



NAVIGATOR QUARTER, LAND ADJACENT TO SOUTHAMPTON AIRPORT

PLANNING STATEMENT

HYBRID PLANNING APPLICATION

MAY 2025

**blocwork (Eastleigh) LLP
&
Southampton International Airport Ltd**



Planning Statement

Navigator Quarter, Land Adjacent to Southampton Airport

Prepared on behalf of blocwork (Eastleigh) LLP and Southampton International Airport Limited (SIAL)

May 2025



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1. INTRODUCTION

- 1.0 This planning statement has been prepared on behalf of blocwork (Eastleigh) LLP and Southampton International Airport Limited (SIAL) to support a hybrid planning application for the development of the Navigator Quarter on land adjacent to Southampton Airport. This forms an outline application to provide employment floorspace of up to 92,000 sqm (GIA) with all matters reserved except access, which is to be taken via Mitchell Way which is detailed as part of the application to allow initial infrastructure works (including the construction of a new access road and associated works) to commence as soon as possible.
- 1.1 The site falls within the administrative area of Eastleigh Borough Council (EBC) and currently comprises an open area of grassland that is generally undeveloped. The site is part of the Solent Freeport and is designated as a Tax Site, the main objective of which is to encourage both investment and development to support economic growth.
- 1.2 This statement provides a summary of the proposed development and identifies the key planning considerations that should be taken into account in its determination and establishes the justification for the development of this site at this time.
- 1.3 This statement has been structured to review the specific conditions of the site, the planning context that frames this proposal and assesses the development against the relevant planning policy framework.
- 1.4 This document should be read in conjunction with the planning drawings and the following reports that support this application:
- i. Arboricultural Impact Assessment (incorporating tree survey)
 - ii. Biodiversity Net Gain Plan & Metric
 - iii. Bird Hazard Management Strategy
 - iv. BREEAM Pre-Assessment
 - v. Contaminated Land Assessment
 - vi. Design & Access Statement
 - vii. Drainage Strategy
 - viii. Environmental Statement (ES), covering the following topics:

- a. Air Quality
- b. Archaeology
- c. Climate Change
- d. Ecology
- e. Highways & Transport
- f. Landscape & Visual
- g. Socio-Economics
- ix. Flood Risk Assessment
- x. Geo-Environmental Assessment
- xi. Habitats Regulation Assessment
- xii. Heritage Desk-Based Assessment
- xiii. Landscape Management Plan
- xiv. Landscape Strategy
- xv. Mineral Resource Assessment
- xvi. Noise Impact Assessment
- xvii. Obtrusive Lighting Strategy
- xviii. Outline Waste Management & Recycling Statement
- xix. Preliminary Risk Assessment
- xx. Preliminary Sources Study Report (inc. UXO Report)
- xxi. Public Art Strategy
- xxii. Statement of Community Engagement
- xxiii. S106 Heads of Terms

1.5 A scoping opinion was requested from EBC for the purposes of determining the scope of the Environmental Impact Assessment (EIA). An Environmental Statement has been prepared to support the application, which has been prepared voluntarily without submitting a screening request to EBC. A Screening was received in January 2025 confirming the contents of the Environmental Statement, which would need to consider the topics of Archaeology, Air Quality,

Climate Change, Ecology, Highways, Landscape and Visual Impact as well as Socio Economics.
An Environmental Statement (ES) has been prepared to report the findings of the EIA.

2. THE PROPOSAL

- 2.1 This proposal is for a hybrid application which seeks outline approval to develop the site for the provision of flexible and modern employment units across Classes E, B2 and B8, totalling circa 92,000 sqm (GIA) of floorspace. All matters are reserved apart from the mean of access to the site, which is detailed and includes the extent of new Estate Road required to serve the development parcels at the site.
- 2.2 This application also seeks detailed approval for the initial infrastructure works including site levelling and other engineering works required to facilitate the development.
- 2.3 A number of assessments have been undertaken to support this application and these use the maximum parameters to identify potential impacts that could arise from the proposed development. The reports that set out these assessments use professional judgement as required to consider how development will likely come forward at the site, supported through the preparation of an illustrative layout to demonstrate the design principles and potential arrangements of buildings, infrastructure and landscaping at the site.
- 2.4 The submission of a hybrid planning application will detail the infrastructure required to support development, to provide certainty for the access into the site, whilst allowing for flexibility to accommodate a variety of operational needs for future employment uses on the development plots at the site. The alignment of the new access route and the location of the development plots is identified on a parameters plan that has been prepared to support this application. This parameters plan will form the primary reference document for any planning permission and identifies maximum thresholds related to development areas, strategic landscape buffers, building heights and floorspace that any future Reserved Matters applications will need to respond to.
- 2.5 The description of development is as follows:

Hybrid Planning Application - Outline application for development of the land adjacent to Southampton Airport to provide employment floorspace of up to 92,000 sqm (GIA) within Use Classes E(g) (ii & iii), B2 and B8 with ancillary offices and areas for service yards, car parking, landscaping, ancillary buildings and associated activities, and access from Wide Lane (all matters reserved except for access). Full planning application for initial infrastructure works and construction of new access road including site levelling and other engineering works.

- 2.6 This application is prepared seeking flexibility to accommodate as wide a range of occupier interests as possible at the site across a range of employment use classes. No specific thresholds are proposed so that changing market requirements can be responded to as flexibly as possible.
- 2.7 The development will provide car and bicycle parking spaces in accordance with the County Council's parking standards. Of this provision, there will also be a suitable number of spaces with electric vehicle charging points.
- 2.8 The site is constrained by the existing operational trainlines to the north east and west, which means that there will only be one vehicular access route onto the site, formed by a continuation and upgrade of Mitchell Way that will extend to the north of the airport runway. In respect of the future Chicken Hall Lane Link Road, this continuation of Mitchell Way to form the new Estate Road has been designed so that it can be extended over the railway lines to form the Chicken Hall Lane Link Road at some future point in time. Land will be safeguarded within the site where appropriate to allow this Link Road to come forward if required by the Highway and Planning Authorities. It is proposed that this development proposal will facilitate the later provision of this route, but it is only proposed that the highway works will be carried out to provide what is required to serve this particular development, not to provide a complete Link Road or to fund any future extension of this as this is to be provided by others.
- 2.9 Existing landscaping will be retained where feasible and enhanced with new planting as part of a co-ordinated approach covering access, biodiversity and drainage to provide a landscaped working environment that supports biodiversity and includes suitable buffers adjacent to the neighbouring River Itchen and associated Special Area of Conservation (SAC)/ Special Site of Scientific Interest (SSSI). Amenity space, with areas of seating and soft landscaping, is also proposed to provide an attractive outdoor area for employees and site visitors to enjoy during breaks.
- 2.10 Due to the size of the application site and its proximity to designated sites, an EIA has been undertaken to support this application.

3. SITE CONTEXT

- 3.1 The site is circa 34 hectares in size and located between the town of Eastleigh and the City of Southampton, falling within the boundaries of Eastleigh Borough Council. The site is part of the Solent Freeport and is designated as a Tax Site, the main objective of which is to encourage both investment and development to support economic growth.
- 3.2 Southampton Airport is located immediately to the south and west of the site, on the edge of the city's suburbs. To the north of the airport and overlapping the site is an Airport Public Safety Zone. To the immediate north of the site there is a train depot, located at the converging of trainlines to Southampton and Portsmouth. Positioned between the train depot land there is also a residential area on Campbell Road and Barton Park Industrial Estate is also located beyond the depot to the north.
- 3.3 The site currently comprises an open area of grassland that is generally undeveloped and has previously understood to have been in use for grazing but is not presently in agricultural use. There are areas of scrub and tree planting within the site and around its boundaries. The site is effectively formed of three parts, with two areas of grassland (one to the north adjacent to the railway line, with the other to the south west adjacent to the airport) divided by an area of vegetation scrub and tree planting that divides these and this area of vegetation stretches between the north of the Airport runway and the south of the area for the adjacent airport and extends to the car park area that is situated to the around the borders of the site.
- 3.4 The site is designated for employment use including airport related activities but is currently made up of greenfield land, divided in places by strips of vegetation. The only structure on the site is a radar tower next to the site's eastern boundary. Land to the north, south and west relates to the airport, railway and associated infrastructure but to the east is the River Itchen and its largely undeveloped valley, consisting of tributaries, grassland and areas of woodland. The valley is especially important as a Site of Special Scientific Interest (SSSI) and as a Special Area of Conservation (SAC).
- 3.5 From the airport's long stay car park off Mitchell Way, the only access to the site from the west is currently an informal track which loops to the south of the train depot and north of the airport runway onto the site. This route has been identified as a route for potential long-term access that would connect Mitchell Way to Chicken Hall Lane, with this new route known as the Chicken Hall

Lane Link Road, with a broad alignment of this route indicated on the Proposals Map that forms part of the adopted Eastleigh Local Plan.

- 3.6 The airport is located in close proximity to the A335, a direct route into Eastleigh town centre, which is also designated as an Air Quality Management Area (AQMA). From the A335, there is direct access onto the M27, a major road linking Portsmouth with wider areas of Hampshire and Southern England. The site also has good access onto the M3, which connects Southampton with London.
- 3.7 There are also good options for sustainable travel in the area including Southampton Airport Parkway train station, which supports six different services, with routes serving London, Manchester, Cardiff, and key cities on the South Coast. The UC1 bus also provides a local service between Southampton city centre, the airport and Eastleigh town centre. In terms of walking, a public footpath runs by the site along the River Itchen and links Eastleigh with Southampton. National Cycle Route 23 also runs close to Southampton Airport and connects Southampton with Reading via Eastleigh.
- 3.8 The site falls outside of the River Itchen's floodplain and is located within Flood Zone 1.

Freeport Context

- 3.9 The M27 Freeport site is part of the wider Navigator Quarter (NQ) area that has been designated as a Tax site under the Solent Freeport. This reduced in size following the decision of Diageo to withdraw the Eastleigh Works land holding from the Freeport project. The site now includes developable land to the northeast of the recently extended Southampton Airport main runway, which is located near to the M27/M3. The strategic position of the site provides an opportunity for the Freeport to be a catalyst for growth in low carbon, industrial, logistics and tech-related sectors. The area is within five miles of the Port of Southampton, thereby offering an attractive mix of land, sea and air connectivity. The site is the only Solent Freeport Port site to be directly served by an airport, while also being adjacent to two motorway junctions and close to two mainline stations with potential future links to a direct freight railway connection.
- 3.10 Both blocwork (Eastleigh) LLP and SIAL as landowners have committed their sites to the Solent Freeport to support this major opportunity to transform the Solent region, one of Britain's trade gateways to the world. The site is allocated for employment use and is Eastleigh's main site for

employment growth. Various attempts have previously been made to unlock the project over the last 40 years but due to market failure, nothing has happened. The Freeport and the landowner partnership have created a once in a generation opportunity to deliver the site because:

- Both key landowners are acting in concert which is essential to enable access to the site.
- The allocation of seed corn grant funding and proposed Business Rates Retention support under the Freeport programme will subsidise the required enabling and infrastructure costs which have until now proven to be prohibitive and constrained development coming forward at this site.

4. PLANNING HISTORY

- 4.1 Parts of the site have been subject to previous planning applications, although these did not propose any significant development on the land and do not limit its future development for employment uses as proposed.

Application Ref:	Decision Date	Description	Decision
F/05/53748 (& subsequent revision X/08/63802 to amend conditions)	25.07.2005 (12.11.2008)	Construction of multi storey car park with 612 spaces on 4 levels (net increase of 358 spaces), construction of new footbridge with lifts over railtracks and associated infrastructure improvements to the station forecourt	Approved
F/19/86707	03.06.2021	Construction of a 164 metre runway extension at the northern end of the existing runway, associated blast screen to the north of the proposed runway extension, removal of existing bund and the reconfiguration and extension of existing long stay car parking to the east and west of Mitchell Way to provide additional long stay spaces. This application is subject to an Environmental Impact Assessment.	Approved

- 4.2 Both of these above applications have been implemented, with works to extend the airport runway completing recently.
- 4.3 There have also been recent applications on nearby land parcels (e.g. app refs: CS/17/81541 & CS/22/92463, including those associated with energy recovery and material recycling/management operations on land owned by the County Council to the north of the railway line near Chicken Hall Lane, which have been considered using the County Council's planning powers as Waste Authority.
- 4.4 The nearby railway depot to the north of the application site has also been subject to recent applications that have not yet been implemented,
- 4.5 The applications referenced above that have not yet been implemented do not directly affect this development proposal, but form part of the wider development context of this area of Eastleigh that have been considered in the preparation of this planning application, i.e. as committed development.

5 PLANNING POLICY FRAMEWORK

- 5.1 This section reviews the national and local planning policy considered relevant to the application proposal.
- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires local planning authorities to determine any planning application by having regard to the policies set out within the prevailing Development Plan, unless material considerations would indicate otherwise.
- 5.3 Any application for this site will therefore be assessed against the policies in the adopted Development Plan and the following documents will need to be considered in the preparation of any new planning application for this site:

National

- National Planning Policy Framework (2025)
- Planning Practice Guidance (2014, with subsequent updates)

Local

- 5.4 The following form the Development Plan used for the determination of planning applications at local level
- Hampshire Minerals and Waste Plan (October 2013)
 - Adopted Eastleigh Borough Local Plan 2016-2036.
 - Policies Maps
- 5.5 The following Supplementary Planning Documents are also of relevance:
- Trees and Development Supplementary Planning Document (Adopted April 2022)
 - Biodiversity (Adopted December 2009)
 - Environmentally Sustainable Development (Adopted March 2009)
 - Planning Obligations (Adopted July 2008)
 - Quality Places (Adopted November 2011)

National Policy Framework

- 5.6 The NPPF sets out the Government's overarching objective to encourage sustainable economic development which will be assisted by the planning system.
- 5.7 At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.
- 5.8 For decision-taking this means approving development proposals that accord with the development plan without delay (paragraph 11).
- 5.9 The NPPF identifies three strands to sustainable development comprising an economic role, a social role, and an environmental role (paragraph 8). The economic role should help to create an economy that is 'strong, responsive and competitive', whilst the social role should support the creation of 'strong, vibrant and healthy communities ...that reflect the community's current and future needs and support its health, social and cultural well-being'. The environmental role should ensure that the natural, built, and historic environment is protected and enhanced.
- 5.10 The support for economic growth continues within Section 6 where considerable emphasis is placed upon support for development that contributes to economic growth as follows (paragraph 85):
- Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.*
- 5.11 Paragraph 86 encourages planning policies and decisions to make provision for new, expanded and upgraded facilities to support knowledge and data driven, creative or high technology industries and the provisions of storage and distribution operations that support the supply chain, transport innovation and decarbonisation.
- 5.12 The NPPF also notes that certain uses have specific requirements for their geographic location. Paragraph 87 states that decision should 'recognise and address the specific locational requirements of different sectors' including for 'storage and distribution operations at a variety of scales and in suitably accessible locations'.

- 5.13 Planning policies should proactively encourage sustainable economic growth, identifying or setting criteria for strategic sites and be flexible enough to accommodate needs not anticipated in the plan.
- 5.14 Paragraphs 194 and 195 set out the approach that should be taken to the consideration of development proposals that may affect sites that are designated as SSSIs, SACs, SPAs or RAMSAR sites. It is clarified that proposals, which are likely to have an adverse effect upon these sites, should normally be refused, unless the development would result in benefits that clearly outweigh the impacts on the sites.
- 5.15 Paragraph 195 notes that the presumption in favour of sustainable development is not engaged in the decision-making process in the event that significant adverse impacts are likely in respect of protected sites such as Sites of Special Scientific Interest (SSSI) or Special Areas of Conservation (SAC).
- 5.16 Section 9 of the NPPF relates to Sustainable Travel and states that opportunities to promote alternative, more sustainable methods of transport should be identified and considered. Any environmental impacts of traffic should be identified and assessed, to find opportunities to mitigate or avoid any adverse effects.
- 5.17 In respect of transport and highway considerations outside of sustainable travel, paragraph 115 of the NPPF notes that:
- 5.18 Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.19 Section 12 of the NPPF provides the Government's objectives in securing development that is well designed and which creates 'beautiful places' with paragraph 135 identifying that, new development should:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Hampshire Minerals and Waste Plan 2013

- 5.20 The Hampshire Minerals and Waste Plan identifies the objectives and policy framework to manage issues related to the sourcing of minerals across the Hampshire area as well as the management and disposal of waste.
- 5.21 The application site is identified in a minerals safeguarding area where there is potential for deposits to be present, comprising sand and gravel. Policies 15 and 16 of the Minerals Plan are therefore the most relevant to this proposed development, with these policies seeking to protect resources where they may be able to contribute to supply of minerals in the area.
- 5.22 The key requirement of these policies is for any applications within a safeguarding area to undertake an assessment to establish whether there are commercially viable deposits at the site that can be extracted prior to development, acknowledging that this may not always be viable or appropriate.

Eastleigh Borough Local Plan 2016-2036

- 5.23 The Borough's Local Plan was adopted on 25th April 2022, which will set out the policies and plans to guide future development up to 2036.

Policy E7 – Development opportunities adjoining Eastleigh River Side

- 5.24 The eastern side of the site is covered by an allocation for approximately 34,000 sqm of employment floorspace for use classes covering B2, B8 or E(g)(ii)(iii) operations.
- 5.25 The allocation requires development to be served by adequate vehicular access and also to make provision for the construction of new strategic infrastructure known as the Chickenhall Lane Link Road (CLLR).
- 5.26 Development should also be shown to have no adverse impact on biodiversity of the Itchen River Valley and should help preserve the character and landscape setting of the Itchen Valley Country Park. The Itchen Valley is designated as both a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC). A Habitats Regulation Assessment is also identified as a requirement for proposals at this allocation in order to demonstrate the likely impacts of any development on the designated sites in this area.

Policy E9 – Southampton Airport

- 5.27 The southern and western half of the site is allocated for development under allocation E9(2) as shown on the adopted Policies Map. This allocation identifies that the land can accommodate 78,000 sqm of employment floorspace across use classes B2, B8 and E(g), and can include airport-related development.
- 5.28 As with Policy E7, the allocation requires development proposals to be supported by appropriate access and also to make provision for the construction of the CLLR although it is acknowledged that development which comes forward under these allocations is not required to secure the CLLR in full as this is a substantial piece of infrastructure and requires third party land.
- 5.29 As with Policy E7, this policy also make provision to limit impacts on the biodiversity and landscape setting of the adjacent Itchen River Valley.
- 5.30 To the north of the airport and overlapping the site is an Airport Public Safety Zone where height restrictions are in place.

Policy S1 – Delivering sustainable development

- 5.31 This policy states that new development should support the growth of a high-performing economy in the Borough and across the county.

Policy S2 – Approach to new development

- 5.32 Over the period 2016-2036, the council have committed to developing a minimum of 103,500 sqm (net) of new employment floorspace (of which 56,800 sqm will be E(g)(i)/(ii) development).

Policy S4 – Employment Provision

- 5.33 This policy reiterates the Council's plan to deliver employment development by Eastleigh River Side and at Southampton Airport.
- 5.34 In accordance with the non-statutory PfSH South Hampshire Spatial Position Statement, this policy supports the vision for South Hampshire to become a major centre in creativity, innovation and technology. It is hoped that development in the Borough will continue to support existing sectors including aviation and rail, with the council also welcoming growth in new sectors, including start-ups.
- 5.35 The council envision that a range of new jobs will be provided for residents to support the growth of a low carbon economy.

Policy S8 – Historic Environment

- 5.36 This policy seeks to ensure that heritage assets within the Borough are identified, conserved, and enhanced.

Policy S9 – Green Infrastructure

- 5.37 Policy S9 encourages development proposals to maintain and provide green links so that habitats across the Borough are connected. The Council also seek the provision of 'green stepping stones', which includes street trees, green roofs and walls, pocket parks and urban copses.

Policy S11 – Transport Infrastructure

- 5.38 Policy S11 aims to reduce transport emissions, stating that new developments should encourage walking, cycling and the use of public transport. Development proposals should also safeguard existing routes and provide improved transport infrastructure, such as the CLLR.

Policy S12 – Strategic footpath, cycleway and bridleway links

- 5.39 This policy states that development should integrate with existing public rights of way, and where possible, secure improvements to these routes.

Policy DM2 – Environmentally sustainable development

- 5.40 All development must achieve a 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. This should be achieved through low or zero carbon energy generation either on site or in a Borough location agreed by the Council. Developments of over 10,000 sqm of floorspace are also required to carry out a post occupancy evaluation (POE).
- 5.41 Where practical and viable, developments are expected to:
- a) Incorporate energy-efficient passive design principles and utilise natural light and ventilation.
 - b) Connect to nearby low carbon energy networks.
 - c) Use sustainably sourced materials.
 - d) Be of flexible design.

Policy DM3 – Adaptation to Climate Change

- 5.42 This policy states that developments should incorporate Sustainable Drainage Systems (SuDS). To help with cooling of new developments, buildings are expected to include green roofs or walls and be appropriately orientated, while sites should provide green infrastructure, porous cool pavements, and areas of shade. Developments are also expected to use water efficiently

providing features such as rainwater harvesting and grey water recycling, while landscaping and planting should be drought resistant.

Policy DM4 – Zero or low carbon energy

- 5.43 The Council seek developments which source energy efficiently and generate zero or low carbon energy.

Policy DM5 – Managing flood risk

- 5.44 Policy DM5 outlines the requirement for planning applications to provide a Flood Risk Assessment and states that development should not increase flood risk elsewhere and SuDS should be incorporated into the design of the site.

Policy DM6 – Sustainable surface water management and watercourse management

- 5.45 This policy also reiterates the requirement for SuDS at new developments and notes that developments within 100m of the River Itchen Special Area of Conservation should provide at least three forms of naturalised filtration.
- 5.46 SuDS schemes should be managed for their whole lifetime and are required to manage surface water runoff as close to its source as possible and reduce discharge rates to at least greenfield rate. Where discharge into wetlands is proposed, flows are required to follow the natural hydrological pathways.

Policy DM8 – Pollution

- 5.47 This policy concerns all types of pollution generally and seeks to ensure that neighbouring amenity is not put at significant risk by noise, light and air pollution generated on sites. The policy adds that mitigation measures will be required where pollution exceeds acceptable levels.

Policy DM10 – Water and Waste Water

- 5.48 For developments which require a new water supply or waste-water infrastructure, development will need to be phased alongside the provision of infrastructure, to meet the requirements of the Habitat Regulations and to protect water bodies from degradation.

Policy DM11 – Nature Conservation

- 5.49 The Council aim to protect, conserve and enhance international, national and local conservation designations, while providing green infrastructure and targeting a biodiversity net gain at all development sites.
- 5.50 Development must not have an adverse effect on the Itchen Valley SSSI and SAC and will not be permitted unless impacts can be appropriately mitigated.

Policy DM13 – General development criteria – transport

- 5.51 This policy states that developments should be supported by safe and convenient access to the highway network. In line with environmental policy, it is also reiterated that developments should encourage sustainable travel. The policy also notes that developments will be assessed to see if contributions are required towards improving the local transport network.

Policy DM14 – Parking

- 5.52 For applications providing car parking, the Council require demonstration that levels provided are appropriate and that there is also a transport strategy in place, which has environmental benefits and manages use of the private car.
- 5.53 Parking should be set out in an attractive and sensitive way and off-site highway improvements will need to be funded by the developer. For sites outside the urban edge, development will be subject to a sequential approach prioritising sites within the urban edge.

Policy DM16 – Workforce training requirements and new jobs

- 5.54 Workforce training activities are allowed on employment sites where they are related to the use of the site or improve skills in the area. The Council encourage skills training on major construction sites and within companies occupying new employment developments.

6. KEY PLANNING CONSIDERATIONS

Principle of Development

- 6.1 The site is undeveloped, consisting of greenfield land but allocated for employment development to provide new floorspace across use classes B2, B8 and/or E(g) (ii)/(iii). Airport related uses are particularly encouraged by Policies E7 and E9 of the Local Plan. The Navigator Quarter has also been designated as a Tax site under the Solent Freeport to support growth in low carbon, industrial, logistics and tech-related sectors and this is primarily a result of the site's strategic proximity to air, road, rail and sea connections. The principle of development to provide employment floorspace is therefore considered to be acceptable.
- 6.2 By providing up to 92,000 sq m of floorspace, the development has the potential to make a significant contribution towards meeting Eastleigh's target of providing 103,500 sqm of employment floorspace by 2036, as set out by Policy S2 of the Local Plan. This policy emphasises the requirement for E(g)(ii) development, which will be supported by these proposals as flexibility across a range of employment use classes is proposed.
- 6.3 As a hybrid application, there is a degree of flexibility about the final form of development that could come forward at the site. This flexibility is required to be responsive to different occupier requirements and to allow for negotiations to progress, which generally happen following or leading up to the grant of planning permission. Providing flexibility in the parameters for the proposed development will ensure that the Navigator Quarter will be responsive to market requirements to support economic growth, which is a key requirement of National Policy and afforded significant weight. The proposals will therefore make a significant contribution towards meeting the Borough's need for employment floorspace. As a result of this flexibility, in accordance with Policies S1 and S6 of the Local Plan, the development will support high-quality sectors, helping to create a high performing economy in Eastleigh.
- 6.4 It is recognised that Policy S6 requires development in settlement gaps to be of a particularly sensitive design. While the development will be located between the urban areas of Eastleigh and Southampton, the site is allocated for employment development, acting as an extension to airport related activities whereby the airport already bridges the settlement gap. To secure the development relates to the surrounding character, landscape buffers are provided around the site boundary with a 20 metre offset provided to the Itchen River Valley with existing vegetation

retained where possible to support biodiversity and the function of the nearby land that is designated as SSSI/SAC.

Sustainability

- 6.5 This section has been prepared in line with paragraph 8 of the NPPF, which recognises that sustainable development should achieve economic, social and environmental objectives.

Economic

- 6.6 The development will support economic growth at the local level in Eastleigh as well as the wider Solent area. As detailed in the section above, the development will support the delivery of required employment floorspace, identified by Eastleigh's Local Plan.
- 6.7 The Socio-Economic reporting that supports the proposed development and is included in the ES anticipates that the operational phase of the development could support around 1,893 jobs, although the exact number will depend on the occupier profile once it is known the type of uses and businesses that will operate at the site.
- 6.8 The Socio-Economic chapter also anticipates that the development could support around 1,609 job years during the construction phase, which would comprise a significant amount of construction jobs in Eastleigh, equating to 5% of construction jobs in the Borough each year. To optimise the employment benefits that the proposed development will realise, skills and training strategies to promote employment opportunities to those in the local area would be prepared in discussion with the Local Planning Authority which can be secured via appropriately worded condition(s).
- 6.9 The development therefore aligns with the objectives of Policy S4 in the Local Plan, to provide a range of new jobs for residents and support growth of the local economy.

Social

- 6.10 As addressed in the Design and Access Statement and Transport Assessment accompanying this application, the development has been designed in accordance with the NPPF's objectives of creating healthy and accessible spaces. The development will provide active travel routes through the site, supporting cyclists and pedestrians, with routes to nearby residential areas, Southampton Airport Train Station and links facilitated to other areas by providing on-site infrastructure.

- 6.11 In accordance with Policies S4, S12 and DM13 of the Local Plan, the development will be well-designed and integrated within the surrounding built and natural environment to create a sense of place.

Environmental

- 6.12 This application is accompanied by a Sustainability Report, Energy Strategy and BREEAM Pre-Assessment Report. The ES also includes a chapter focusing on the development in relation to Climate Change.
- 6.13 The reports set out the approach to reduce carbon emissions throughout the construction and operation stages of the development. As a hybrid application, with the majority of matters covered in outline, the reports set out the general sustainability principles of the development, with more detail to be provided with future Reserved Matters submissions.
- 6.14 As required by Policy DM2 of the Local Plan, the Energy Strategy confirms that the development will adopt energy-efficient passive design principles, which will help achieve a 10% reduction over Part L of the Building Regs baseline (2021). The use of renewable energy from photovoltaics on the roofs of buildings will further this reduction to 79% over the Part L baseline (2021).
- 6.15 As the site is greenfield land with no buildings or hardstanding, there are no existing materials that can be reused. Nevertheless, sustainably sourced materials will be considered for use where feasible. The buildings on the site will also be of a robust design with flexible internal volumes, to ensure that they can accommodate a range of different occupier requirements and respond to changing needs over time.
- 6.16 In accordance with Policies DM3 of the Local Plan, the development will include a sustainable drainage system (SuDS) which will ensure that the site is well-adapted to the risks of flooding associated with climate change and will accommodate appropriate levels of treatment to ensure that water quality is maintained and does not impact on sensitive areas adjacent to the site.
- 6.17 The reporting confirms that development at the site will achieve a minimum BREEAM score of Excellent, which is in accordance with Policy DM2 of the Local Plan.
- 6.18 A range of surveys relating to ecology and biodiversity have been undertaken across the site with existing vegetation retained where possible, including the tree belt that separates the two

development plots and a 20m buffer around the site boundary where this is adjacent to the SSSI/SAC to support the integrity of the nearby designated sites. A drainage connection is proposed across part of the adjoining land, with the length of the route for this minimised as far as possible, with directional drilling proposed so that impacts in implementing this connection are minimised as far as possible. It is proposed that biodiversity net gain of 10% will be secured, through the use of off-site measures/enhancements to attain this figure.

- 6.19 Further details of sustainability will be provided at the Reserved Matters stage when specifics of the building's design, materials and layout have been identified.
- 6.20 As a result of the above features, it is considered that the proposals will comprise a sustainable form of development in accordance with the strategic objectives of the NPPF and the Eastleigh Local Plan.

Airport Operations

- 6.21 The proposals offer the potential to provide additional development to support the airport such as freight handling operations. The development is designed to ensure that safe operation of the airport is maintained and issues of interest to the Airport safeguarding team have been considered in pre-application discussions that have informed the contents of this application.
- 6.22 As the application reserves all matters with the exception of the means of access to the site, the majority of these issues will be addressed through the preparation of strategies which should then be conditioned to be fully addressed once the form of development is more defined at Reserved Matters stage.
- 6.23 Issues related to maximum building heights for new employment units located in proximity to the airport's operational area have been considered and these have informed the illustrative layout options that support the application.
- 6.24 To ensure that pedestrians and cyclists are not affected by aircraft activity at the end of the runway, space has been identified to accommodate a blast screen, which will be installed prior to commencement of use of the development, with details secured by an appropriately worded condition.
- 6.25 The energy strategy for the new employment units will be based on accommodating solar pv on the roofs of the units, with air source heat pumps to provide heating and potentially cooling to

office areas. As the layout and design of the units is not yet confirmed, consideration of glint and glare from any solar panels on the roofs of buildings will be assessed at detailed design stage, prior to any installation to ensure that airport operations are unaffected. Furthermore, the materials for the roof will have non-reflective finishes to minimise any such issues relating to the airport.

- 6.26 This application is also accompanied by a Bird Hazard Management Strategy which covers key principles for future detailed submissions to reduce the potential for operational impacts at the airport.

Air Quality

- 6.27 The adjacent A335, which links the airport and Eastleigh town centre is in an AQMA, and therefore an assessment of Air Quality Impacts has been undertaken within the accompanying ES that support this application. The assessment considers the construction and operational impacts of the development on the AQMA as well as nearby sensitive receptors including residential areas, the SSSI and the SAC.
- 6.28 For mitigation during the construction phase, the assessment clarifies that a Dust Management Plan will be prepared which will outline measures to minimise dust produced to acceptable levels. Measures will be included within a Construction Environmental Management Plan that will be implemented as part of the construction stage to set out mitigation and management measures to minimise the development's impact on the local area.
- 6.29 While operational traffic is a cause of emissions, modelling shown in the ES demonstrates that air quality impacts on human health will not be significant. The development promotes sustainable travel to reduce the impact of the proposals on local air quality. This includes providing infrastructure to encourage sustainable travel such as the provision of integrated active travel routes, two cycle hire hubs as well as dedicated cycle parking spaces. Charging points will also be provided for electric vehicles as part of the finished development, with details provided once the final form of layout is confirmed. Details to support more sustainable travel modes and reduce reliance on private car trips are set out within the Framework Travel Plan that forms part of Technical Annexes to the ES. These measures will help ensure that emissions from traffic associated with the development are not significant.

- 6.30 The development is therefore considered to be in accordance with Policy DM8 of the Local Plan, taking opportunities where possible to reduce the development's impact on local air quality during both construction and operational phases.

Biodiversity Net Gain & Ecology

- 6.31 The ES covers issues related to ecology and biodiversity to consider the potential ecological impacts of the development on the site and the surrounding area.
- 6.32 The site is adjacent to the River Itchen Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC), which are considered by the ES supported by a range of surveys which were undertaken to assess the presence of species and habitats on the application site.
- 6.33 The ES chapter determines that, through the implementation of embedded and secondary mitigation, the potential for ecological impacts arising during the development's construction and operation phases will not be significant.
- 6.34 To provide ecological mitigation against impacts on and off the site, the construction phase of the development will be supported by a CEMP including emission and drainage controls as well as appropriate buffer zones for the storage of materials, which will address the potential for impacts on water quality within the adjacent designated areas.
- 6.35 Whilst the development proposal will result in the provision of new areas of built form at the site, large areas of existing vegetation will be retained where feasible to maintain areas of existing habitat and wildlife corridors to maintain connectivity to the adjacent designated sites.
- 6.36 To maintain the integrity of the adjacent designated sites a 20metre buffer from the SSSI and SAC areas has been identified with built form excluded from these areas to ensure that the existing landscape and tree planting in these areas is maintained and supported. Some drainage works have been identified as necessary in the areas leading to the River Itchen as part of the SuDS approach to dealing with surface water drainage, a strategy has been identified to minimise impacts on these areas and the drainage approach will include appropriate levels of treatment to maintain water quality in these sensitive areas.
- 6.37 While some habitat loss will result from the proposals, the development will include new planting of native, species-rich plants across the development plots that will continue to attract wildlife to the site and support biodiversity. It is intended that the planting will connect with surrounding

wildlife areas and corridors so that the development is embedded within the wider ecological network. The landscape proposals have been prepared in collaboration with the project ecologist and drainage engineer to ensure that opportunities to support biodiversity on the application site have been optimised.

- 6.38 When compared to the baseline position, in order to meet the objectives of the site allocation to provide employment floorspace, the post development position that takes account of the on-site landscape provision will require off-site provision of habitat units to secure a biodiversity net gain of at least 10%. Discussions have taken place with Eastleigh Borough Council about off-site provision and arrangements will be put in place to secure the required gains off-site in the local area. As the final form of development is not yet confirmed, then further assessment for BNG will be required once detailed landscape proposals are available for the relevant development plots. This can be secured via an appropriately worded planning condition.
- 6.39 The assessment confirms that while there will be a loss of habitats on the site, the development commits to mitigation, compensation, and enhancement measures to counterbalance any impact of the development. It is therefore considered that the development will be in accordance with Policies E7 and DM11 of the Borough's Local Plan.

Highways, Transport & Parking

- 6.40 This application is accompanied by a Transport Assessment Report (TAR), Travel Plan and Phase 1 Safety Audit.
- 6.41 The Transport Assessment notes that during both the construction and operational phases of the development, there will be an increase in vehicle numbers on local roads. A Construction Logistics Plan will be in place to ensure that the impacts of the construction phase of the development are minimised. The TAR and Travel Plan also set out a number of mitigation measures which will be implemented during the operational phase to ensure that transport impacts are reduced to acceptable levels.
- 6.42 Access to the site will be provided from a new Estate Road along the existing alignment of Mitchell Way, which will effectively form the first part of a future Chickenhall Lane Link Road (CLLR), will ensure that this strategic infrastructure can be delivered at a later stage and aligns with the objectives of Policies E7 and E9 of the Local Plan. This new piece of infrastructure will

- include a shared pedestrian/cycleway alongside the new road, which will provide an active travel route to and from the proposed development and also improve connectivity to the Airport and Airport Parkway Railway Station.
- 6.43 In addition to the new road infrastructure, measures will be implemented by the development to encourage sustainable travel and the accompanying TAR states that the infrastructure provided as part of the development will make provision to accommodate bus services to the development at a future stage.
- 6.44 Active travel to the site will be promoted through the inclusion of a segregated cycle-pedestrian path along the new estate road. Employment units will also benefit from dedicated storage for bicycles, while two cycle hire hubs will also be located at the site and managed by Beryl, allowing site users to access a bike and travel within the local area, before dropping off the bike at another hub.
- 6.45 The site's estate road will stop short of the northern boundary of the site, but the footway and cycle path will continue up to the tunnel underneath the railway line, which will facilitate an active travel connection to areas north of the site at a later stage should a route across third party land come forward in the future. Opportunities for other active travel connections have been considered, including potential routes through to Campbell Road and the Itchen Way public right of way, however these are constrained by third party land ownerships, existing infrastructure, operational requirements of nearby occupiers and/or existing areas of dense vegetation that should be retained to maintain buffers to the adjacent designated sites. The provision of other connections are not considered practicable or feasible at this stage.
- 6.46 A connection has also been considered from the northern plot to the southern plot, and it was determined that in order to provide a suitable access across this area and deal with the existing levels, the resulting loss of vegetation would have a significant ecological impact. The vegetation currently acts as an important wildlife corridor, meaning it would be better for site users to use the nearby estate road as the primary connection to walk between plots, rather than fragmenting the corridor.
- 6.47 In terms of supporting safe and efficient site operations, Mitchell Way will also be upgraded to accommodate two-way HGV movements.
- 6.48 Off-site, the development will also support the upgrading of Wide Lane Bridge, through the provision of an appropriate financial contribution towards the provision of a new active travel

bridge that can accommodate a footway and cycle path adjacent to the existing structure. This will allow the existing vehicular carriageway of Wide Lane Bridge to be widened, to improve traffic flow across the existing structure. This infrastructure will support more sustainable and efficient travel in the local area.

- 6.49 The development will provide an appropriate level of car and cycle parking spaces in accordance with the Borough Council's Parking Standards Supplementary Planning Document, with car parking provision detailed once the final form of development at the site is known.
- 6.50 Details of the new Estate Road have been submitted with the application for approval, including the proposed alignment, visibility splay information and drainage. The road will be within a cutting at lower level as it passes the end of the airport runway, to ensure that the airport operations are unaffected. Proposals for street lighting have not yet been prepared, and it is proposed that these are dealt with by means of planning condition.
- 6.51 It is proposed that flexibility is retained to accommodate different occupier requirements at the site across a wide range of use classes. A total floorspace of 92,000 sq m has been assessed to provide for operations across use classes E(g)(ii & iii), B2 and B8 with ancillary offices. Marketing is proposed across these different employment sectors to ensure that the Navigator Quarter can accommodate occupier requirement for those looking for new premises.
- 6.52 To allow flexibility and to respond quickly to market conditions, no specific limit on individual use classes is proposed. Instead a trip budget approach to the development is proposed, allowing greater flexibility up to an agreed threshold that will relate to traffic movements associated with the development. It is proposed that this is controlled via the use of appropriately worded planning conditions, with the proposed approach set out at Appendix A of this document.
- 6.53 It is considered that once the identified mitigation measures are implemented, the development will not have any unacceptable impacts on highway capacity or safety and support sustainable modes of transport. The development is therefore considered to be in accordance with Policies S11 and S12 of the Borough's Local Plan.

Landscaping & Trees

- 6.54 To support the target of securing a 10% Biodiversity Net Gain and to incorporate sustainable drainage features, the project landscape architect has worked in conjunction with other parts of the project team and prepared concept landscape proposals to support this application.
- 6.55 The site is presently formed of two plots of grassland, which are separated by an area of raised vegetation, hedges and trees that extends along the site's boundary with the railway depot. Trees and hedges also grow along the site boundaries except for the western boundary, next to the airport. Surveys show that none of the trees on the site are veteran or ancient or protected by a Tree Protection Order.
- 6.56 The landscape proposals have been prepared to provide a balance of more formal planting with areas of less structured provision. The proposals have also taken into consideration the operation of the airport to minimise risk of issues such as Bird Strike.
- 6.57 The vegetation corridor which intersects the site will be largely preserved, except for appropriate clearing to create space for the developed area including the site's estate road and active travel route.
- 6.58 The existing grassland within the plots will be lost during construction but compensated by grassland, scrubs, hedgerows, and trees accommodated within the development plots where feasible. This approach to provision of soft landscaping will help screen buildings, demarcate plots and break up areas of hardstanding, to create a more attractive and legible development to help create well defined sense of place for those working at and visiting the site.
- 6.59 Along the airport boundary, new planting will be restricted to grasses. The submitted Tree Survey shows that, where feasible, the trees and hedges forming the existing site boundaries will be retained, which will maintain screening between the site and its natural and residential surroundings. In places along the eastern boundary, additional tree planting enhances screening and provides a strong buffer between the site and the Itchen Navigation.
- 6.60 Due to the nature of the proposals and proximity to the airport, the provision of green or brown roofs is not feasible. The buildings need to be clearly seen by pilots, while the roofs of units will likely be fitted with roof lights and solar panels, which cannot be used effectively with green roofs in place. Green Roofs also place additional loads on the structures, and can compromise the design ethos behind the creation of large internal volumes, largely free of columns with an

efficient use of materials to minimise embodied carbon as far as possible. Adding extra loads to the roof will require additional strengthening and increase embodied carbon through the extra steelwork and concrete required to support this.

- 6.61 The development will deliver an attractive landscape strategy which utilises existing features across the site, while supplementing existing planting with native species to provide additional screening of the development. The development is therefore considered to meet Policies S9 and DM11 of the Borough's Local Plan.

Landscape and Visual Impact

- 6.62 The ES considers the likely impacts that the development will have on the landscape character and visual receptors in the vicinity of the site. This assessment considered views towards the site within a 3km study area and is supported by field surveys, ZTV analysis, and stakeholder consultation.
- 6.63 The assessment describes the existing landscape character of the area, noting that there is industrial and transport infrastructure within the immediate vicinity, including the airport, railway, and associated depot. The assessment also highlights that the site is allocated for employment development, including airport-related uses, and notes that the development will not be at odds with these surrounding uses.
- 6.64 In terms of the natural and residential surroundings, including the Itchen Navigation Heritage Trail and Campbell Road, the assessment recognises that the development will have a significant visual impact, but this will be lessened over time through the maturing of the landscape planting, described in the section above. Further afield, on the Lower Itchen Floodplain, Lakeside Country Park, the Itchen Valley Country Park and in Eastleigh, the assessment notes that visual effects are diminished by distance to an impact that is not significant to minor.
- 6.65 The assessment highlights that from the southern part of the neighbouring water meadows, visual impacts will be minor to moderate but overall, it is determined that the development's visual impact will not be significant, and any impacts will be softened with time. Visually, the development is considered to have been well-designed, accounting for the surrounding landscape, and is therefore in accordance with Policies E7 and E9 of the Local Plan.

Ground Conditions & Minerals

- 6.66 This application is accompanied by a Preliminary Risk Assessment, Geo-Environmental Assessment, Minerals Resource Assessment and Preliminary Sources Study Report. Given the airport's use during the World Wars, and its strategic importance making it a target for bombing, an Unexploded Ordnance (UXO) Report is also appended within the Preliminary Sources Study Report.
- 6.67 It is reported that there are no significant potential sources of contamination identified at the site and therefore the risk of contamination to future site users is deemed to be very low. Hydrocarbons have been identified in the area's groundwater but risk to site users remains low.
- 6.68 The Geo-Environmental Assessment recommends standard working practices for construction workers and states that upgrading of water supply pipes plus additional waste classification testing may be required. The assessment also notes that further sampling and testing of soils may be needed for the development's earthworks.
- 6.69 In terms of sensitive receptors, the Preliminary Risk Assessment identifies the ecological importance of the River Itchen to the east of the site, and therefore recommends further investigation to assess the soil quality beneath the site in relation to site runoff into the river. The assessment also notes Low to Moderate risk from ground gas concentrations and suggests that a Ground Gas Risk Assessment should be undertaken. The assessment also identifies that there is risk of potential contamination from historic operations at the rail depot to the north and therefore recommends further study to understand the extent of remediation in place at the depot.
- 6.70 The Mineral Resource Assessment has been provided in accordance with the Hampshire Minerals and Waste Plan (2013) and concludes that while the site is safeguarded for sand and gravel, geological surveys show that resources are of low-quality and not economically viable due to the presence of clay and silt. The assessment also notes that due to the proximity of the neighbouring SSSI / SAC, extracting these minerals could be potentially polluting for this receptor. It is also determined that the development does not affect any safeguarded mineral infrastructure or operation.
- 6.71 The UXO Report indicates that the site covers areas of low to moderate risk of explosives and recommends providing UXO-specific Site Safety Instructions as well as Safety & Awareness

Briefings for personnel involved with construction and investigation works. Further surveys are also recommended as well as using the services of an Explosive Ordnance Disposal Engineer.

- 6.72 Following the guidance of the reports, it is considered that the development can be carried out in accordance with Policy DM8 of the Local Plan to secure its remediation and mitigate any potential risks to occupiers either on or adjacent to the site.

Noise

- 6.73 A Noise Impact Assessment has been submitted with this application which notes that employment development has the potential to be noise generating and therefore assesses the potential for adverse noise impacts on nearby noise sensitive receptors, including residential areas and the SSSI / SAC.
- 6.74 The assessment sets out the existing sound climate in the area, noting that the site is directly adjacent to Southampton Airport, which is a busy commercial airport as well as parts of the UK's strategic highway and rail network. Background noise levels are therefore considered to be relatively high.
- 6.75 In terms of impacts from the development, the assessment considers that noise emitted from vehicles using the access road will be negligible. The assessment however recommends that noise limits are proposed for building services plant, to ensure that noise emissions are kept to acceptable levels.
- 6.76 From a design perspective, it is proposed that units will generally be positioned to act as noise buffers between activity in the service yards and the surrounding environment. The assessment adds that the site benefits from a mature vegetated boundary, which also helps to absorb sound from leaving the site.
- 6.77 It is determined that the development will be acceptable from an acoustic perspective, and therefore in accordance with Policy DM8 of the Local Plan.

Flooding & Drainage

- 6.78 While the site is largely within Flood Zone 1, and therefore not anticipated to be at major risk, a Flood Risk Assessment has been submitted with this application to confirm the suitability of the site for development.
- 6.79 The drainage strategy will consist of rainwater harvesting systems where possible and site control in the form of flow control and associated attenuation ponds and swales. These features are designed to deal with 1 in 100-year flood events, with an additional 25% allowance to address possible impacts of climate change. The development will also provide areas of soft landscaping to support with drainage of the site.
- 6.80 The strategy explains that foul water will be directed to the foul sewer to the north of the site and surface water will be fed into existing feeder channels which run between the eastern boundary of the site and the River Itchen. The strategy also explains that water quality draining off the site will be improved through the fitting of silt traps, catch pits, by-pass separators and full separators, which will be supported by treatment provided by swales and attenuation ponds.
- 6.81 Overall, the assessment concludes that the development will not exacerbate the risk and impact of flooding on the site or nearby, nor will the quality of water draining from the site be compromised. The development is therefore considered to be acceptable from a flood risk and drainage perspective and compliant with policies DM3 and DM5 of Eastleigh's Local Plan.

Heritage and Archaeology

- 6.82 This application is accompanied by a Heritage Impact Statement, while the supporting Environmental Statement also includes a chapter on archaeological impacts.
- 6.83 The ES recognises that ground works of the construction phase have the potential to damage archaeological remains and therefore recommends a scheme of archaeological mitigation in the form of trial trenching to better understand what is beneath the site. Such investigations, followed by discussions with the County Archaeologist, would identify the needed for any targeted excavation or monitoring and recording during groundworks. After any necessary mitigation, it is considered that the residual effects of the construction stage on local archaeological assets, both directly and cumulatively, would not be significant.

- 6.84 Generally, the ES reports that the setting of the archaeological remains across the site and vicinity are unlikely be impacted by site operations and highlights that the 19th century railway sidings on earth embankments will be preserved on the site.
- 6.85 The development is therefore in accordance with Policy S8 of Eastleigh's Local Plan.

External Lighting

- 6.86 An Outline Lighting Strategy has been submitted with this application to set out the lighting principles adopted to minimise any harmful effects of light generated by the units.
- 6.87 An appropriate level of lighting will be provided to support each use on the site. The brighter areas of the site will include the access, car park and service yard, which require more lighting for security, health and safety and operational reasons.
- 6.88 The design of the site will take into account areas of the site which are sensitive to continued or high levels of light exposure. Light sources will also be designed and orientated to minimise light spilling off the site.
- 6.89 The Outline Lighting Strategy is considered to be in line with Policy DM8 of the Council's Local Plan. Lighting details for the estate road will be conditioned while a detailed Lighting Strategy will be submitted with Reserved Matters submissions for the wider site.

7. SUMMARY

- 7.1 The site is allocated for employment use and the Navigator Quarter (NQ) has been designated as a Tax site under the Solent Freeport to support growth in low carbon, industrial, logistics and tech-related sectors and this is mostly because of the site's strategic position next to air, road, rail and sea connections. The site is therefore deemed suitable for development for employment use under Classes E(g) (ii & iii), B2 and B8 and the principle of development is therefore considered to be acceptable.
- 7.2 This proposal has set out the demand for 103,500 sqm of new employment floorspace within Eastleigh. The proposed development for 92,000 sqm of floorspace will contribute towards this demand and provide an attractive, flexible, and modern employment premises that is suited to the operational requirements of a range of different occupiers.
- 7.3 This application is submitted as a hybrid application and includes details of safe and convenient site access for different modes of transport including HGVs, private vehicles, public transport and active travel. The hybrid application also includes details of initial infrastructure works to enable site levelling and the delivery of these access routes.
- 7.4 This hybrid application reserves details relating to layout, appearance, landscaping and scale, and is accompanied by a proposed parameters plan which seeks to provide flexibility to allow various development options to come forward. The application is however submitted with indicative site layout plans, to demonstrate how the development might come forward.
- 7.5 A number of technical reports have been undertaken to consider detailed aspects of this proposal and these have identified any important features that need to be retained or mitigated. The recommendations of these reports do not identify any issues that would prevent the development of this site for the proposal as set out within the planning drawings.
- 7.6 The application is also accompanied by an ES to analyse the potential effects of the development on local air quality, archaeology, climate change, ecology, landscape, socio-economics and highways. Provided appropriate mitigation is implemented, the ES determined that the development will not result in any unacceptable impacts during both the development's construction and operational stages.
- 7.7 This development represents an opportunity to create a high-quality sustainable development at the Navigator Quarter that will make best use of the Solent Freeport's status and help boost both local and regional economic growth.

- 7.8 It is therefore considered that this development accords with the policy provisions within the NPPF and both the adopted and emerging Development Plan and forms a sustainable form of development that will not give rise to any unacceptable impacts. Planning permission should therefore be granted without delay.

Appendix A – Proposed Trip Budget Approach

The Transport Assessment (TA) has been undertaken on the basis of the scope agreed with the relevant consultees. This identifies a trip rate for each proposed use at the site, and also an indicative percentage split for each use that is taken forwards to the modelling. The trip rates and indicative percentages are as below as provided in Table 1 (as taken from Trip Generation set out in Chapter 7 of the TA that supports this application).

Table 1

Use Class	Daily Inbound Trips (per 100 sq m)	Daily Outbound Trips (per 100 sq m)	Daily Total (per 100 sq m)	Indicative percentage for modelling	Indicative floorspace per use class based on % split of 92,000 sq m
Class E(g)(ii) & (iii)	3.599	3.673	7.272	15%	23,000 sq m
Class B2	1.604	1.545	3.149	15%	23,000 sq m
Class B8	1.662	1.711	3.373	60%	36,800 sq m
Class B8 (Parcel)	3.860	3.664	7.524	10%	9,200 sq m

From the above table, based on a maximum footprint of 92,000 sq m of floorspace, the total number of trips associated with the proposed development can therefore be calculated. On a daily basis, per 100 sq m is as set out below in Table 2.

Table 2

Use Class	Indicative Floorspace	Trips per day (Two way)
Class E(g)(ii) & (iii)	13,800	1,004
Class B2	13,800	435
Class B8	55,200	1,862
Class B8 (Parcel)	9,200	692
Total Trips		7,984

Control Over Operational Phase

It is anticipated that the Planning Authority and Highway Authority will want to ensure that there is some level of control tied in to any planning permission that is issued to ensure that the highway impacts from the operational development reflect the number of vehicles that will potentially be generated by the development.

This could potentially be in the form of a condition that restricts the percentage floorspace for each use class. In the event that such a condition was utilised, this would require the applicant to confirm the occupier profile, nature of their operations/use class and total floorspace of the specified unit prior to occupation to ensure that

the percentage allowance per use class were not exceeded. This would also require a cumulative assessment for each unit already in occupation.

However this approach would restrict flexibility and the applicant's ability to respond quickly to market demands. Such an approach would mean that any deviation from the specified figures would need a variation either through an NMA or potentially a S73, which have implications for timescales and introduce greater uncertainty for occupiers.

While the above mix has been used to derive a trip budget to test the scheme again, it is evident from the Transport Assessment that different land uses which could come forward on the site have very different trip attraction profiles, and as such it is possible to deliver a significantly different land use mix within the same trip budget, which has a similar or in some cases a reduced impact on the network.

Alongside the two mixes assessed in the TA and identified above, there are a range of other development scenarios that can come forward under this approach including the potential for 100% B2 use, which provides flexibility to accommodate different occupier requirements in a responsive manner.

The preferred and proposed approach is therefore to use a total trip budget approach instead. This would have the same effect and also require the submission of information relating to the occupier profile, nature of their operations/use class and total floorspace of the specified unit prior to occupation. A cumulative calculation would also need to be undertaken to ensure that the maximum trip budget was not exceeded.

Both approaches would achieve the same outcome in terms of impacts, are based on the total floorspace assessed and also the trip rates used for the assessment. It is just a different way in which to undertake the calculation, which allows greater flexibility in terms of delivery.

Marketing Approach

As the site is part of the Freeport, then there is a clear objective for the development to support as wide a range of occupiers as possible. It is the applicant's objective to also serve as wide a range of the employment market as possible and to secure interest in the site and availability of new premises so that take up can support the costs of implementing the required infrastructure etc. The marketing for the site will therefore not be limited to a certain sector, but will be cover as wide a reach as possible so that the full range of occupier needs can be served.

Proposed Conditions

It is proposed that flexibility on the type of occupier that can be accommodated at the development is provided based on an overall limit of trips, referred to as a trip budget. The intention is to create a development that is responsive to demand to meet as broad a range of occupier's requirements as possible but also to ensure that the LPA & LHA have certainty that the operational development will not deviate from the proposal assessed at planning stage.

The suggested form of wording for conditions to cover this issue are set out below, in the form of an overall controlling condition to define the total trip budget, as well as a pre-occupation condition to ensure that sufficient information is provided to the planning authority to keep track of the occupier profile and use class at the operational stage of the development as part of ongoing monitoring/compliance.

Overall Controlling Condition

The total number of anticipated vehicular trips associated with the development shall not exceed a total of 7,984 daily trips, with the relevant trips associated with each use class permitted at the development to be taken as follows:

Use Class	Daily Total (per 100 sq m)
Class E(g)(ii) & (iii)	1,004
Class B2	435
Class B8	1,862
Class B8 (Parcel)	692

Pre-occupation – condition

Prior to the first and subsequent occupation of each of the units hereby permitted, details of the occupier and intended Use Class for their operations shall be submitted to the Local Planning Authority. The relevant unit shall not be first occupied until such time as written approval of the intended Use Class has been provided by the Local Planning Authority, having regard to the range of Use Classes (E(g)(ii), E(g)(iii), B2 and B8) permitted by this Planning Permission and the trip budget cap set out in the Trip Budget Condition. A cumulative total of trips associated with the identified use for that unit and all others that are occupied at that time shall be provided with each submission. The units once occupied shall only be used in association with the operations identified under the relevant submission pursuant to this condition, unless further details of changes to the occupiers and/or the operations to take place, are first provided to and approved by the Planning Authority and also that the proposed operations are allowed by the permission and do not exceed the approved trip budget on a cumulative basis when all units are considered.

The above will provide a framework under which the applicant will have flexibility and the LPA and LHA will have control over the uses undertaken at the units provided at the site and the ability to enforce in the event that uses not authorised pursuant to the discharge of conditions are undertaken in the relevant units.