



# Planning Statement

Hampshire Fire & Rescue Headquarters, Eastleigh



| ROLE             | REVISION | NAME            | DATE     |
|------------------|----------|-----------------|----------|
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# 1 Introduction

## 1.1 Introduction

- 1.1.1 This Planning Statement has been prepared by Hampshire County Council (HCC) Property Services on behalf of the Office of the Police and Crime Commissioner, in support of a planning application. This application comprises the provision of a building for office accommodation (Use Class E), with a laboratory and storage for specialist Police services, and associated hard-standing, car parking and boundary fencing.
- 1.1.2 The proposed facilities are set out over a two-storey building over approximately 925m<sup>2</sup> and improve the operational functionality of the Hampshire Fire and Rescue Service (HFRS) Headquarters.
- 1.1.3 The Hampshire Fire and Police Headquarters were formed in 2015 when Hampshire Constabulary moved to the Hampshire Fire and Rescue Service (HFRS) Headquarters in Eastleigh.
- 1.1.4 This Planning Statement and the associated documentation submitted in the planning application have been prepared following formal pre-application advice from Eastleigh Borough Council (ref Q/20/87536) and following planning permission F/20/88055).
- 1.1.5 Permission F/20/88055 was granted on 13 November 2020 for a similar proposal. However, due to logistical issues on site, the development has not commenced as expected and a modified proposal is put forward by way of this application. The proposal's main differences are that the development is now, approximately, 14m further to the east of the permitted site and the building's elevations would look slightly different. Full details on the proposal are provided in section 5 of this document.

## 1.2 Purpose of the Document

- 1.2.1 The purpose of this Planning Statement is to assess the proposal against the provisions of the Eastleigh Borough Council's Development Plan and other material considerations relevant to the determination of the planning application.
- 1.2.2 It has been structured to describe the site and its surrounding context, the relevant planning history, the proposed development and justification for the proposal in line with the Eastleigh Borough Council's Local Plan.
- 1.2.3 This report should be read in conjunction with the accompanying supporting documents for this application. For ease of reference, summaries of the supporting information are provided in Sections 2 and 6 and cover the following planning matters relevant to the proposal:
  - Heritage.
  - Amenity.
  - Highway matters and air quality.
  - Parking provision.
  - Land contamination.
  - Trees and ecology.
  - Drainage.
  - Sustainability and BREEAM.

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# 2 The Site & Context

## 2.1 Introduction

- 2.1.1 The purpose of this section is to understand the site, its physical context, and constraints that inform and affect the development potential of the site.

## 2.2 The Wider Site & Surrounding Context

- 2.2.1 The site is located at the Hampshire Fire and Rescue Services (HFRS) Headquarters in the Borough of Eastleigh. The address is: Hampshire Fire and Rescue Services, Leigh Road, Eastleigh, Hampshire, SO50 9SJ.
- 2.2.2 The application site lies at the north-west corner of the HFRS Headquarters grounds, which extends to 4.7ha. The wider site comprises a number of buildings of varying scales and uses associated with the operational purposes of the HFRS.
- 2.2.3 The main office building for the headquarters is set back from Leigh Road, behind a line of mature trees along the southern boundary of the wider HFRS site. The railway line and mature trees provide ample screening to all sides of the application site, particularly for any activities or training taking place directly behind the building (Wessex House).

## 2.3 The Application Site

- 2.3.1 The application site is 0.2 hectares (ha) and is located to the north-west corner of the wider HFRS site, where it is directly to the railway line to the north. It comprises several buildings and structures associated with practical and theoretical training functions of the HFRS. These buildings vary from live-fire training rigs, to lecture rooms and changing facilities contained within a modular office building known as Wessex House. These structures are primarily surrounded by hardstanding but with a small area of amenity grass and ruderal or scrub vegetation to the south.
- 2.3.2 The buildings on the application site comprise Use Classes of E (office) with F1 (education) and sui generis ancillary uses (training and car parking).

## 2.4 Heritage

- 2.4.1 There are three Grade II Listed Buildings located approximately 280m from southern boundary of the application, to the south of Leigh Road: Home Farm Barn, Home Farmhouse, Home Farm Granary. The listed buildings appear to have been converted into various office buildings which are additionally surrounded by other office buildings. The offices are bounded by mature trees along Leigh Road. With this in mind, together with the wider site context, the development proposal at HFRS is not thought to impact the setting of the listed buildings. There are no other heritage assets in the vicinity of the site.

## 2.5 Amenity (Noise and Vibration)

- 2.5.1 The site is situated in an established industrial, employment and retail estate to the north-west of Eastleigh Town Centre.
- 2.5.2 Additionally, it is located to the east of the M3 and the north of Leigh Road, which together have an associated noise impact that would need to be considered in relation to the proposal.
- 2.5.3 There are no residential properties in close proximity to the application site or the wider site. The nearest houses to the application site are located approximately 190m to the west of the site (separated by the M3) and approximately 290m to the east.

## 2.6 Highways and air quality

- 2.6.1 As noted above the site is in close proximity to the east of M3 J13 (Leigh Road Interchange), with further access to the A335 to Eastleigh/Chandler's Ford and M27 westbound to Southampton and Bournemouth, as well as eastbound towards Portsmouth.
- 2.6.2 The site is accessed via Leigh Road, which provides onward access to and from the motorway junction and the junction with Woodside Avenue/Passfield Avenue to the east of the site. A right-turn lane into the site is also available approaching the site from the east, travelling west along Leigh Road. The main vehicular access to the HFRS (and so the application site) is from Leigh Road, however, there is also a barrier-controlled secondary access at the rear of the

wider site, which runs onto Woodside Avenue to the east. Recent accident data has been examined (see Transport Statement June 2020) and the highway safety of the local area is relatively good with a small number of collisions causing serious injury recorded in the local vicinity.

- 2.6.3 The proposal site is accessed via the main HFRS vehicular access, then across the site's internal tarmacked private roads. The main access remains unchanged and the site will maintain existing internal arrangements.
- 2.6.4 The current training uses takes place 3-4 days per week through a combination of classroom based activities and live training on the external training area. In total the current use has a regular occupancy of about 22 members of staff who park within the wider HFRS site. This is typically made up of: 4 instructors; 12 trainees and 6 IT staff; there are also other incidental training activities that take place in the classroom on a more ad-hoc basis.
- 2.6.5 The wider HFRS site has a Travel Plan which is currently being updated in accordance with the monitoring regime (see submitted Travel Plan Update & Monitoring 2017) and the application proposal will be part of this scheme too. The following sustainable travel objectives have been set as being of particular relevance to the continuing transport challenges faced by Hampshire Constabulary and Hampshire Fire and Rescue service;
- To reduce the number and proportion of single-occupancy car journeys to the SHQ site.
  - To increase the number and proportion of trips to the site made by sustainable and active travel modes.
  - To reduce the number of car trips to the site during peak traffic periods, in order to ease congestion on the network and consequently improve staff experiences of travelling to the site.
  - To pro-actively manage the car parking associated with the SHQ site.
  - To increase flexible working and use of staggered hours where possible.
- 2.6.6 The HFRS management employs various measures to achieve these objectives:

- Information Provision.
- Awareness Raising.
- Car-share Partners.
- Priority Parking for Car Sharers.
- Incentivising Sustainable Travel.

- 2.6.7 In terms of sustainable modes of transport available, the staff at the HFRS site can take advantage of National Cycle Network (NCN) Route 23 (Reading to Sandown), which runs south-to-north to the east of the site, along Passfield Avenue / Woodside Avenue, abutting the entrance to the wider HFRS site.
- 2.6.8 Additionally, NCN Route 24 (Eastleigh to Bath) adjoins Route 23 at the south of Fleming Park, which is located to the south of the HFRS site.
- 2.6.9 Pedestrian access is provided via safe and wide footways on either side of the Leigh Road carriageway. There is a signalised pedestrian crossing at the western end of the site frontage and a pedestrian stage in the traffic lights at the junction between Leigh Road, Passfield Avenue and Woodside Avenue east of the site. It is possible to walk through Fleming Park and then cross at the signalised crossing at the western end of the site frontage, as this is a designated pedestrian and cycle route.
- 2.6.10 The site is well positioned for Public Transport Accessibility. 'Hampshire Fire and Rescue HQ bus stops' are sited approximately 190m to the south of the site and travel in an east and west direction. Xelabus X6 and X7 services run regularly to the bus station and local shops.
- 2.6.11 Eastleigh Bus Station is located approximately 1 mile from the site and provides a number of services linking to Romsey, Winchester, Chandler's Ford and Southampton.
- 2.6.12 The Bus Station is approximately 100m from the Eastleigh Mainline Railway Station, providing services calling at stations to Poole, London Waterloo, Salisbury, Portsmouth Harbour and Romsey.
- 2.6.13 It is noted that a section of Leigh Road which runs to the south of the HFRS site, alongside the main building, has been designated as an Air Quality Management Area (AQMA).

## 2.7 Parking provision

- 2.7.1 At present the wider HFRS site benefits from off-street car parking for a total of at least 370 vehicles. A significant proportion of this existing parking is reserved for operational (emergency) vehicles.
- 2.7.2 At present there is no parking on the application site. As explained above, users of the current training facility on-site park within the wider HFRS site.

## 2.8 Land contamination

- 2.8.1 The site is understood to have been first developed by the Firestation Headquarters. In the surrounding area, a railway is located to the north, unspecified works to the east, and a bakery with associated tanks to the west. It is understood that there is also vehicle storage in close proximity, as well as various neighbouring employment uses.
- 2.8.2 The site has most recently been utilised for training purposes by the fire service and presently houses smoke training containers, in addition to areas of hard-standing and the existing modular training building.
- 2.8.3 Two contamination tests have been undertaken at the site in 2005, by White Young Green (WYG). In general, contamination was not encountered- except for one exceedance of Beryllium. However, this exceedance was not considered of significance to require remediation. Five TRL probes were undertaken and WYG recommended a CBR value of 4.5 %. This will, however, depend on whether clay, silt or sandy gravel is present at formation level of any new concrete slabs. There is therefore, the possibility of encountering contamination at the site.

## 2.9 Trees and Ecology

- 2.9.1 The wider HFRS site is bounded by mature trees and vegetation which contribute to the local landscape character. However, there are no trees within the application site. The majority of the trees are found within the north and west boundaries of the HFRS site, adjacent to the railway line and the industrial estate. These trees are of some distance to the existing and proposed buildings and none will be

removed/affected as part of the proposal. Public greenspace can be found approximately 300m to the south of the site. This area comprises of amenity areas and parkland. A pond is located approximately 890m south of the site.

- 2.9.2 An extended Phase 1 ecological survey was undertaken by HCC Ecology team on 30 January 2017 at Hampshire Fire and Rescue Headquarters, in connection with a proposal of the construction of a two-storey building extension (permission F/17/80244) approximately 140m to the south of the proposal site.
- 2.9.3 An Ecological Desk-Based Assessment was conducted by HCC on 22 May 2020, to support planning permission F/20/88055 (see submitted report). The 2020 assessment included analysis of aerial imagery and photographs, along with a search for designated sites and protected species within a 1km radius in addition to reviewing recent site photographs and concluded that no further survey or assessment work is currently recommended.
- 2.9.4 In addition, as a small area of the current proposed site sits outside the previous application boundary, a further desktop addendum has been carried out to supplement the previous assessment, see Ecological Desk-Based Assessment (August 2022).
- 2.9.5 The assessments report that there are no designated sites occur within 0.5km of the site, however, there are five locally designated sites within the search radius, all of which are Sites of Importance for Nature Conservation. Ten parcels of Ancient Woodland were returned in the search radius. Monks Brook lies a few hundred metres to the west of the site and is a tributary of the River Itchen, which is a designated SAC and SSSI.
- 2.9.6 Habitats on the site appear to be largely hard-standing. There is a small patch of amenity grassland to the south. One modular building is located on site as well as several metal containers. Woodland habitat bounds the northern, western, and southern extents of the site.
- 2.9.7 There have been no records of protected species within the site boundary.
- 2.9.8 A small number of bat records have been returned from the data search, along with large numbers of reptiles. Many records of European otter and water

vole were located within a 1km radius of the site. Records of bird species are largely associated with wetlands, although small numbers of woodland notable bird species were returned.

- 2.9.9 The May 2020 report concluded that the current building on site has negligible potential to support roosting bats.
- 2.9.10 In addition, the proximity of the railway line, industrial uses and the recent live fire training activities produce disturbance and extreme environmental conditions unsuitable for reptile habitat within the application site.

2.10.5 During the fieldwork undertaken in 2017, groundwater seepages were encountered at depths of 1.20 m and 1.70 m.

2.10.6 A groundwater table is present in the River Terrace. Deposits at depths ranging between 2.00 m and 4.20 m bgl. Based on the investigations in Spring 2000 and those in 2005 (WYG, para 2.8.3), the water table is expected to fluctuate seasonally.

2.10.7 The site is fully connected for foul and surface water drainage.

## 2.10 Drainage

2.10.1 Since 2000 geotechnical testing has been undertaken across this site during previous ground investigations and in total this includes; 21 Atterberg Limit tests, 22 moisture contents, 17 PSDs, 15 sulphates and two triaxial tests (undrained unconsolidated).

2.10.2 In 2017, the ground condition investigations encountered topsoil or made ground, overlying River Terrace Deposits and in turn the Wittering Formation. This is in line with expectations from published geology maps. The topsoil or made ground was found to extend to depths of between 0.10 m and 1.16 m.

2.10.3 The River Terrace Deposits were variable in composition. At some locations, an upper horizon of silt or clay was encountered, extending to depths of generally between 0.40 m and 1.00 m, underlain by sandy gravel. In other exploratory locations, sandy gravel was encountered directly below the topsoil or made ground. This stratum extended to depths of between 2.50 m and 5.60 m.

2.10.4 The underlying Wittering Formation comprised silt/clay and was proven to the maximum depth investigated of 15.00 m.

## 2.11 Site Plan

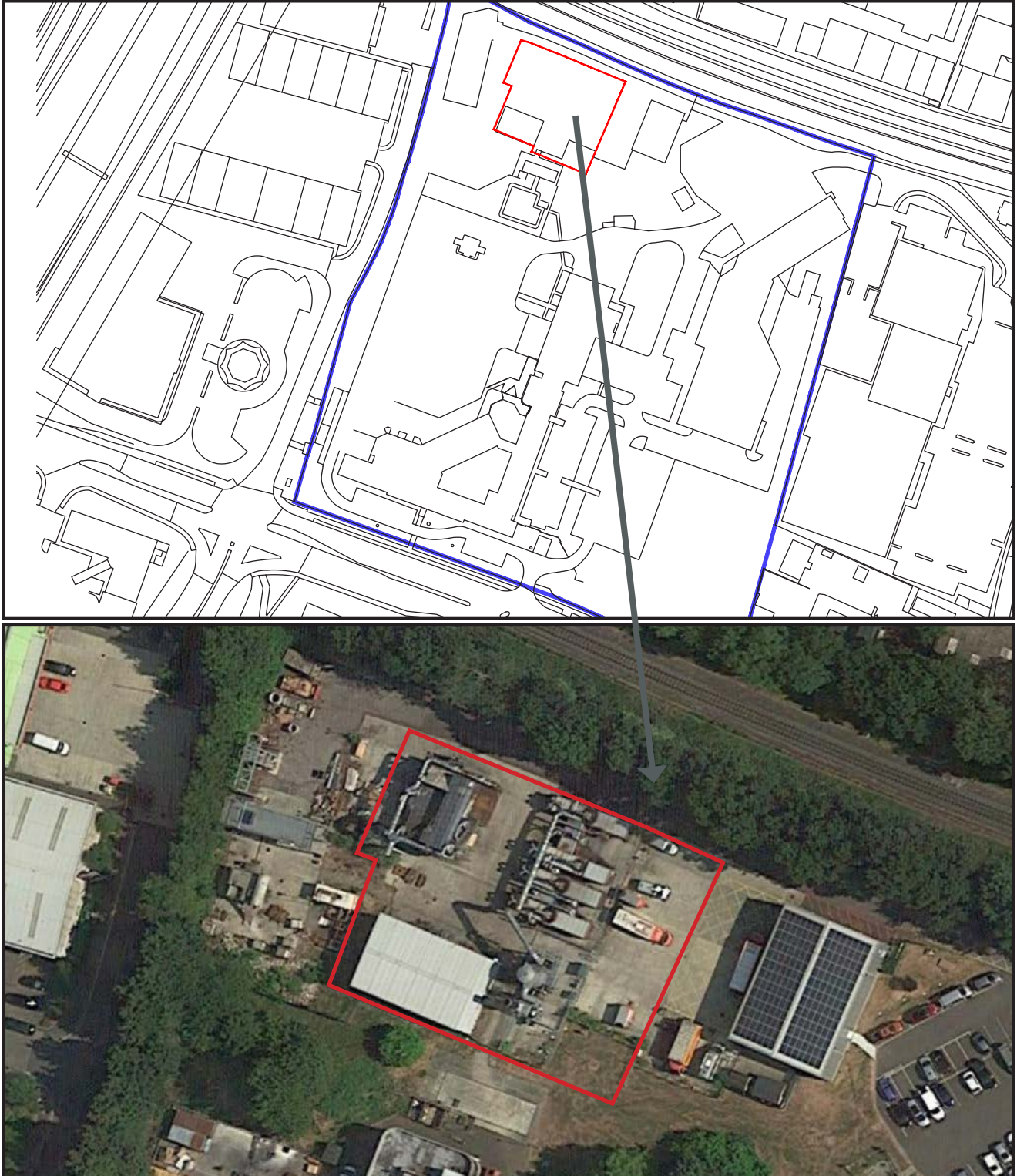
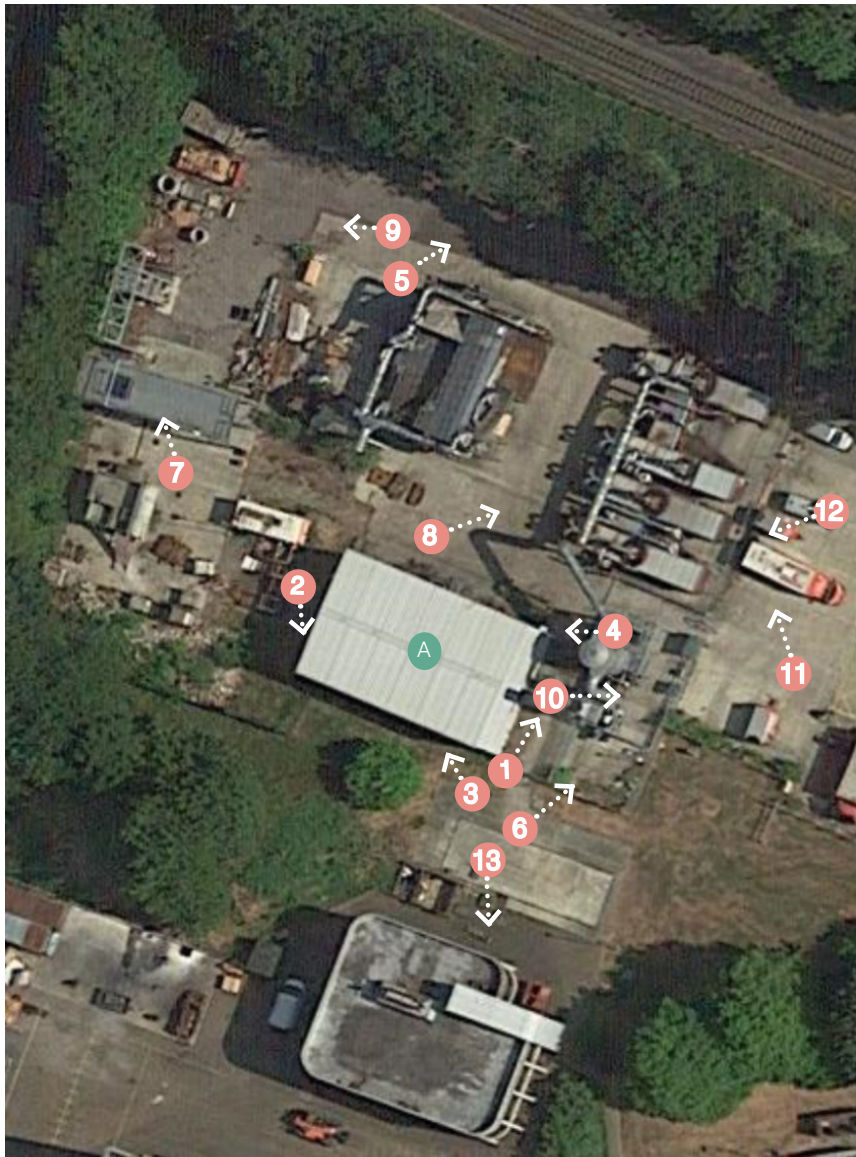


Figure 1: Site plan of application site in the context of the wider site and aerial photograph of application site

## 2.12 Site Photos

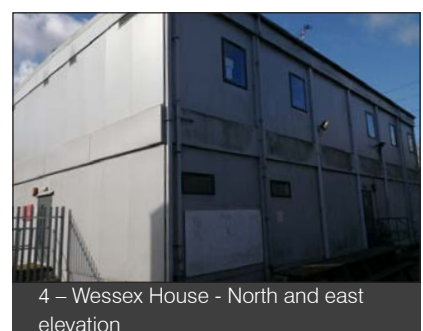


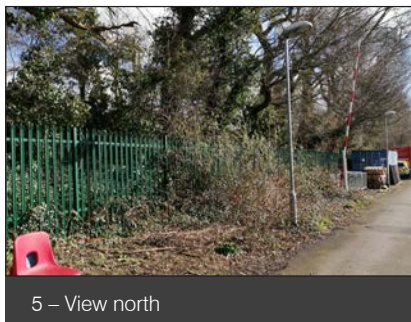
### KEY

Application site

A Wessex House Building

Figure 2: Site context plan





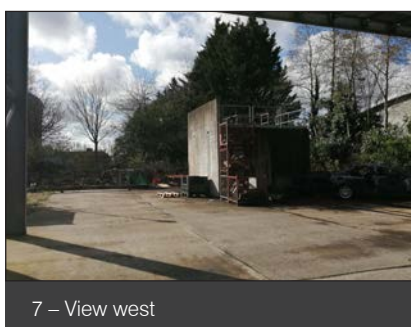
5 – View north

Boundary to the north, showing the fencing and access road (adjacent to the rail line).



6 – View south

View to the southern boundary towards the smoke training contained and neighbouring building.



7 – View west

View to the western boundary towards the training platform and hard-standing.



Figure 4: View to the south and east with neighbouring building and hard-standing

Site boundary looking toward to the south and east, showing the neighbouring building and immediate surroundings.



11 – Site context

View toward the north-west and the access road, railway and hard-standing.



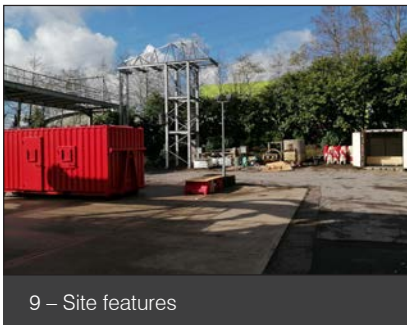
12 – Site context

Looking across the site towards south-west toward the live fire training structures.



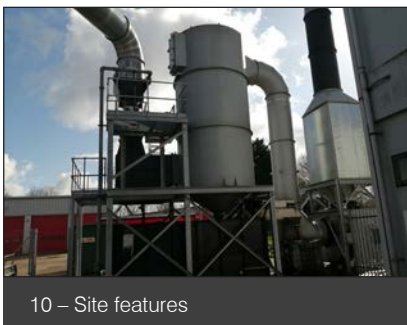
8 – Site features

Smoke training container looking toward the north-east.



9 – Site features

View toward the access road and hard-standing, as well as the storage container in the north of the site, looking west.



10 – Site features

Smoke training container looking toward the south-east.

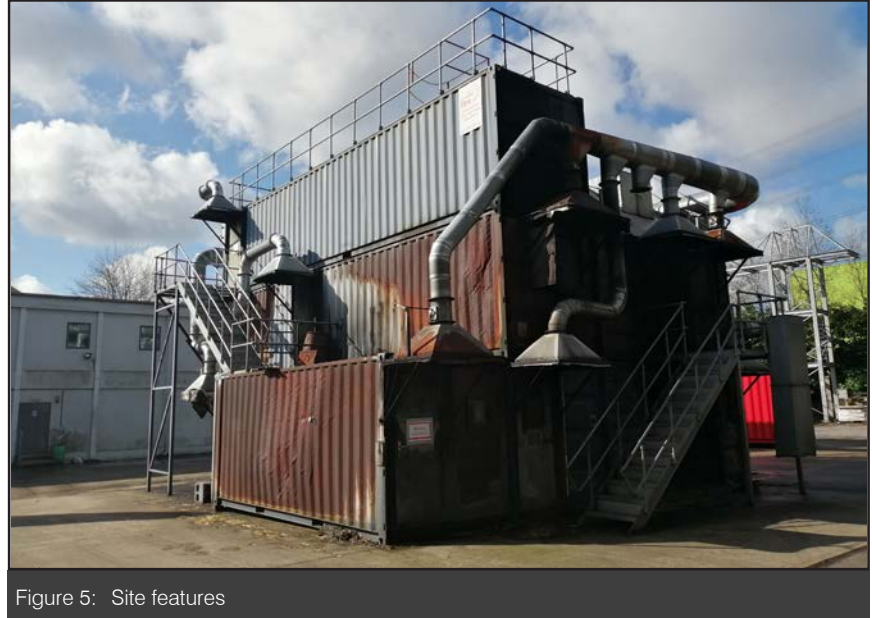
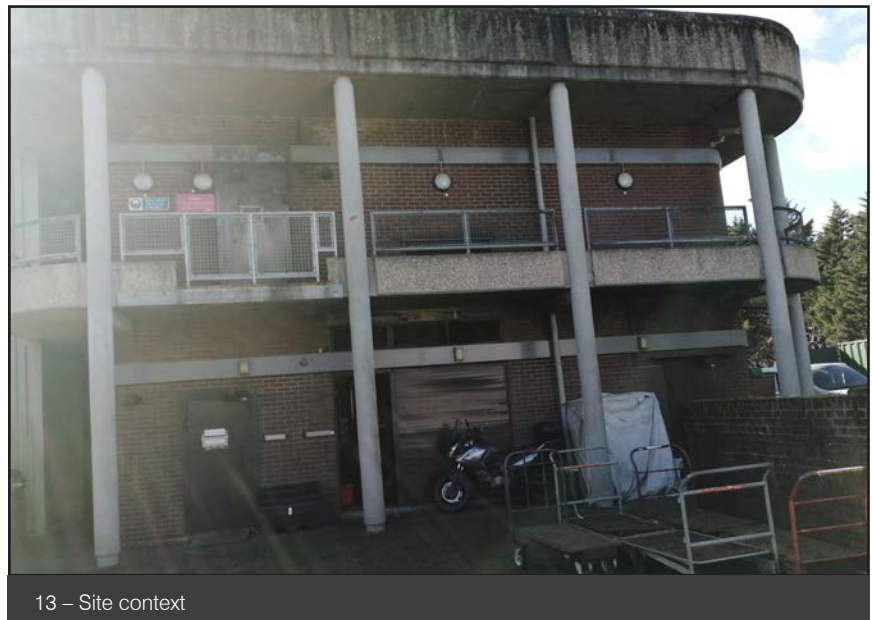


Figure 5: Site features

Existing building and smoke training container looking toward the south west.



13 – Site context

Looking south toward the neighbouring building.



Figure 6: Site context

Showing the fencing to the south and the neighbouring building within the wider HFRS site.

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# 3 Planning History

## 3.1 The Purpose of this Chapter

- 3.1.1 The purpose of this chapter is to explain the planning history of the site in order to provide an understanding of local precedents that could support the proposal, establish the planning unit and establish existing use classes applicable to the site.

## 3.2 The Site

- 3.2.1 F/06/57121 17.05.2006

An application was permitted for the erection of a training rig, vehicle storage building and two-storey training facility with associated hard-standing in 2006.

The application is comprised of 3 components:

- The training building for the Urban Search and Rescue Team (ODPM) (existing users of the Eastleigh HQ) and a training rig (in the form of a collapsed building), normally used twice a week. No fire rescue will take place in this area but there will be noise (particularly from a pneumatic drill).
- Training facilities for a Regional Centre of Excellence (HFRA) for civil resilience and protection including a new two-storey building with 3 lecture rooms, changing rooms, showers and a canteen adjacent to the existing smoke training containers.
- Building for the storage of 4 vehicles.

The existing smoke training containers were already used by Hampshire crews but would additionally be used by West Sussex crews once a month, operating from 9am-5pm mostly on weekdays with occasional use on 5-6 weekends per year. Courses run for 2 days and there are approximately 75 courses per year, this includes intensive fire training on both days. There are a maximum of 24 attendees and the crews usually arrive by minibus.

The above application states that the Headquarters are predominantly Use Class E and the training activities at the rear of the main office building are ancillary to the site's main use. The training components fall within use class F1 whilst the garages and hard-standing are sui generis. However, as the developments are considered ancillary to the site's main function as a headquarters, the proposals therefore constitute an extension to the existing employment use of the site in town planning terms.

- 3.2.2 F/08/63971 15.10.2008

The application was permitted for the erection of a Fire Behavioural unit (training building), comprising the assembly of metal container units situated to the north west of the Headquarters.

- 3.2.3 F/20/88055 13.11.2020

Permission was granted for the erection of replacement office building with associated car parking and fencing and removal of live fire training metal container units.

### 3.3 The Wider Site (as relevant)

- 3.3.1 S/05/55442 27.10.2005  
A temporary planning application was made for a period of 12 months from the 1st January 2006 for the relocation of an existing temporary building and introduction of two new temporary buildings onto an existing car park with associated temporary car, parking provided on an adjacent field to the HQ site. Planning permission was granted for the period specified in the application.
- 3.3.2 S/11/69403 21.07.2011  
A temporary application for the retention of a temporary classroom building for a temporary period of 3 years (centre of the wider site), was submitted and approved for the time limited period specified in the application.
- 3.3.3 F/15/77372 08.10.2015  
A full application for the provision of new permanent car park to replace existing temporary gravel car park (south-east of the wider site) was submitted and approved.
- 3.3.3 F/17/80244 16.03.2017  
A full application for a two-storey rear extension, to provide additional meeting rooms and office accommodation (south west of the wider site) was submitted and approved.
- 3.3.4 F/21/90751 07.09.2021  
Installation of 2.4m fencing, vehicle barriers to site entrance and 2no. CCTV camera columns.
- 3.3.5 DC/22/92273 07.09.2021  
Discharge of Conditions 4 & 5 for installation of 2.4m fencing, vehicle barriers to site entrance and 2no. CCTV camera columns.

### 3.4 Existing planning use class

- 3.4.1 F/17/80244 16.03.2017  
The existing Fire and Rescue headquarters is predominantly Use Class E, with training activities (live fire) at the rear of the main office building and ancillary to the site's main use. The existing live fire training uses and structures fall within use class F1 and the hard-standing are sui generis. However, as the above proposals were considered ancillary to the site's main function as a headquarters, the current use constitutes an extension to the existing employment use of the site which infers that the principle existing use class for the site is E.

# 4 Planning Policy

## 4.1 Introduction

- 4.1.1 The purpose of this section is to review the planning policies that are relevant to the development of the site.
- 4.1.2 The site lies within the jurisdiction of Eastleigh Borough Council, where the Local Development Plan comprises planning documents that inform the type of development that will be permitted in Eastleigh, in addition to national planning guidance and other material considerations (such as local precedents).
- 4.1.3 The Development Plan for Eastleigh Borough Council comprises the Eastleigh Borough Local Plan 2016-2036 which was adopted on 25 April 2022, in line with Section 38(6) of the Planning and Compulsory Purchase Act 2004. In addition to this, Eastleigh Borough Council has a number of Supplementary Planning Documents (SPDs) addressing various issues but these are either not directly relevant and/or have been surpassed by more recent planning policy.
- 4.1.4 On this basis, a review of the planning policies contained in the adopted Local Plan together with national policy is included in this section of the report.

## 4.2 National Planning Policy Framework

- 4.2.1 The Government published a revised National Planning Policy Framework (the NPPF) in July 2021 which maintains a strong presumption in favour of sustainable development. Paragraph 8 of the NPPF emphasises that there are three overarching objectives of the planning system, these are interdependent of one another and need to be pursued in mutually supportive ways in order to achieve sustainable development:
  - i. Economic Objective
  - ii. Social Objective
  - iii. Environmental Objective

## 4.3 Eastleigh Borough Local Plan 2016-2036

- 4.3.1 The Eastleigh Borough Local Plan 2016-2036 (Local Plan) was adopted on 25 April 2022. It sets out the policies and plans to guide future development to 2036. It will be used to determine planning applications in the Borough and replaces the 'saved' policies in the Adopted Local Plan 2001-2011.
- 4.3.2 The policies most relevant to the proposed re-development site, are grouped in key themes, as follows:

## 4.4 Principle of development

### 4.4.1 Policy S1 Delivering Sustainable Development

To be sustainable, new development in the Borough should meet community needs, enhance social quality, maintain and help grow the economy, have regard to the impacts of climate change, minimise the need to travel, seek opportunities to optimise density of re-developments, use resources wisely and maintain local environment quality.

## 4.5 Layout and Design

### 4.5.1 Policy DM1 General Criteria for New Development

All new development should (as relevant):

- (b) make efficient use of the site, maximise opportunities to increase density and have regard to potential development opportunities on adjoining land;
- (c) take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible with adjoining uses in terms of mass, scale, materials, layout, density, design and siting;
- (e) include a landscape scheme covering the design and layout of external space;
- (h) incorporate provision for disabled people;
- (i) incorporate design measures to inhibit criminal and anti-social behaviour
- (j) incorporate provision for on-site waste management.

## 4.6 Highway matters

### 4.6.1 Policy DM13 General development criteria – transport

All new development must have safe and convenient access to the highway network and make provision for access to, and by, other transport modes including public transport and cycle and pedestrian routes as appropriate. Access arrangements to the highway network must:

- a. meet national and local guidance and standards with all highway improvements meeting the standard required to be adopted by the Highway Authority;
- b. not cause or increase danger to road users or have a significant detrimental impact on the operation or safety of the highway network; and
- c. be provided without unacceptable environmental impact.

New development will be assessed to establish whether it should contribute to off-site improvements to transport infrastructure in accordance with Hampshire County Council's Transport Contributions Policy, to the extent that these are necessitated by the development and proportionate to the scale of development.

Development proposals that will generate vehicle movements likely to have an adverse impact on traffic conditions beyond the immediate vicinity of the development site, must be subject to Transport Assessment, and will be required to incorporate and implement mitigation measures such as:

- provision of / contribution towards on and off-site highway improvements such as junction improvements and potentially new road links;
- on-site pedestrian, cycle and public transport infrastructure;
- contributions towards relevant off-site sustainable transport infrastructure, public rights of way and service improvements where appropriate;
- on-site measures aimed at increasing uptake of non-car travel options (e.g. Travel Plans) to reduce car use.

### 4.6.2 Eastleigh Borough Council parking standards for non-residential development are set out in the Hampshire Parking Strategy and Standards 2002.

4.6.3 The Hampshire Parking Standards outlines that the number of spaces is quoted as a maximum to avoid an over provision of parking spaces. Although, the actual numbers are to be determined by the accessibility by alternative modes (for example, public transport) for a given site.

4.6.4 The maximum parking standards for commercial development are set out in Table 2 of the document. For Use Class E use, the car parking standard is 1 space per 30m<sup>2</sup>, which is subject to a condition or legal agreement restricting consent to the specified use.

4.6.5 Cycle standards for the above, are set out at 1 stand per 150m<sup>2</sup> for Use Class E Office use.

## 4.7 Land contamination, air quality and amenity

### 4.7.1 Policy DM8 Pollution

Development will not be permitted if it is likely to cause loss of amenity or impact on public health or other unacceptable environmental impacts through:

- i. air pollution (including odours or particulate emissions);
- ii. pollution of surface, underground, coastal waters or other watercourses;
- iii. noise or vibration;
- iv. light intrusion; or
- v. land contamination.

## 4.8 Trees and ecology

### 4.8.1 Policy DM1 General Criteria for New Development

All new development should (as relevant)

- a. not have an unacceptable impact on, and where possible should enhance biodiversity;
- d. not involve the loss of or damage to trees, woodlands, hedgerows, ponds, priority habitats or other landscape features
- g. provide satisfactory management arrangements for all landscape, green infrastructure and biodiversity enhancement;

#### 4.8.2 Policy DM11 Nature Conservation

In determining planning applications, the Borough Council will:

- a. protect, conserve and enhance all levels of nature conservation, networks of natural habitats and features, and facilitate their adaptation to Climate Change wherever possible
- b. assist in achieving national, county and local biodiversity targets, as set out in Biodiversity Action Plans (BAPs);
- c. seek a net gain of biodiversity on all development sites;
- d. contribute to major elements of the PfSH Green Infrastructure Strategy and other strategies for the provision and enhancement of multifunctional green infrastructure

With regards priority habitats, protected and priority species and the local ecological network development will not be permitted if it is likely to have a direct or indirect adverse effect, unless it can be demonstrated that;

- a. there are no alternative solutions;
- b. the adverse effects are unavoidable;
- c. measures are taken to mitigate or, as a last resort, compensate for the adverse effects;
- d. there is an overall biodiversity net gain; and
- e. if there are any residual adverse effects, the benefits of the development clearly outweigh the adverse effects on priority habitats, priority and protected species, and the local ecological network.

## 4.9 Environmental sustainability and BREEAM

#### 4.9.1 Policy DM2 Environmentally sustainable development

The Borough Council requires that:

- all non-residential development above 500 sqm

of floor space, measured externally (including extensions to existing buildings) must achieve:

- BREEAM 'excellent' (or equivalent) or BREEAM 'very good' plus 'Passivhaus' certification, including a 15% improvement in predicted carbon emissions, compared with the building regulations current at the time, through low or zero carbon energy generation on site or in a Borough location agreed by the Council.

#### 4.9.2 Policy DM3 Adaptation to climate change

All development should be designed to adapt to the predicted climate change impacts for the Borough.

- a. To reduce the potential impacts of surface water flooding, sustainable drainage systems (SuDS) need to be implemented as part of an integrated SuDS strategy for the site in accordance with policy DM6 (Sustainable surface water management and watercourse management) and as part of the landscape framework for the site including green open space and green roofs where appropriate.
- b. New development should have a cooling strategy, which can include:
  - i. cooling through generous green infrastructure;
  - ii. areas of shade;
  - iii. water cooling;
  - iv. building design and orientation to reduce overheating;
  - v. 'cool roofs' or green roofs and green walls;
  - vi. porous cool pavements.
- c. To adapt to water stress, new development should be designed to reduce demand. Measures can include:
  - i. Reduced residential mains water consumption (as per policy DM2);
  - ii. Water efficient appliances, fittings and leak detection devices for non- residential and multi-residential development;
  - iii. Rainwater harvesting and grey water recycling;
  - iv. Drought resistant landscape design.

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# 5 The Proposal

## 5.1 Principle of Development

- 5.1.1 The re-location of the live fire training facility within the wider HFRS site has presented an opportunity to bring the Forensic Collision Investigation Unit (FCIU), the Serious Collision Investigation Unit (SCIU) and Scientific Services Department (SSD) functions on to the site. These Police facilities are already shared with the Fire and Rescue Service and therefore moving to the proposed site provides an opportunity to enhance and improve the existing operational synergies.
- 5.1.2 Eastleigh Police Station has been vacated following an extensive Estate Change Programme conducted by the Office of the Police and Crime Commissioner (OPCC). Stations that were no longer fit for purpose and were beyond being refurbished were put to the open market for sale. The capital receipts from these sales have been reinvested in the development of a modern, fit for purpose, police estate capable of supporting new ways of policing.
- 5.1.3 Custody, formally held at various police stations throughout the County has now been re-provided within three purpose-built Police Investigation Centres (PIC) at Southampton, Basingstoke and Portsmouth.
- 5.1.4 The Neighbourhood Policing Team (NPT) in Eastleigh has been relocated to a new base in accommodation owned by Eastleigh Borough Council.
- 5.1.5 In addition to the NPT, Eastleigh police station was also a base for the Forensic Crash Investigation Unit (FCIU) and the Serious Crash Investigation Unit (SCIU). These teams were housed in very poor, converted residential accommodation, to the rear of Eastleigh Police Station.
- 5.1.6 It is essential to effective service delivery that these two units (FCIU and SCIU) retain a base close to Eastleigh, which offers high-quality facilities to perform specialist services and also has easy access to the motorway network. These operations have been temporarily relocated to a base at Kings Worthy, where the accommodation is available for a limited period only. In addition, it is proposed that the Scientific Services Department will also be relocated to this site from their current base in Kings Worthy. This presents a need to find a permanent solution within challenging timescales for the Hampshire Constabulary (HC).
- 5.1.7 Therefore the site will provide an excellent base operationally, and will support and further develop the continued partnership working with the Fire service.
- 5.1.8 In order to accommodate these three teams a flexible solution is required, that will provide accommodation that delivers the forensic separation required by FCIU and SCIU, and retains the ability to be adapted easily as requirements change over time. Following a review of the options available it was concluded that, in order to satisfy these requirements, a modular construction solution will make best use of the existing site resources; substantial slab over the majority of its area, hard-standing and existing utility connections. It will not require any piling or foundations to be sited. The modular building is designed to have at least a 50 year life span to ensure an appropriate degree of longevity.
- 5.1.9 In addition, this approach would enable the building to be provided within the challenging timescales and maintain the vital public service.
- 5.1.10 Therefore, a sustainable modular construction method rather than a traditional building is considered as the most sustainable, flexible and appropriate approach.
- 5.1.11 Also, it is considered that the principle for this type of use on this site has been established by the granting of permission F/20/88055.

## 5.2 Proposed use and layout

- 5.2.1 The proposal consists of a new main building with ancillary structures for bin store, equipment cleaning and bike parking, which will sit on the current live fire training area of the site. The live fire training area will in turn be relocated to a new facility constructed concurrently to the South West by others under a separate application.
- 5.2.2 Due to the phased plan of works and scheduling constraints there will be a temporary parking provision in place within the HFRS site that should not exceed 2 months post-building completion to allow for the remainder of the application site to be cleared and final parking provision created. See plan E05246-HCC-ZZ-ZZ-DR-B-1500.

- 5.2.3 The new modular building will be over two floors with dimensions of 39.6 long x 12m wide x 7.6m high (drawing E05246-HCC-ZZ-ZZ-DR-B-3001-P2) to replace the existing Wessex House. It will be used as an operational office base for forensic investigation teams, to support their service needs across Hampshire. The site area covers approximately 0.2ha.
- 5.2.4 The proposal forms two key components:
- A modular building for office accommodation, laboratory and storage for specialist Police services, over two-storeys (approximately 925m<sup>2</sup>) with associated car parking and fencing.
  - Temporary parking.
- 5.2.5 In addition, to facilitate the operations of the four Hampshire Constabulary teams, the following minor features are proposed:
- Vehicle cleaning bay (8.3 x 5.6 x 3.5m);
  - Bin store (5.6 x 3.7 x 2.9m);
  - Boundary fencing (2.9m high);
  - Lighting for security and amenity;
  - Parking bays (temporary and permanent) for private and operational vehicles; and
  - Cycle shed with secure doors.
- 5.2.6 The building would be placed at the eastern boundary of the site, which is the furthest away from the public boundary. The car parking arrangement will be split by an access road and the ancillary structures (bin store and cycle shed to the north, and vehicle cleaning bay to the south).
- 5.2.7 There will be no removal of trees, hedging or significant vegetation. The new building will not encroach on any root protection zones. There will be no new pedestrian or vehicular access provided as part of the proposals.
- 5.2.8 The application proposals are likely to increase the occupancy of site up to 34 full-time employees on a daily basis (based on the current employment of the HC units which would occupy the proposal site). This would take the form of various shift patterns to reflect the specialist nature of the HC service. Notwithstanding this, there would be core hours of service that would operate 06:00 to midnight, with two main shifts between 06:00 and 14:00 and between 14:00 and 00:00. Using the Transport Statement (June 2020) produced for the earlier proposal as permitted (F/20/88055), the total vehicles travelling to the site would be approximately 46 two-way trips per day, but the trip distribution will have a dispersed intensity with peaks and troughs across the different units and in response to emergencies arising.
- 5.2.9 The proposal site is exclusively for HC use and so the parking will not be shared with the users of the main headquarters building or other HFRS users. The HC vehicles accommodated on site are expected to include 37 cars, 3 operational transit vans, and 2 accessible spaces. The additional car/van spaces will mean an increase of 11% across the HFRS site. There will be on-site secure cycle parking for 5 covered cycle spaces.

### 5.3 Materials/Design specifications

- 5.3.1 The proposed office/laboratory building will compose of insulated cladding panels with plastisol pre-finished face, with a polyester powder coated profiled metal deck roof and aluminium polyester powder-coated windows and doors. The appearance will be that of modern office building (see precedents in section 5.5 and proposed elevations drawing E05246-HCC-ZZ-ZZ-DR-B-3001-P2). The office/laboratory building will sit on existing concrete. Both the vehicle cleaning bay (drawing E05246-HCC-ZZ-DR-B-2230-P1) and bin store (drawing E05246-HCC-ZZ-ZZ-DR-B-2220-P1) will have a metal clad finish and drain into the site's drainage network.
- 5.3.2 Weld-mesh fencing will provide the boundary for the proposal site and be coloured and treated to complement the existing fencing.
- 5.3.3 Essential outdoor lighting will be attached to the building to maintain the security of the building and safety of the employees accessing the car park. The lighting on the building will be directional for security and lighting bollards for amenity will be low-level.
- 5.3.4 The parking bays will utilise the existing concrete hard-standing. The proposal will be fully connected to the existing drainage network to manage both foul and surface water sustainably, as shown on submitted plan E05246-HCC-ZZ-ZZ-DR-B-7700.

### 5.4 Environmental sustainability and BREEAM

- 5.4.1 As presented in the Sustainability and BREEAM Report (August 2022) a base Part L 2022 compliant build will offer passive design with energy efficient measures, incorporating design features such as energy efficient lighting, sub-metering of relevant areas, exceeding the regulatory requirements of 'U' values and occupancy sensing in relative areas.
- 5.4.2 Renewables such as air source heat pumps, solar PV and other equally efficient methods may be included along construction materials and insulation materials which are responsibly and legally sourced (achieving Green Guide ratings between A+ and D).
- 5.4.3 Sanitary fittings such as dual flush toilets and low-flow taps will increase the water efficiency of the building.
- 5.4.4 The site also benefits from a sustainable location (transport and amenity nodes).

## 5.5 Precedents



Figure 7: Example of a modular building facade - Gedling Borough Council, Jubilee Waste Collection Centre

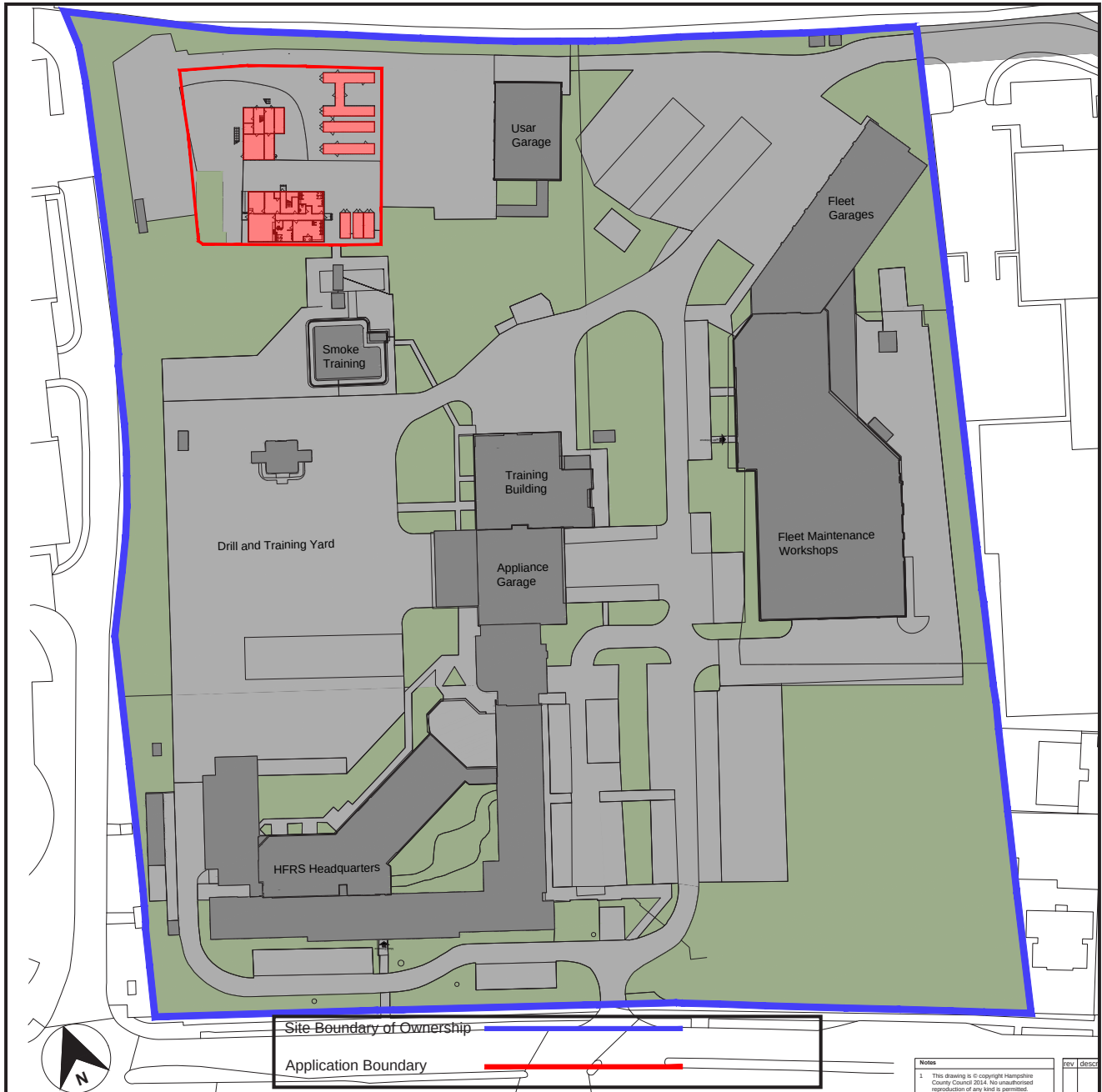


Figure 8: Example modular building facade - Traditional finish, Dark Grey

## 5.6 Location Plan (not to scale)



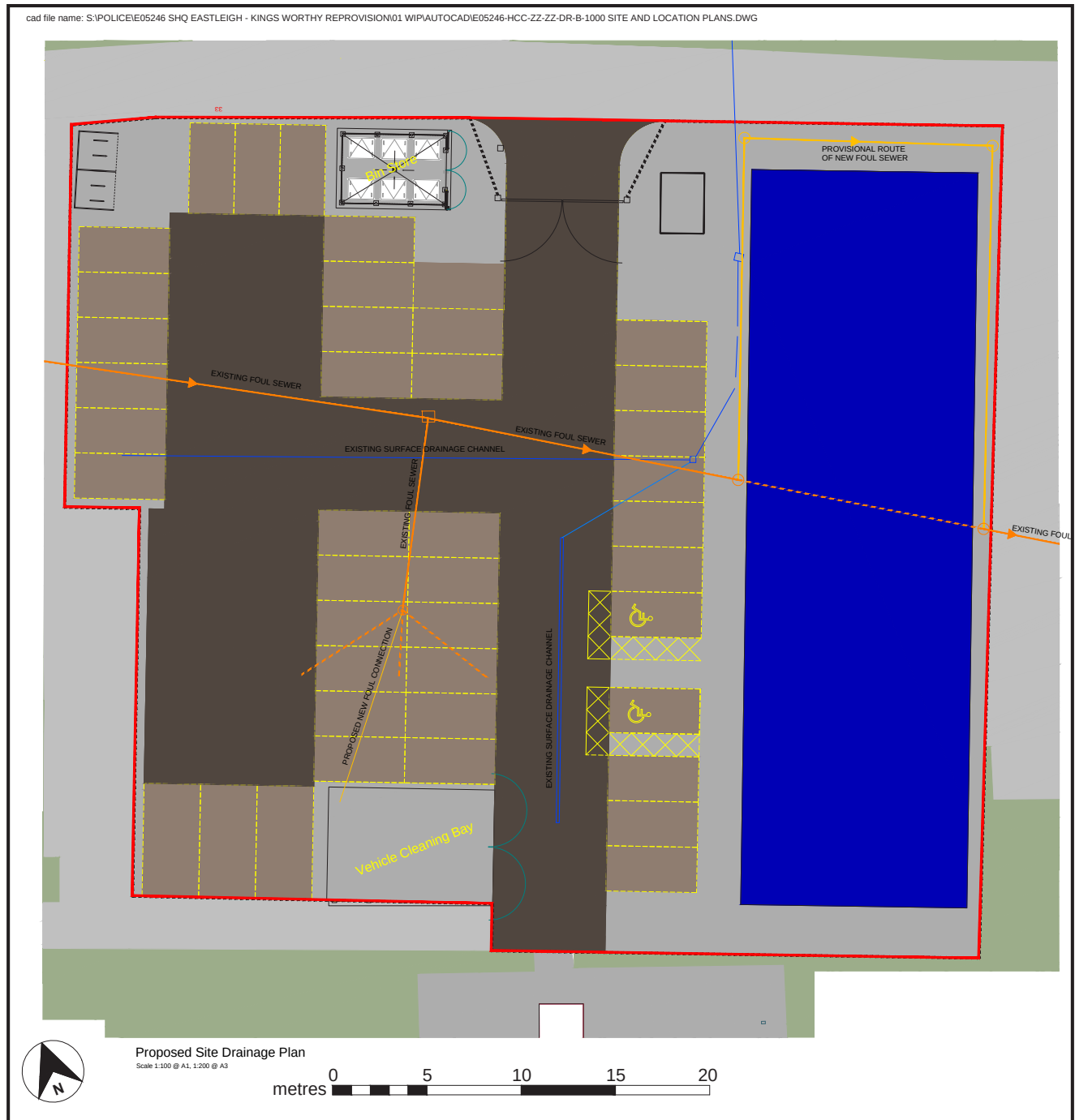
## 5.7 Existing Block Plan (not to scale)



## 5.7 Proposed Block Plan (not to scale)



## 5.8 Proposed Drainage Plan (not to scale)



## Hampshire Fire & Rescue Headquarters

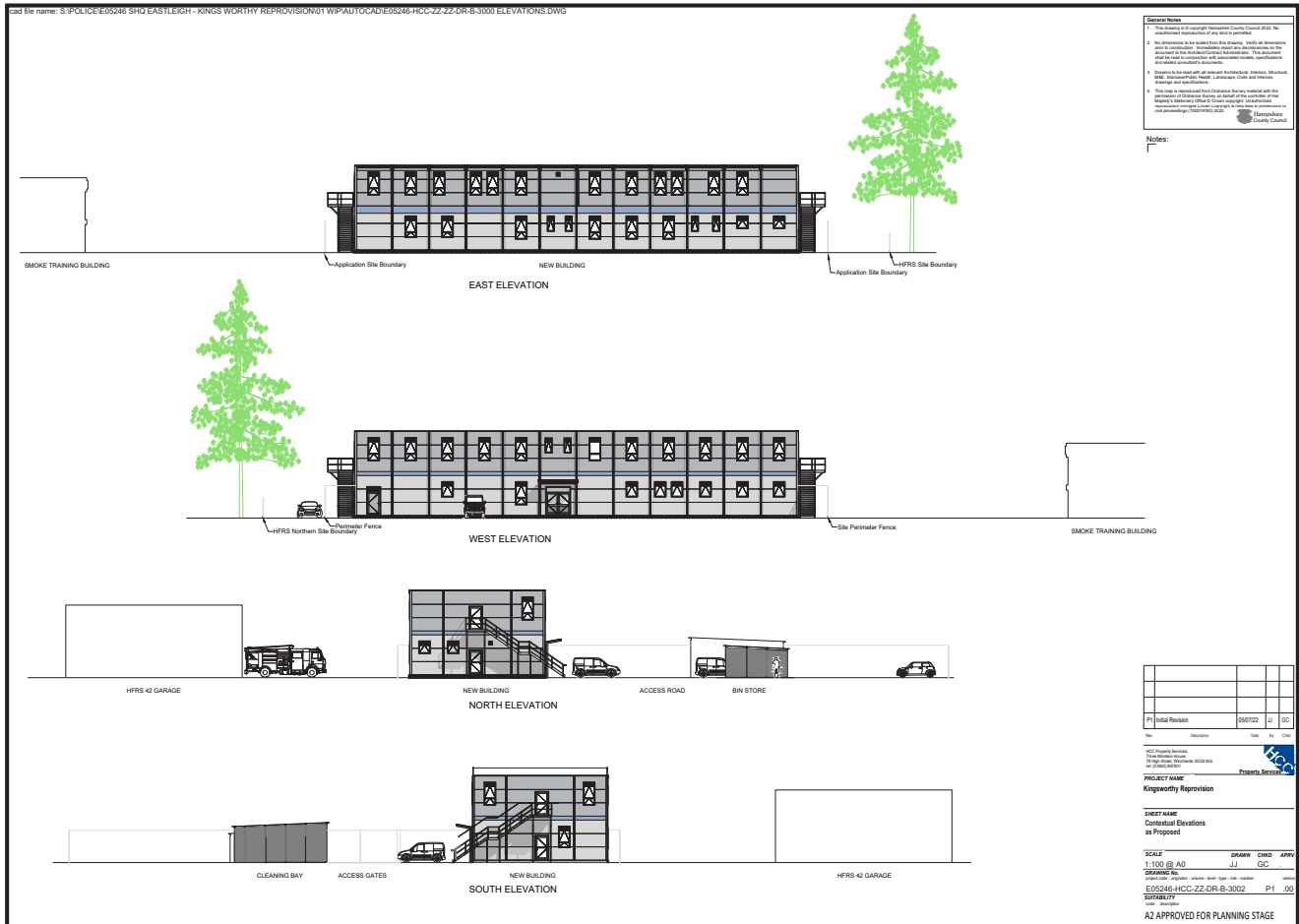


## 5.10 Indicative Floor Plans (not to scale)



Architectural drawings of the Kingsworthy Reprovision project, showing elevations and sections of a two-story building. The drawings include a North Elevation, South Elevation, East Elevation, and West Elevation, along with a section showing the internal staircase. The building is a two-story structure with a flat roof and a central entrance. The elevations show various window and door configurations, with some windows labeled with dimensions. The section shows the internal staircase and the building's foundation. The drawings are dated 15/01/2023 and are for the Kingsworthy Reprovision project.

## 5.12 Contextual Elevations (not to scale)



# 6 Planning Appraisal

## 6.1 Introduction

- 6.1.1 The purpose of this section is to provide justification for the development proposals, against the relevant Local Plan policies and other material considerations, to support the positive determination of this planning application. This will include cross-reference to supporting technical evidence reports that accompany the application submission.

## 6.2 Principle of development

- 6.2.1 As established through earlier planning consents, the proposal will be Use Class E, as it will primarily be office / laboratory accommodation and is ancillary to the main HFRS headquarters. This is in accordance with Policy S1 (Local Plan), as it represents a redevelopment for employment purposes.
- 6.2.2 As discussed in section 5.1, the rationale for the modular structure demonstrates that its use meets an essential community need and it uses resources wisely due to its sustainable construction method and future adaptability. This is in accordance with Policy S1 (Local Plan). The modular approach also enables the building to make efficient use of the site as required by Policy DM1 (Local Plan).

## 6.3 Proposed design and layout

- 6.3.1 As demonstrated in the drawings provided with the application, the proposed building would be appropriate in mass and scale as it will be comparable to the adjoining buildings within the wider HFRS site and the neighbouring industrial estate (see Figure 1). The external materials of the modular building and its design will have the quality and appearance of a modern office building and share the character of the buildings in the immediate locality. The layout and siting makes efficient use of the site and respects the existing natural features, such as the well-established tree boundaries and individual tree specimens. These design features are in accordance with Policy DM1 (Local Plan).
- 6.3.2 With the inclusion of a dedicated bin store on site and a waste collection contract, the proposal makes adequate provision for the storage and collection of refuse as required under Policy DM1 (Local Plan).

- 6.3.3 In accordance with Policy DM1 (Local Plan), this application includes an appropriate landscape design layout for the external space as the spaces around the proposed new building will predominately comprise of existing hard landscaped areas. This is due to the existing ground conditions and operational service needs of the proposed use.

## 6.4 Amenity

- 6.4.1 Due to the physical boundaries of the site, the surrounding uses, the distance of the nearest houses and the shift patterns of potential employees, the proposal is not considered to have a detrimental impact on local amenity or be in conflict with neighbouring uses.
- 6.4.2 The size and design of the lighting columns will be in keeping with the character of the locality and light spill kept to a minimum. This will not have an adverse impact on amenity or biodiversity in compliance with Policies DM1 and DM8 (Local Plan).
- 6.4.3 The above site conditions and design choices therefore ensure that the proposal is in accordance with Policy DM8 (Local Plan).

## 6.5 Highway matters and air quality

- 6.5.1 The proposal will not result in any significant impacts on the highway network as an acceptable level of parking is to be provided along with opportunities for sustainable modes of transport. These include; the use of public transport, cycling and walking as guided by a Travel Plan. The site is also extremely well connected to the highway network. An accessible means of access and layout is provided for all users, which is necessary to fulfil the operational needs of the proposed emergency services uses.
- 6.5.2 The increase in number of private vehicle trips associated with the potential employees can be absorbed safely in the local highway network capacity, due to the range of shift patterns that will operate from the site. This will have a diffused spread of trips over the course of a 24 hour period that will avoid traditional high flows of traffic during the peak am and pm hours. Therefore, the proposal meets transport Policy DM13 (Local Plan).

- 6.5.3 In addition, it is considered that the proposal overall will not have a significant impact on the Air Quality Management Area (AQMA) as there is only a minimal increase in traffic movements. Therefore, an air quality assessment is not considered necessary as guided by Policy DM8 (Local Plan).

## 6.6 Parking provision

- 6.6.1 As mentioned in the earlier sections, the proposal will involve a modest temporary parking area whilst the measures are taken to accommodate new live fire training facilities within the wider HFRS site. As shown in the application drawings, both the temporary and permanent car parking will not be overlooked from adjoining developments, other than those buildings found within the HFRS. In terms of design and layout, the parking will be well connected to the wider HFRS, be accessible and safe for all users and discourage crime. The concrete finish and security / amenity lighting will blend with the wider site and be in keeping with the character of the immediate surroundings. These features accord with Policy DM1 (Local Plan).
- 6.6.2 As the Local Planning Authority does not currently have an adopted Parking Standards document for non-residential developments, it is considered that the level of parking to be provided is at an acceptable level (based on the withdrawn Hampshire Parking Strategy and Standards 2002). The parking offers 42 spaces overall to accommodate the necessary operational, and some private vehicles, exclusively for the use of the application site (i.e. it will not be shared with the users of the main headquarters building). There will be two disabled and spaces to cater for the range of service vehicles and accessibility needs. There will also sufficient on-site secure cycle parking for 5 bicycles, in accordance with Policy DM13.

## 6.7 Land contamination

- 6.7.1 Taking account of the former and current activities on the site and the adjacent land uses, development on the site is considered to have the potential to be affected by contaminants in the ground. However, the installation of the replacement building will only require minor modification to the site's ground surface to increase the parking area and so will not generate pollution or expose users to contaminants, in accordance with Policy DM8 (Local Plan).

## 6.8 Trees and ecology

- 6.8.1 There are not considered to be any impacts to biodiversity or geological conservation designated sites from this proposal. As such a Habitats Regulations Assessment does not need to be provided.
- 6.8.2 As summarised in Section 2 and provided in detail in the accompanying Ecological Desk-Based Assessment (May 2020) and Ecological Desk-Based Assessment (August 2022), the proposal is in accordance with Policies DM1 and DM11 (Local Plan) as the proposals do not have any reasonable potential to adversely affect sites, habitats, or species of ecological importance.

## 6.9 Drainage

- 6.9.1 Whilst it is expected that the water table will fluctuate seasonally, the records show that groundwater is not likely to be an issue. Foul and surface water will be suitably accommodated in the existing drainage network. This will ensure that no adverse impacts on water quality or flows occur within the aforementioned protected sites via the local river catchment. Therefore, the proposal is in accordance with Policies DM3 and DM8 (Local Plan).

## 6.10 Environmental sustainability and BREEAM

- 6.10.1 As demonstrated in section 5.3, the proposal will include energy-efficient passive design principles and renewables that will reduce the potential CO<sub>2</sub> emissions of the development. The building proposed is designed such that sufficient flexibility is incorporated for adaptability for future modifications or other uses. The modular build will allow also sustainable construction materials and construction methods resulting in low environmental impact as desired in Policy DM2 (Local Plan).
- 6.10.2 In accordance with Policies DM2 and DM 3 (Local Plan) the development will reuse existing site materials to minimise waste during construction and minimise water consumption through sanitary fittings.

# 7 Conclusions

## 7.1 Conclusions

- 7.1.1 This application puts forward a minor modification on the proposal as previously approved under F/20/88055 in November 2020.
- 7.1.2 This statement has explained how the proposed development will replace an existing building with a high-quality modern structure, with ancillary buildings, to improve the effective delivery of Police emergency services.
- 7.1.3 The proposal will re-locate essential emergency Police units to an established base in Eastleigh with good access to the motorway network, and further develop partnership working with the Hampshire Fire & Rescue Service.
- 7.1.4 Removal of redundant structures and parking will be required as part of this redevelopment proposal.
- 7.1.5 However, there are no changes proposed to the boundaries or valuable natural features of the site. Full planning permission is sought through this application.
- 7.1.6 The report has set out:
  - Background context.
  - Existing site context (wider site HFRS and surroundings).
  - Site's planning history and policy context.
  - How the proposal has been prepared in line with the policies of Eastleigh Borough Council's adopted Local Plan (2016-2036).
- 7.1.7 Technical information for ecological and sustainable transport matters to support the application has been provided.
- 7.1.8 An understanding of the site's immediate and wider character has been examined and the principle of development, together with the proposed design and layout, demonstrate that the proposals are in accordance with the relevant planning policies and offer essential community services.
- 7.1.9 It is suggested that there will be no significant adverse impacts for local amenity, highway matters, biodiversity or environmental sustainability. Therefore a planning compliant redevelopment proposal is put forward for consideration by EBC.

