

DELEGATED OFFICER REPORT

Application Ref: RM/23/94858

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

Case Officer: Rachael Morris

Description: Approval of Reserved Matters pursuant to hybrid planning permission F/18/83945 giving details of the:

a) layout; b) scale; c) appearance; d) landscaping. For a scheme of 6,419 sqm of commercial floor space formed in 3no. buildings. (DUPLICATE APPLICATION 1)

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 • X/22/94322 - 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 – Permit – Mar 2023		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	None		
Parish Council:	In support		
Urban Design:	The proposal has positively evolved to address some of the previous concerns raised in terms of elevational treatment and street scene. The amended scheme improves the design of the buildings 11 and 12 by proposing a more break-up elevation which creates more architectural interest and avoids a continuous blank and uninteresting elevation.		

	The proposed street scene shows an improved relationship between the proposal and the surrounding area and how the external appearance of the new development relates to and enhances the character of the place by using appropriate features and materials. It is a shame that no effort was made to reduce the hard paving proposed around Building 10 in order to provide a scheme that balances built form, landscape and provision for vehicles.
Landscape:	The proposals are acceptable.
Ecology:	I have reviewed the option 2 flow direction plan and the information provided by the agent's email (30/10/23). These proposals are acceptable. A more naturalistic shape to the SuDS basin is better than the rectangular basin. The flow direction arrows are appropriate. As an alternative to night scented stock, the Stars of the Night brochure available from Wild About Gardens.org.uk lists a variety of different flowers which can attract bats on pages 4 and 5. They recommend growing a range of flowers for a longer flowering season and a greater diversity of insects. Evening primrose, hemp agrimony, lavender, marjoram, borage, oxeye daisy, cosmos, Michaelmas daisy, common honeysuckle, scotch thistle, Verbena bonariensis, wild angelica, sea holly, bishop's weed, rowan, Hebe, and common ivy are all suggested. The lighting specifications comply with the latest guidance. Signage for HGV drivers will help to avoid them driving over the permeable paving and will be appropriate for this scheme.
Environmental Health:	The proposal here is for three buildings No.s 10, 11 and 12 respectively. The west most building 10, is large with the service yards and loading bays located to the southwest and away from future residential users to the north and northeast, car parking is shown to the northeast. Buildings 11 and 12 are split into 5 subunits each and are long thin buildings orientated NE to SW on their long axis. Loading and parking are located facing into the gap between the buildings. They are lower in height than building 10. Whilst building 10 screens the dwellings to be built on One Horton Heath to the northeast by locating access bays and the service yard to the southwest, the arrangement of buildings 11 and 12 provides no such screening and allows for propagation of noise from the service yards of both buildings toward the new dwellings. The three-building layout of RM/23/94858 is acoustically inferior in that the service yard noise from buildings 11 and 12 will be able to propagate freely toward noise sensitive receptors. Should it be proposed to continue with the 3 building approach, altering the buildings to form an inverted 'U' shape would be preferable as this would provide screening of the northeastern 'opening'.
HCC Archaeology:	No Objection
Hampshire Highways:	There would be no objection to the proposed layout or landscaping from a highways perspective. The layout proposed demonstrates adequate space for the movement and turning of HGV's in the overall service yard areas, and standard vehicle parking is accommodated through adequately sized vehicle parking bays, with 6.0m aisle widths to enable easy movement in and out of these. In regard to landscaping, this would appear to consist of flats grassed areas, and a frontal tree line that is set back adequately outside of the visibility splays.
HCC Flood and Water Management:	The information has addressed our previous comments. The only clarification we currently have is in relation to the outfall headwall. An indicative detail has been provided which appears to show a flush screen. It is not clear whether a security or trash screen is required

	and if it is, an angled one will need to be provided to be in accordance with the Ciria design guidance. This could be addressed by condition if needed.
Southampton Airport:	No objection to this proposal. Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw your attention to the requirement within CAP 1096 the Guidance to crane users on the crane notification process and obstacle lighting and marking.
Burnetts Lane Residents Association:	No Comment.
Natural England:	No Comment.

Site Visit:	Yes ☒	No ☐
Details: 06/02/2023 and 27/06/2023		

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 and S2; 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.

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: <u>The site and surroundings</u> • 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

- The development is within the urban edge where the principle of development is acceptable.
- The proposed development is pursuant of the original hybrid application for an outline application described as 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 were reserved under this hybrid application except for access.

Design and layout

- The proposed layout is made up of 3.no buildings. One larger building (building 10) at 4,453 sqm and 2 smaller buildings (buildings 11 and 12), both at 983 sqm (6,419 sqm GEA total). The general layout is in accordance with the approved outline parameter plan under F/18/83945.
- All buildings are in accordance with previously agreed parameters. Building 10 has an approved height to haunch of 12m and buildings 11 and 12 have a height to haunch of 7m. The submitted plans then show more detail of the proposed heights with building 10 having a total height of 16.3m to the ridge and buildings 11 and 12 having a height of 9m to the ridge.
- From the submitted street scene plan, you can notice that building 10 is the largest in view however this is not to a substantial extent. Within the industrial estate, there are multiple larger units present and this does not disrupt the existing character. Overall, there are a mix of size units throughout the estate so equally, buildings 11 and 12 do not create imbalance either.
- Interest has been added to the front (south-west) elevations of buildings 11 and 12, to include glazing and different colours of cladding. The theme of this accords with the design seen on building 10 and the adjacent Owtons butchery building.
- Although the building line is disrupted somewhat by buildings 11 and 12, this accords with the parameter plan and in the wider context of the site does not result in an awkward building line.

Noise

- While an objection has been received from the council's environmental health team regarding the proposed layout of the scheme, the proposals are in direct accordance with the agreed parameter plan under F/18/83945. As such, the scheme does not require amendment.
- Nonetheless, it is recognised that disturbance from noise would be most notable at nighttime when the background noise is most likely reduced. A condition (condition 24) on the original permission (F/18/83945) has limited hours of use, including loading and unloading, and as such even with this design, the proposed noise leaving the site is controlled.
- This is also aided by the design of the units where the proposed loading doors do not face North and there are also no opening windows to this direction which is in the closest direction off site.
- Moreover, it is recognised that it is not the applicant's responsibility to mitigate noise levels for housing that does not yet exist. While it is noted that One Horton Heath will reside in the neighbouring field, it would be for that development to mitigate against its surroundings. The Agent of Change principle would apply here where any future housing or use would need to provide suitable mitigation from the existing business before the new development is completed; in accordance with paragraph 193 of the National Planning Policy Framework (NPPF) 2023.

Ecology and landscaping

- Round Copse SINC (Site of Importance for Nature Conservation) directly abuts the application site to the north. Round Copse SINC contains mature trees including those of ancient woodland status. These provide screening for the site.
- The proposed units accord to the parameter plan that included a 20m SINC buffer boundary in which accords with text in the Council's Local Plan (2016-2036). This is to the exception of landscaping that is proposed within this 20m SINC buffer.
- 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 required by Condition 11 from F/18/83945.
- The proposed building 10, 11 and 12 will also be softened with landscaping, including Ulmus 'New Horizon trees at the front which are also known as "Resistant Elm" due to their ability to resist Dutch Elm Disease. This will also add interest to the scheme.
- Landscaping is proposed throughout the scheme, including a SuDS basin and shrubbery to the rear.

Drainage

- The Lead Local Flood Authority (LLFA), based at Hampshire County Council, have provided a no objection to the scheme. A condition requiring information on any security or trash screens needed in relation to the headwalls. This would need to be in accordance with Ciria C786.

Sustainability

- Policy DM2 aims to achieve environmentally sustainable development. The policy states that all other development that is above 500 sq.m of floorspace measured externally (including extensions and conversions to existing buildings) must achieve BREEAM 'excellent' (or equivalent) or BREEAM 'very good' plus 'passivhaus' certification including a 15% improvement in predicted carbon emissions, compared with the building regulations current at the time, through low or zero carbon energy generation on site or in a Borough location agreed by the Council.
- The proposed units are to be assessed under the BREEAM standard and require certification to be submitted upon occupation as part of the original S106 process. The outline section is covered in the S106 as 'Phase 2' as defined and detailed in Schedule Two of the agreement. Schedule Four and Schedule Five detail that reasonable measures must be taken to ensure the units achieve an 'Excellent' score.
- The scheme retains the existing solar farm to the north of the development site. Moreover, all buildings will be completed with low-pitched open gable roofs fitted with solar arrays. EV (Electric Vehicle) charging spaces for motor vehicles are also designed into the scheme.

Other material considerations

- The proposed units are provided with 110no. car parking spaces including 7no. Disabled, 18no. EV spaces and 6no. car share spaces; they are also serviced by 46no. cycle spaces (provided via 30no. external stay hoops and 16no. internal wall mounted hooks). This is considered appropriate.
- Access was considered in full during the outline section of the original hybrid application.
- The submitted Habitats Regulations Assessment (HRA) to Natural England concluded no likely significant effect on European site integrity due to existing conditions on the outline ensuring suitable construction and ecological

management as well as a SINC Management Plan as part of the agreed S106.

Climate Change and Equalities Implications:

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 Environment 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.

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:	APPROVE ☒	REFUSE ☐
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Comments ...
