MINOR DEVELOPMENT PLANNING APPLICATION REPORT REF. NO. F/13/73561

DESCRIPTION/ ADDRESS	Change of use from C1 guest house to A2 office 65a Bishopstoke Road Bishopstoke Eastleigh SO50 6LA

SITE VISIT DATE	24/01/2014			
ARE PLANS ACCURATE?	Y	Yes		No. If not why not…….
HAVE ALL NECESSARY NEIGHBOURS BEEN CONSULTED?	Y	Yes		No. If not why not…….

THE SITE AND ITS SURROUNDINGS

DETAILED DESCRIPTION OF APPLICATION	Change of use of existing building which has been vacant for a period of time to A2 office.					
SITE AREA	1165.1 sq metres					
RESIDENTIAL DEVELOPMENT DENSITY (NET)	n/a					
TOPOGRAPHY	x	Level		Sloping …..		Other …
TREES		No	x	Yes, …..None impacted by proposal		
BOUNDARY TREATMENT		Approx. 2.0m high close boarded fencing along side boundaries, fronts onto parking/turning area for Tesco Express				
SITE CHARACTERISTICS	Relatively small, two storey building at the rear of the former Prince of Wales public house site, previously used as a C1 guest house. Building sits close to the rear boundary with a dense, mature tree screen behind on the bank of the River Itchen. To the north of the building is the former pub which is now a Tesco Express					
CHARACTER OF LOCALITY	Site located towards the edge of the Bishopstoke Conservation Area, accessing onto the busy Bishopstoke Road. Adjacent to the site a former petrol station which has recently been vacated. Primarily a residential area with the River Itchen and Itchen Navigation meandering through a mature tree backdrop.					

RELEVANT PLANNING HISTORY

REFERENCE	DESCRIPTION	DECISION
C/06873/006	Alterations and extensions to convert the existing outbuilding to provide letting accommodation	Permitted, 2002

REPRESENTATIONS RECEIVED

SOURCE	SUMMARY OF CONTENT

REPRESENTATIONS RECEIVED

SOURCE	SUMMARY OF CONTENT
	None received

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
BST	object on the grounds of poor sight lines for drivers exiting the car park and increased pedestrian usage in a confined space likely to be generated by establishment of offices. Members considered the applicant's case for conversion to be vague and foresaw the potential to further develop to other A class use at a later date and recommended the application should be determined by the LAC giving the public the opportunity to be consulted.
HPP	This building is evidently not used at present and buildings do not like being unused. No occupation leads to deterioration and as it is not part of the Tesco's Express mainstream function they are unlikely to afford it much attention (if they still own it). The building is of no particular architectural interest in it's own right having the appearance of probably being the stable block to go with the pub and I would have thought office use would be very suitable, as this means it should be quiet when any nearby residential use is most likely to be outside and indeed a generally quiet occupation in any event. The front appears to have been knocked about a bit and one would want to see what alterations are in mind to this. The other likely intrusion that may well appear are air conditioning units which are not a pretty sight and can be an aural pain to those living nearby too.
Biodiversity	I am assuming that any subsequent modifications to the building are outside of the scope of this application. If that is the case, then to cover any work that might be carried out that doesn't need planning consent, I would recommend an informative: The applicant's attention is drawn to the potential of the building to support bat roosts, which are legally protected, and also the close proximity of the River Itchen, which is a designated river of European importance with special protection. Therefore, care must be taken out if carrying out maintenance / renovation to ensure that materials (eg. lime wash, cement powder / washings etc) do no pollute the river. To ensure that the law isn't broken in respect of bat roosts, a bat survey is strongly recommended before carrying out any alterations to loft spaces or other roof voids, carrying out roof repairs or alternations or carrying out modifications to the building facades that could remove or block possible access points or features that bats may be roosting in or behind (including fire/burglar alarm housings). Bat surveys should be undertaken in accordance with current Bat Conservation Trust Best Practice Guidance (2012). Suitably qualified ecologists can be found using the professional directory of the Chartered Institute of Ecology and Environmental Management: http://www.cieem.net/members-directory. If any bats are discovered at any stage during works, the work must stop and a suitably qualified ecologist or Natural England, contacted for advice.

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
Eng	Initial Comments (superseded): Objection. The access point to /from the development site is not suitable for vehicles as sight lines are far too restrictive. Whilst unfortunately nothing can be done in regard to the existing onsite uses, I would not wish to see anything permitted that would likely increase vehicle movements in / out of site. This application would be anticipated to increase movements and as such without access / visibility improvements to accompany it, should not be permitted. Agree with Matt comments. The sight lines from the access are very limited and as such an increased use of the site is not satisfactory without improvements. Reason for refusal M23 ********** Revised Comments: No Objection. Additional information has been received from the developers, outlining that there will be minimal change in peak hour trip rates associated with the application proposals for change of use, with fewer trips potentially resulting if you were to compare the proposed A2 use with the permitted C1 guest house use. Whilst I have concerns with regard to any use entering or exiting the site due to the well below standard visibility splay to the west, because of the negligible affect on trip rates, an objection would be unjust. (MG 04.04.2014)

POLICY CONTEXT

DESIGNATION APPLICABLE TO SITE
Within Built-up Area Boundary Within Established Residential Area Within a Designated Conservation Area Adjacent SAC, SPA, Ramsar Adjacent a Building of Positive Contribution in the Conservation Area Within Boundary of Historic Park and Garden Within Flood Zone 2 and 3 Within Main River Buffer Within Area of High Archaeological Potential

DEVELOPMENT PLAN SAVED POLICIES, EMERGING LOCAL PLAN POLICIES AND SPD'S

Eastleigh Borough Local Plan Review (2001-2011) 59.BE (Development Criteria), 100.T (Minimise Travelling), 104.T. (Parking), 175.LB (Impact on Building of Local Importance). Revised Pre-submission Eastleigh Borough Local Plan 2011-2029: DM1, DM9, DM10, DM23, DM24 Supplementary Planning Guidance: Quality Places

DEVELOPMENT PLAN SAVED POLICIES, EMERGING LOCAL PLAN POLICIES AND SPD'S

Supplementary Planning Guidance: Biodiversity
Supplementary Planning Document: Planning Obligations

CHARACTER APPRAISAL AREA

n/a

SPECIAL POLICY AREA

n/a

NATIONAL PLANNING POLICY GUIDANCE

National Planning Policy Framework:

The NPPF carried a presumption in favour of sustainable development (para. 14), which incorporates three elements: economic, social and environmental, (para. 7). Planning law requires applications to be determined in accordance with the development plan, unless material considerations indicate otherwise, (para. 11). Should a development proposal accord with the development plan, approval should be given without delay, (para.14).

The NPPF considers the need to, 'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs', a core-principle underpinning decision-making (para.17).

The NPPF highlights that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people, (para. 56) and goes on to state that decisions should aim to ensure that developments 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 (para. 58).

POLICY COMMENTARY

The above policies and guidance combine to form the criteria against which this application will be assessed with particular regard to residential amenity, highway matters, trees, nature conservation, heritage impact, street scene and character of the area

COMMENT ON CONSULTATION RESPONSES

	See below	x	The application has been advertised in the appropriate manner and residents immediately adjacent to the site have been consulted. No comments have been received from residents. The issue of safe access and potential increase in vehicle movements has been considered by the Council's Engineering unit and, following submission of additional information from the agent, no objection can be substantiated. This proposal will be a redundant building back into use, to the benefit of the conservation area and adjacent locally significant building, the former Prince of Wales public house. Alterations to the exterior of the building would require planning permission in their own right, at which

COMMENT ON CONSULTATION RESPONSES

			point any impact on the important nature conservation sites in close proximity would be assessed. An informative can be included on the decision notice to draw the applicant's attention to the nature conservation issues, as requested.

COMMENT ON REPRESENTATIONS RECEIVED

	See below	x	No representations received

PLANNING OBLIGATION/CONSIDERATIONS

Contributions are not required due as the proposed use is considered to not generate an increase in the number of vehicles movements.

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

MATERIAL CONSIDERATIONS

Principle

The site is located within the urban edge and an established development. The principle of development is therefore accepted, subject to the proposal being appropriate in nature, scale and impact, in accordance with the relevant local planning policies and guidance.

In this case, the relevant saved local plan policies are 59.BE (Development Criteria), 100.T (Minimise Travelling), 104.T. (Parking), 175.LB (Impact on Building of Local Importance).

Saved policy 59.BE requires development to take full and proper account of the context of the site including the character and appearance of the locality and be appropriate in mass, scale, materials, layout, design and siting. It also requires a high standard of landscape design, have a satisfactory means of access and layout for vehicles, cyclist and pedestrians, make provision for refuse and cycle storage and avoid unduly impacting on neighbouring uses through overlooking, loss of light, loss of outlook, noise and fumes.

Policies 100.T and 104.T require development to be well served by public transport, cycling and walking; and for adequate parking to be provided.

Policy 175.LB relates to the impact on the former Prince of Wales pub, which is recognised as a locally significant building, within the Old Bishopstoke Conservation Area; and states that development which has a detrimental impact on this building or its setting would not be permitted.

Residential amenity

The proposal relates to the change of use of a currently redundant building to A2 (office). This would bring an existing building back into use, which is of benefit to the amenity of the area, as empty buildings are generally not well looked after and may become a target for anti-social behaviour. For the immediate neighbours to the site, an A2 use should not result in a detrimental impact in terms of noise, particularly given the former use of the whole site as a public house and the current use of the main building as a Tesco Express.

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

This proposal does not include any alterations to the exterior of the building and it is likely any such alterations would require permission in their own right, at which point their impact on residential amenity would be assessed.

Given the former use of the site as a public house and the current use as a convenience store (operating 6.00-23.00), it is not considered reasonable to impose a restriction on hours of operation.

Street scene and character of the area

The proposal does not include alterations to the exterior of the building, therefore there should be no impact on the street scene or character of the locality. In additional, this building is located to the rear of the former Prince of Wales pub, where it is well screened from the public realm.

Highway matters

Policy 100.T expects development to be sited close to, or well served by, public transport, cycling and walking. Policy 104.T states permission will only be granted for development that provides adequate off-highway parking provision.

The site is located on a bus route and improvements have recently been made to the Bishopstoke Road to provide a cycleway the majority of the way between Eastleigh and this site. The Council's Engineering unit have raised no objection to the parking arrangements, which are already in place from the previous use.

Whilst it is recognised the access to this site is sub-standard, additional information has been provided to demonstrate the likely trips rates are no higher than that of the previous C1 use and possibly lower. Given this, as set out by the Council's engineering response, no objection can be substantiated on these grounds.

Trees

No physical works are required as a result of this application, therefore there will be no increased potential for harm to the surrounding trees, some of which are protected by a TPO.

Nature conservation

The site falls within the International designated River Itchen SAC which means application must be carefully considered for their potential impact on the integrity of this nature conservation asset. Given the application relates solely to the change of use of the building to A2, it is considered there is no significant impact on the integrity of this SAC.

HRA (Habitat Regulations Assessment) screening was required for this development as it falls inside the designated zone of impact and has been carried out.

No objection has been received from the Council's Biodiversity Officer.

Impact on Heritage Assets

The building that is the subject of this planning application is at the rear of the locally significant Prince of Wales building. The current application will bring this redundant building back into use which will be of benefit to this significant building by improving its setting. There are no proposed external alterations.

OTHER MATERIAL CONSIDERATIONS

Also of relevance is the Revised Draft Eastleigh Borough Local Plan 2011-2029. While not yet adopted it does carry weight by virtue of being intended as the current local plan's replacement.

With regards to this application, the new policies essentially echo those of the current plan and are not considered to affect the recommendation put forward.

CONCLUSIONS

The proposed change of use is considered to be in accordance with the Council's saved and emerging local plan policies, and consistent with the aims of the NPPF. The application is therefore recommended for permission.