

DELEGATED OFFICER REPORT

Application Ref: F/23/95306

Site Address: Deacons Marina, Bridge Road, Bursledon, SO31 8AZ

Case Officer: Gary Osmond

Description: Construction of a new boat maintenance building including staffroom and storage area.

Particular Site Constraints?	Yes ☒	No ☐
- Outside urban edge (Countryside) - Within Old Bursledon Conservation Area - Within Old Bursledon Special Policy Area - Within designated Boatyard site - Within river corridor - Within Flood Zone 2		

Planning History?	Yes ☒	No ☐
Various applications have been submitted linked with the changing nature of the river and the increase in recreational sailing and water sports. The most relevant are:		
F/22/93844	Replacement of an existing two storey commercial/workshop building in existing boatyard.	Approved Dec 2022
F/21/91355	Phase 1 Improvements to the site entrance, new landscaping and a revised public car parking area, including a 250mm increase in ground levels for flood protection, external alterations to Deacons House entrances, re-cladding, the addition of a first floor balcony, along with the relocation and expansion of the existing ground floor cafe/restaurant use to the first floor and rear extension for reception area, and the removal of existing boat sales office portacabin and its relocation to a new building adjacent to the site access	Approved Mar 2022
F/19/85603	Installation of entrance wall and 1no. marker buoy (amended scheme to F/18/82246)	Approved Jul 2019
F/19/85367	Construction of new boat maintenance building	Approved Jul 2020
F/18/83881	Relocation of existing access bridge to pontoons	Approved Oct 2018
F/17/80845	Reconfiguration of A, B & C pontoons and installation of public access pontoon	Allowed on Appeal Aug 2018
C/10/68061	Change of use of existing toilet/shower area to café (A3) & elevational alterations	Approved Mar 2011

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	None received.		
Bursledon Parish Council:	No objection.		

Trees:	No objection subject to submission of an arboricultural method statement being submitted and approved prior to works commencing.
Ecology:	The trees on the railway embankment to the rear may provide nesting for birds and bat roosts. Works should be undertaken outside the bird nesting season and any exterior lighting designed so as to not spill onto embankment. Biodiversity enhancements will also be required in the form of bat bricks/boxes, together with a wildlife sensitive lighting scheme to ensure vegetation on the embankment is kept dark. The amended CEMP is acceptable and should be conditioned.
Environmental Health:	No objection in principle. However, separate consent may be required from the Environment Agency in relation to release of solvents into the atmosphere.
Hampshire Highways:	There is no objection to the proposals from a highways perspective. Access in and out of the site to the highway is unchanged, and the additional facility would not be anticipated to increase vehicle flows to and from the site significantly given the user type and staff numbers proposed. Onwards, no 'formal' vehicle parking is to be lost, given the proposed position of the unit is on an area designated for boat storage.
Heritage Consultant:	While the railway embankment provides the backdrop to this site and the proposal to finish the building in one of the traditional boatshed colours – black, it will tend to take a visual back seat and be subservient to Deacon House, now a welcome icon of the waterfront here, but given its size and being at the free end of the line of buildings it would look better if the asymmetrical roof was the other way round, that is the higher eave line next to the existing building. This would end the row with a more relatable height and a 'softer' finish to the built form. Otherwise, it is a suitable and satisfactory solution.
Network Rail:	Due to the close proximity of the proposed development to Network Rail's land and the operational railway, Network Rail requests the applicant / developer engages Network Rail's Asset Protection and Optimisation (ASPRO) team prior to works commencing. This will allow our ASPRO team to review the details of the proposal to ensure that the works can be completed without any risk to the operational railway.
Environment Agency:	No comments received.

Site Visit:	Yes ☐	No ☒
No specific site visit was undertaken as part of this planning application. However, the site was visited in November 2022 as part of the previous planning application (see separate photographs). The site is also well known to the case officer, who has very recently visited the area.		

Policy:**National Planning Policy Framework
Planning Practice Guidance****Development Plan:**

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1, S2, S4, S7 & S9; and Development Management policies DM1, DM2, DM5, DM6, DM11, DM12, DM13, DM14, DM18 & DM20.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Old Bursledon Conservation Area Appraisal and Management Proposals; Biodiversity.

Assessment:**Proposals:**

This application forms part of wider improvements to the boatyard. The works consist of the proposed erection of a new boat maintenance building including staffroom and storage area. The building would be 17 metres wide by 16 metres deep, with an offset ridge of 8.15 metres in height, and eaves of 6.5 and 5.1 metres. The building walls and roof would be clad in vertical profile black steel panels, with the main workshop door in grey.

The building is to be located to the west of an existing set of workshop buildings which lie to the back of the boatyard and parallel to the railway embankment which forms the north-western boundary of the yard, with the river forming the south-east. The front of the building would be used for access and boat storage, with the rear embankment covered in trees which provide a green backdrop.

Policy & Principle:

The application site lies outside the urban edge where development is not usually accepted unless for justifiable agricultural purposes, together with some other specific uses considered appropriate for such locations. However, Policy DM20 of the adopted Local Plan, which specifically relates to boatyards and marinas on the River Hamble, does “permit development associated with boat building, and the fitting out, maintenance and repair of boats and ancillary uses, provided that it does not: a) jeopardise the safety and ease of navigation on the river or have a detrimental impact on the regime of the river; b) adversely affect nature conservation, landscape or heritage interests; or c) cause a reduction in water quality.” In principle therefore, that proposed is acceptable provided it accords with the requirements of Policy DM20 and the other relevant policies of the Local Plan, including DM1 (General criteria for new development), DM11 (Nature conservation) and DM12 (Heritage assets).

Layout, Design, Character & Appearance:

The application site lies just inside the Old Bursledon Conservation Area and forms part of the ‘industrial / commercial’ character of this part of the river.

The proposed building would sit at the end of an existing set of liner buildings. Whilst a mezzanine is included, the overall height and scale of the workshop building would be lower and subservient to the neighbouring two storey structure. The Council’s Heritage Consultant has suggested that the asymmetric form of the building be handed, so as to provide a better relationship with the neighbouring building. Whilst this would visually improve the overall appearance of the run of buildings, this arrangement would not be practical due to the need to provide sufficient room for the mobile boat handler crane to access the workshop and turn around. If the building were handed, it would have to be moved further to the south-west, resulting in a much larger gap between buildings and spreading the built form of structures over a wider area. Although not ideal, in this instance such a compromise is considered to be acceptable.

Overall, the proposed building will have no adverse impact upon the visual appearance of the site, the wider public realm or the character of this built-up part of the conservation area. The proposal is therefore considered to accord with the requirements of Policies DM1, DM12 and DM20 in this respect.

Parking & Highway:

As highlighted above, no objection has been raised by Hampshire Highways given the works will not result in the loss of any on-site parking provision and should not result in an increase in vehicle movements or additional parking requirements.

Flood Risk & Drainage:

The Environment Agency have made no comment on the application. However, the application is supported by a Flood Risk Assessment, the recommendations of which can be included within a condition.

In terms of drainage, improvements have been made as part of the previous wider works, which will better control the quantity and quality of water which will be discharged into the river. This will be a significant improvement on the existing situation where surface water is discharged with very minimal levels of filtration. These drainage proposals were previously agreed with the Council's Ecologist and Natural England and a condition was imposed requiring these drainage measures to be implemented in full and written verification provided. A similar condition is recommended.

Nature Conservation:

The principal issue with regards to nature conservation is ensuring that the development does not adversely impact the River Hamble, which is subject to various nature conservation designations. A Construction Environmental Management Plan (CEMP) has been provided in support of the planning application which sets out how the river would be protected during construction works. This has been reviewed and approved by the Council's Ecologist and condition requiring its implementation is recommended.

A condition is also recommended requiring any external lighting to be designed and positioned in such a way so as to prevent light spillage onto the embankment to the rear of the site, so as to limit impact upon bats.

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.

Whilst no specific details have been provided, the roof does provide some scope to include PV panels and roof lights to maximise natural lighting of the workshop.

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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The proposals are considered to accord with the relevant policies of the adopted Local Plan and the application is recommended for approval subject to conditions relating to the following:

Conditions:

- Approve drawings
- Commencement within 3 years
- Sustainable drainage details
- Verification of sustainable drainage
- Details of materials
- Submission of Arboricultural method statement
- Works to be undertaken as per approved CEMP
- Working hours
- No burning
- No driven piling
- External lighting shall be design not to spill onto embankment at the rear
- Details of biodiversity enhancements
- Must follow recommendations of Flood Risk Assessment
- Removal of permitted development for change of use

Informatives:

- Network Rail
- Bats