically mention the proposed air source heat pumps, these are likely to fall within the envisaged scope of condition 3).

The following comments relate to ground contamination & air quality, and should be read in conjunction with the response already returned by Laurent.

The comments below are largely reproduced (with some clarifications) from my response to the previous application (APP/12/00785), though I note that a copy of this response has not been stored against that application/consent, and that the recommended condition was not discussed further to finalise wording for inclusion on the decision notice.

Summary

Ground Contamination - no adverse comment, rationale provided below.

Air Quality - with respect to Nitrogen Dioxide (an indicator of road-traffic generated atmospheric pollution), this site is known to be borderline with respect to exceedance of the objective concentration. The proposed development is of high sensitivity. Whilst it is understood that an extant consent is in place for this site, an objection was lodged at the time (unless Air Quality exposure mitigation was required by condition), albeit that these were not incorporated in the decision notice. There has been no material positive change in the Nitrogen Dioxide levels, and levels in association with other local developments (progression of MDA development blocks, and completion of the BAE systems commercial units etc.), a near-term deterioration of local air

air quality is considered to be more likely than an improvement. Further, it is understood that the revised plans marginally reduce the distance of separation between the building facade & the kerbside of the Maurepas Way / London Road / Hulbert Road carriageways &/or junction (as compared with previous consents, and extant buildings). I would therefore reiterate the objection to the granting of consent in the absence of effective exposure mitigation for units within 17.5m of the kerbside (determined by previous indicative modelling as an appropriate distance). Rationale below.

Detailed comments / rationale

Ground Contamination

The properties at 127A & 127B London Road appear to have been constructed between 1953 & 1961, within the previously undeveloped grounds of 'The Lymes'. No commercial or potentially contaminating landuse is associated with the Lymes, and it is assumed that it's use was residential.

Industrial units were constructed 18m to the Northwest of the boundary of the subject site around 1966. These units are known to have been in use for industries / processes known to be potentially contaminating (Manufacturing, Engineering, Printing Works, Depot etc.), and indeed the mapping confirms that above ground storage tanks were associated with some of these units, indicating that liquid fuel / chemical products were stored and handled close to the development site.

Several historic water supply wells are marked on mapping, indicating the groundwater (and therefore any contamination that may present) is likely to be mobile. No modern wells are thought to be in use, and in general, groundwater in this area is not considered particularly sensitive. Typically flows are driven by a broadly Southern / South-eastern gradient, meaning that the application site is not likely to be directly down-gradient of potential contamination sources.

I am also mindful that guideline values for contaminants are calculated based upon vulnerable persons (i.e. from infants), typically over an extended exposure (over formative / developmental years, and accounting for an elevated lifetime risk of associated harm). The context of the proposed development is that:

- age-restricted accommodation is proposed,
- no private garden space is proposed (within which vegetables might be grown for consumption),
- the gradient association with potential contamination sources is indirect, and
- the proximity of the site to industrial landuses is minimum 20m

The physical context (gradient / distance) are considered to represent a relatively low risk of contamination being present on the site. The (proposed) landuse context is one of pathway limited exposures, over a limited time (i.e. circa 20 years, as opposed to 70).

In consideration of the above, it is considered likely that any assessment would conclude a low risk. No conditions relating to Ground Contamination are considered necessary for these proposals.

Air Quality

Unlike Ground Contamination, Air Quality considers both chronic & acute effects upon sensitive or otherwise vulnerable persons, with elderly care being identified in national guidance as being of particular relevance.

The nature of the proposals is such that the sensitivity of the site is if anything elevated compared to a residential landuse (also sensitive in terms of air quality) when the age & general health of the intended residents is appropriately accounted for. The application site is therefore considered to be very sensitive in terms of [residents exposure to poor-] Air Quality.

HBC currently monitors NO₂ at a location just 5.9m from the red-line boundary of the site (monitoring position #9, "London Road, Waterlooville").

This monitoring location returned an annual average 2014 concentration at 99.5% of the National Air Quality Strategy (NAQS) objective limit for Nitrogen Dioxides (NO₂), a threshold limit currently set at 40µg/m³.

In terms of trends, concentrations of NO₂ at this location are known to be relatively static - fluctuating around a long term average, with no significant long-term 'directional change' identifiable from existing data. Change driven by local development is however anticipated - traffic volumes at this junction are expected to increase as the Waterlooville MDA unit occupation levels increase, generating passenger car trips that are 'new' to the local road network (as route via this junction), and commercial leisure & retail developments (e.g. Sainsburys & BAE systems site) provide additional/alternative destination attraction for passenger car journeys that are likely to use this junction.

The latest available modelling (excluding the anticipated influences discussed above) indicates that at the façade of the extant residential building, the concentration was 37.05µg/m³, within 10% of the objective value, and at risk of future exceedance.

The proposed building broadly respects the present 'building line' at the frontage to London Road, and therefore it is expected that the figure modelled for the façade of 127A is likely to be broadly accurate for the residential units located within the vicinity of the 'turret'.

Whilst this is indicative that there is not currently a breach of local air quality standards at the current facade of 127A & 127B London Road, or at the facade of the proposed building - the objective value is likely to fall within the bounds of measurement & modelling uncertainty. When the impact of both natural (meteorologically driven) variation in pollutant dispersal, and the developmental impact upon (road traffic) pollutant generation is accounted for; exceedance at this sensitive location is foreseeable, and whilst not necessarily certain, is not entirely unlikely. Being a threshold value, exceedance would trigger a need for an Air Quality Management Area, and action plan that aims to reduce local pollutant levels. This would be a non-trivial outcome, and could be avoided if the opportunity for mitigation as a part of this development is taken.

Mitigation of possible air quality exposures at/within residential units within the 'at risk' area of the building – i.e. those closest to road junction carriageways is considered to be both reasonable and prudent.

Mitigation measures would typically consist of a fresh-air ventilation system to each room, drawing air from an agreed point, usually the roof, or other location as distant as practicable from the road source, e.g. a rear façade.

A system of this type would additionally be very compatible with noise mitigation (achieving indoor noise standards whilst maintaining adequate ventilation), as well as being capable of fulfilling sustainability / energy efficiency enhancements &/or wider health benefits if specified to incorporate air filtration, air conditioning, or heat recovery functions.

Within the context of:

- road traffic inflation associated with committed developments (some now complete - not statistically linked to increased NO₂ at this location, but possibly associated)
- measured levels at (or extremely close to-) the NAQS objective within 6m of the site boundary;
- the vulnerable age-class of residents of the proposed development, and the potential for acute effects of exposure to elevated NO₂ for this age class -

It is considered likely that in the absence of either a robust assessment of air quality risks, or the suggested precautionary mitigation, the Council would have to consider an Air Quality Management Zone at this location at some point within the foreseeable future.

For these reasons, I would be minded to object to this application on the basis of insufficient evidence that the future residents would not be at risk of adverse health effects.

If development control is minded to grant consent for this application (as indicated in the summary, accepting that there is extant consent that omits air quality mitigation provisions), I would strongly recommend the following condition be applied:

Condition 1: Provision of fresh air ventilation system

i) No development hereby permitted shall commence (other than demolition and site preparation) until a detailed design & specification for a fresh air ventilation system has been submitted to, and approved in writing by the Local Planning Authority (the 'approved mitigation works').

The approved mitigation works shall apply to all residential units that include opening windows located within 17.5m distance of the kerbside of:

- *Maurepas Way, or*
- *the Maurepas Way / London Road / Hulbert Road Road junction (roundabout) carriageway, or*
- *London Road*

The ventilation system shall be of sufficient capacity as to provide adequate ventilation with all openings (windows & doors) closed, and shall draw it's supply from a location either >17.5m from the kerbside of the above-listed carriageways, or from a sufficiently elevated position such that dispersal of road traffic pollutants is likely to render exceedance of air quality objectives unlikely.

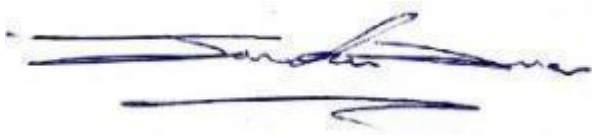
ii) The submitted specification shall include:

- a) the position of the fan box and / or air intake duct, and;*
- b) the ventilation standards to be achieved (i.e. as m³/min or air changes per hour (% total volume/hr)), with reference to CIBSE & HVCA recommendations*

iii) Prior to the occupation of applicable units, all measures forming part of the approved mitigation works for the site shall be undertaken and fully adhered to, unless otherwise agreed in writing by the Local Planning Authority.

Reason: *to protect future occupants from the effects of locally elevated concentrations of Nitrogen Dioxide (NO₂), and having due regard to policy DM10 of the Havant Borough Adopted Core Strategy (2011)*

Note for Decision Notice: *It is suggested that documentary evidence including receipts, invoices &/or guarantees (if applicable) in connection with the installation & verification of the ventilation system be submitted to the Local Planning Authority in order to facilitate confirmation of compliance with this condition.*

A handwritten signature in blue ink, appearing to read 'Jonathan Driver', with a horizontal line underneath it.

Mr. Jonathan Driver
Environmental Control Officer