

DELEGATED OFFICER REPORT

Application Ref: X/22/94322

Site Address: CHALCROFT BUSINESS PARK, BURNETTS LANE, WEST END

Case Officer: Rachael Morris

Description: Variation of conditions 1 (approved drawings), 4 (Design & Access Statement and Site Plan), 13 (foul and surface water sewerage disposal), 14 (surface water drainage scheme), 20 (air quality impacts), 22 (noise mitigation scheme) and 26 (contaminated land verification) and amendments to other conditions of planning permission F/18/83945 for hybrid Planning Application consisting of:

1. Full Planning Application for the construction of a two-storey industrial building for a commercial butchery (2,064 m2 of Use Class B1(c)), development of 767m2 of B1b/B1c floorspace (including a first floor extension to the existing security building), construction of a cafe and site maintenance store and the demolition of building 17 and a water tank; and

2. Outline Planning Application for the demolition of Units 10 -15 (1,860m2 of Commercial floorspace), and store building and the development of 6,420m2 of B1b, B1c, B2 and B8 storage and distribution floorspace (All matters other than access reserved).

Particular Site Constraints?	Yes ☒	No ☐
- Within the urban edge - Existing employment site - Adjacent to a Site of Importance for Nature Conservation (SINC)		

Planning History?	Yes ☒	No ☐
- Z/19636/005/00 - Outline: demolition of existing dwellings, partial redevelopment for commercial uses B1, B2 and B8 – Refuse – Apr 1995 - Z/19636/006/00 - Outline: residential development – Refuse – Apr 1995 - Z/19636/007/00 - Outline: residential development – Refuse – May 1996 - F/04/50047 - Retention of portakabin adjacent to existing café and takeaway – Permit – Mar 2004 - F/18/83945 - Hybrid Planning Application consisting of: 1. Full Planning Application for the construction of a two storey industrial building for a commercial butchery (2,064 m2 of Use Class B1(c)), development of 767m2 of B1b/B1c floorspace (including a first floor extension to the existing security building), construction of a cafe and site maintenance store and the demolition of building 17 and a water tank; and 2. Outline Planning Application for the demolition of Units 10 -15 (1,860m2 of Commercial floorspace), and store building and the development of 6,420m2 of B1b, B1c, B2 and B8 storage and distribution floorspace (All matters other than access reserved). – Permit – Mar 2020 - X/20/87856 - Variation to Conditions 13 (foul and surface water drainage) and 14 (surface water drainage) of Hybrid Planning Permission F/18/83945 – Permit – Dec 2020 - F/20/89518 - Proposed first floor extension of an existing building for use as office space – Permit – Mar 2021 - A/21/89624 - Main Branding Signage, directional and information signs – Consent – Mar 2021		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
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Representations:	None
Parish Council:	No Comment
Urban Design:	<u>Sustainability</u> • Consider how this site can link to existing and future pedestrian, cycle and public transport links given the significant growth occurring in this area • Consider installation of photovoltaics to replace those lost from the solar farm • Provide electric vehicle charging points • Consider introducing green roofs and walls to reduce hard surfaces • Include additional tree and soft landscape planting throughout to reduce hard surfaces, slow surface water run-off, provide shade, and create habitats / corridors for biodiversity • Incorporate permeable surfaces and SUDS <u>Siting, Building lines, Footprint & External Layout</u> The new arrangement of the proposed units is considered commensurate with other existing buildings within the business park and there are no objections to this aspect of the scheme. However, it is felt that the proposed location of the units is too close to the boundary, not providing sufficient buffer to the SINC and creating an undesirable pressure into the woodland. It is acknowledged from the visualisations submitted that the proposed units are pushed far back into the boundary of the site to allow for car parking space up front, breaking up with the prevalent building line established between the existing buildings and the recently approved unit 1E. There is no clear indication on the site plan where cycle parking will be located. It is recommended to provide cycle parking in prominent locations, close to building entrances to enable better overlooking and increase safety. <u>Height, form, scale and mass</u> The Plot Parameters drawing establishes a maximum building height of 14m to eaves. Visualisations were required to understand how much the buildings would be perceived from distant and close views. Visualisation 4 shows a building popping up above the tree line which would be undesirable and materialise a poor outlook for future residents' occupants. Therefore, the following recommendations should be considered: • Reduce the maximum building height to minimise the overall height of the buildings. It seems that there is still room for a slight reduction without losing the quality of the internal space. • It is also recommended, at the next stage, for the design to be very carefully considered to minimise the bulkiness and mass of the building through elevational treatment and choice of materials. <u>Parking and servicing</u> The site is dominated by car parking and a landscape-led approach to the current proposals will be critical in creating an enhanced environment. The proposed Landscape Strategy needs to be revisited to include additional tree planning in accordance with the Quality Places SPD. The DAS on page 18 states that "... a minimum of one tree for every six parking spaces will be delivered as part of the

	landscaping scheme and these will be specified through detailed planting plans reserved by planning condition.” To ensure that it will be possible to accommodate the number of trees required within the replacement and new parking areas, it is contended that this information needs to be submitted now. The areas of replacement parking in particular will struggle to accommodate this level of tree planting, the trees need to be sited to break up long runs of car parking. Additional new trees are therefore required. Opportunities to reduce the amount of hardstanding being generated by the scheme should also be further investigated. Identify how the external spaces will be used to design them as attractive and functional outdoor areas. <u>Update</u> I have reviewed the information submitted by the applicant and the amendments have overcome the concerns raised on my previous consultation regarding the visual impact of the proposed buildings on the wider context. I have no further objections.
Hampshire Highways:	There is no objection to the proposals from a highways perspective. Access into the wider Chalcroft Business Park, are unchanged, and the amended on-site layout proposed for amended buildings as shown on Drawing CBP-BSL-22-XX-DR-A-2006-PL (Nov. 2022) are acceptable with adequate space provided for the turning and movement of vehicles. In terms of the parking quantum, this has not been assessed as it is a function of EBC as Local Parking Authority, however in terms of parking layout this is acceptable in terms of parking bay size (2.4 x 4.8m) and turning aisle width (6.0m). The Case Officer may however wish to request detail of the cycle parking provision as this is not shown on plans.
Environmental Health:	We recall discussion with the applicant’s environmental consultants including attached and are of course available to review submissions on air quality and noise impact as they are received. Our preference is as always that necessary pollution controls and mitigation measures are installed prior to premises coming into use.
Ecology:	The proposed 2-unit scheme moves more of the parking further away from the 20 m SINC buffer than the previously consented 3-unit scheme. The urban design response (27 Jan 23) mentions that there would be more building mass close to the tree line. This would create more shading on vegetation within the SINC buffer but not on the SINC as the 20 m SINC buffer has been maintained with the new proposed design. Shorter buildings with a gap between them would create less shade than a taller single mass but it is not clear whether this would be a significant difference. The Biodiversity Mitigation and Enhancement Plan by the Ecology Partnership (August 2020) will need to be updated to reflect the new proposals. <u>Update</u> It must be checked by a suitably qualified ecologist before submission. Use of the most recently updated bat-sensitive lighting guidance will be required, which is due to be updated and published this month. The lighting scheme will be required to demonstrate that the SINC buffer zone will remain as a dark corridor and that light shining from the buildings will not be more than 1 lux on the buffer area. Section 5.9 and 5.10 of the Update Preliminary Ecological Appraisal (PEA) state that there were confirmed bat roosts in buildings 2 and 5. Three bat activity surveys will be required for these buildings to inform a Bat Low Impact Class license. The surveys need to be done in the same bat activity season as the license application.

	PEA Section 5.12 states that during the 2023 update survey buildings 3 and 7 were assessed as having low bat roost potential and these will each need a single emergence/re-entry survey. Normally these surveys need to be done before planning permission is granted as the presence of protected species is a material consideration. In this case, outline permission has already been granted, however these buildings must not be demolished or worked on until after the surveys have been conducted and reported and the full bat survey report has been reviewed by the Local Planning Authority. If buildings 3 and 7 are being used by bats then further surveys to inform a license will be needed. Mitigation for loss of these bat roosts and potential roost features must be provided. The full bat survey report must provide details of the proposed mitigation. This will be in addition to the biodiversity enhancements for bats proposed in PEA section 5.31. Reasonable avoidance measures have been recommended to protect/avoid harm to reptiles, amphibians, badgers and hedgehogs. These are listed in PEA sections 5.22, 5.23, 5.25 and 5.27 and can be conditioned. A shade tolerant mix of native flowering species will be planted in the 20 m SINC buffer to the north of the buildings to compensate for increased shading in this area. Enhancements for nesting birds will also be provided. The inclusion of small holes (up to 200 mm x 200 mm) in the perimeter wire mesh security fencing to allow small mammals to pass through the fence (mentioned in the BMEP section 4.4) can be conditioned. Woodland Management plans are discussed in BMEP sections 4.7 through 4.18 are proposed as enhancements and include monitoring surveys in years 3 and 8. The monitoring surveys can be conditioned. The Woodland Management plans (map of areas shown in Appendix 2) and monitoring results must also be submitted to the Local Planning Authority.
Tree Officer:	We raise no arboricultural objection to the variation of conditions 1 and 4.
Economic Development:	Full planning application for the butcher: no objection Outline planning application: this is a net gain of up to 4,560 m2 for a variety of B uses and therefore fully supported though we should prefer to see more commitment to ensuring that the net gain does indeed reach its maximum of 4560m2, particularly since the applicant has already lowered its ambition for total new employment floorspace by 1000m2 from 10,541m2 to 9,447m2.

Site Visit:	Yes ☒	No ☐
Details: 06/02/2023		

Policy:
National Planning Policy Framework Planning Practice Guidance Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1, S2 and S4; and Development Management policies WE1, DM1, DM2, DM3, DM6, DM8, DM11, DM13, DM14 and DM15. Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisals; Trees and Development.

Assessment:

The development is considered acceptable and complies with policies WE1, DM1, DM2, DM3, DM6, DM8, DM11, DM13, DM14 and DM15 from the 2016-2036 local plan, in that:

The site and surroundings

- The site is located on the northern side of this well-established business park, a linear employment site located in the countryside to the north of the settlement of Hedge End and southeast of Horton Heath. This area is due to witness significant growth in the future as these two settlements expand, and there is opportunity for enhanced pedestrian and cycle links, and public transport provision, to serve the site in the future.
- The site is private and there are no public routes through, and therefore no accessible public realm. Buildings and the access road are unsurprisingly utilitarian and functional, with vast areas of hardstanding to accommodate parking and turning areas.
- Nevertheless, the buildings are concealed from public vantage points by strong tree and hedge planting to the boundaries. To the north and east, this comprises an Ancient Woodland and SINC, to the west, the railway line creates an additional buffer. The business park is concealed in views from Burnetts Lane, from which vehicular access is available and the site currently is considered to have low visual impact on the openness of the area with trees remaining the dominant features in the skyline. Nonetheless, any changes to the proposed units would create a potential to become visible from the planned Allington Lane/Burnetts Lane link road and any subsequent development between the business park and this link road as part of the planned One Horton Heath development. This specifically applies to the building ridge if it is proposed higher than the tree canopy, especially during the winter when the vegetation is not as thick.

Principle and application description

- The principle of this development was secured through planning permission F/18/83945. This application seeks to change the parameter plan of the outline aspects of the original hybrid application.
- The changes include the alteration of plot ratios and increase in haunch heights to the outline units.
- The previously approved Maximum Plot Ratio was 47.5% (Development Platform 1) and 49% (Development Platform 2). This Maximum Plot Ratio now has a combined percentage of 48.8%.
- The previously approved haunch heights were 7m (Development Platform 1) and 12m (Development Platform 2). The proposed haunch height now sits at 12m for both proposed units, with a maximum ridge set at 15.5m and a North Build Line in place to ensure development does not go any closer to the SINC than this line.

Design and layout

- Views from high land nearby, including the route of the new link road between Burnetts Lane and Bubb Lane (Chalcroft Way), have been considered. The site is well screened by existing mature trees and buildings, but the original indicative submission height of this application to the Phase 2 buildings of up to 14m to the haunch was of concern as it was likely to be seen above the tree line and potential to create an unacceptable dominance adjacent to the SINC. To address this issue, the applicants have now agreed to a maximum haunch height of 12m (ridge height of 15.5m).
- The parameter plan includes a Northern build line to ensure the final proposed buildings sit no closer to the SINC than shown on the existing parameter plan.
- The use is listed as Research and development of products or processes (E(g)ii), Industrial processes (E(g)iii), General Industrial (B2) and Storage or distribution

(B8). This is as previously approved; however, the use class definitions have been amended to name class B1 to E(g). A general condition to limit use classes across the site will be imposed, including those just mentioned and E(b) for the café as approved.

- Provision is made for car parking, lorry parking and turning areas; details on bin and cycle provision can be supplied at reserved matters stage.

Ecology

- The proposed units sit close to an existing SINC, Round Copse SINC Ancient Woodland. Within the previous permission, under condition number 10, this was recognised, and a buffer provided. This condition read:
A 20m buffer from the Round Copse SINC boundary and the Chalcroft Distribution Park SINC boundary shall be provided at all times. These shall be free of all new structures and hardstanding and thereafter managed to benefit biodiversity to the satisfaction of the Local Planning Authority in accordance with the updated Biodiversity Mitigation and Enhancement Plan (BMEP) and Landscape and Ecology Management Plan (LEMP) required by Condition 11.
- An updated BMEP was provided, and the provision of a Landscape and Ecology Management Plan moved to condition 9. This makes more practical sense as condition 9 requires a landscaping scheme and the previous condition discharge for 11 did not reference a LEMP.
- The Lighting Plan appended to the BEMP shows the 2.5 lux isochrones running around the rear of the left hand unit by virtue of lighting for the car parking area there, and it is restricted to a narrow area just beyond that. This leaves a wide corridor as a continuation of the SINC buffer that sits within the 1 lux standard. This 1 lux standard within the SINC will be reinforced by condition.
- Other conditions have been suggested as additional to those previously approved, including additional bat surveys and mitigation prior to certain demolition works ('Buildings 2, 3, 5 and 7').

S106 and planning obligations

- The existing S106 that was agreed with planning permission F/18/83945 has been varied to accommodate the subsequent planning permissions.

Condition amendments from F/18/83945 (excluding those applied for within this application)

- Condition 11 (BMEP) was discharged on 3rd December 2020 (DC/20/87637) with subsequent updates provided under this application. As such this condition will be amended to ensure this approved information is accorded to instead of requiring submission of the documents.
- Condition 13 and 14 (drainage) have been amended, in accordance with the S73 application X/20/87856.
- Condition 17 has been removed because this references a limit to occupied floor space until the link road between Burnetts Lane and Bubb Lane is constructed. That link road (Chalcroft Way) is now finished and in use so there is no longer any need for this condition.
- Conditions 20 and 22 (air quality and noise) have been slightly amended to change the timing to first use instead of first occupation which will ultimately not create a detriment to the condition. The amendments provide the proposed mitigation to be approved and implemented before first use. Additionally, verification has been separated and addresses the condition in terms of individual units. Unit 1E has a separate clause as work has commenced and is completed and as such a trigger to state 'prior to commencement' would no longer work, nor would 'prior to use' due to this unit already being occupied.

- Condition 26 (contaminated land) sees only a minor change in order to allow consistency to the trigger mechanism to condition 9, referring to soft landscaping. This has been agreed.
- General condition amendments have been made outside of what has been applied for to ensure the decision notice reflects what is on the ground and what is appropriate for an up-to-date decision.

Other material considerations

- The Appropriate Assessment has been updated to screen out the development from significant potential impacts due to the fall-back position in which is still extant (F/18/89345).

Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

Equalities Implications:

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications

Conclusion:

Recommendation:	PERMIT ☒	REFUSE ☐
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Comments ...
