

DELEGATED OFFICER REPORT:

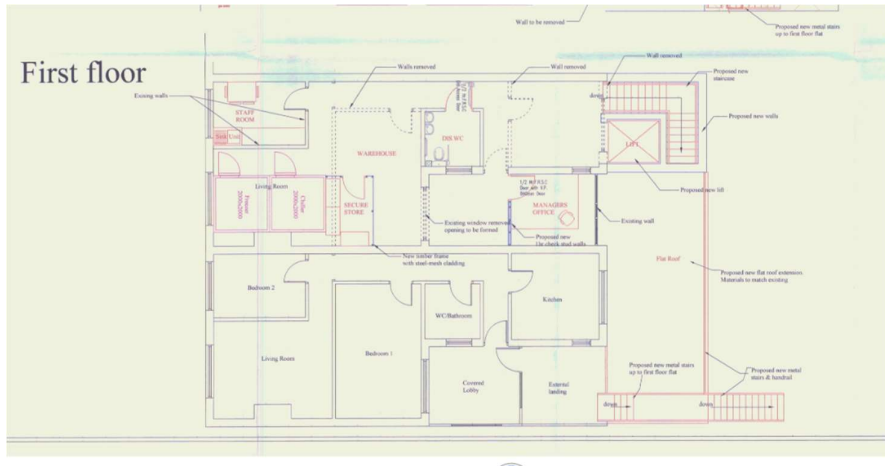
Application Ref: F/25/99790

Site Address: 4-6 Spring Lane, Bishopstoke

Case Officer: Andrew Amery

Description: Retention of parcel storage lockers to front of shop and installation of 5No security bollards (part retrospective).

Particular Site Constraints?	Yes ☒	No ☐
• The site is within the urban edge. • The site is adjacent to but not within the Bishopstoke Conservation Area. • The site itself is not identified as being at flood risk, however access to the site (within Spring Lane, Riverside and close to the site frontage) is at low risk (1000yr extent) of surface water flooding. • The site is within The River Itchen and Solent nutrient neutrality catchment areas. • Protected species, bats and great crested newts, recorded in the vicinity of the site. • The site is within an area of archaeological importance.		

Planning History?	Yes ☒	No ☐
This convenience store was previously run as a Co-Op and the ground floor unit at 4-6 Spring Lane has been in retail use for many years. There have been a series of small-scale applications for signage, plant & equipment since 2007. In November 2008 application F/08/64121 was approved subject to conditions to add a part two, part single storey rear extension and change the use of part of the first floor from a self-contained flat to an ancillary store and staff accommodation. The approved first floor layout showed an existing self-contained flat to be retained.		
		
Figure 1 Approved first floor layout. F/08/64121		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	Six nearby neighbours were notified of the application. No objections have been received.		
Parish Council:	The Parish Council objects to the application on the following grounds: • The bollards could impede accessibility for mobility scooters and other mobility aids that are wider than a standard wheelchair. • The position of the bollards has not taken into account the overhang onto the pavement from parked vehicles.		

HCC Highways:	HCC Highways state that the bollards and parcel locker are not on highway land but within a private forecourt and therefore no objections are raised.
Environmental Health:	No objection in principle. The 24-hour operation could introduce potential noise & disturbance at anti-social hours, but likelihood is low.
Built Heritage Consultant:	The proposed row of bollards are modern, smart and will generally be hidden by parked cars which seem to be present most of the time here. The presence of this shop is an important element to maintaining a vibrant and healthy community which can then maintain the buildings and support the conservation area. While the locker units are not a thing of beauty in themselves, in this instance it is almost camouflaged by the shop-front graphics, so no objection.

Site Visit:	Yes ☒	No ☐
A site visit was undertaken on 28 07.2025. The storage locker was identified as being already in place and operational. It is a largely free-standing structure and not physically integrated into the shop front. The unit sits on 'feet' without the requirement for ground intrusion. A covered electrical cable runs into the retail unit to provide power to operate the storage unit. The unit identifies that it is a 24hr operation.		
		
Fig 2. Site photos taken 28 07 2025		

Pre-commencement Conditions:	Yes ☐	No ☒
No pre-commencement conditions are required. An advisory note shall be added outlining that, if the bollards and parcel store are sited on highway land they would require the approval of Hampshire County Highways.		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states: - <i>"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."</i> Whilst the site also lies just outside the Bishopstoke Conservation Area the requirements of Section 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 have been taken into account as the proposals do affect the setting of the Conservation Area. Paragraph 72(1) states: <i>"In the exercise, with respect to any buildings or other land in the Conservation Area of any powers (under the Planning Acts), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area".)</i>

Policy:
National Planning Policy Framework • Chapter 6 – Building a strong, competitive economy • Chapter 12 – Achieving well designed places

- Chapter 16 – Conserving and enhancing the historic environment

Planning Practice Guidance

None

Development Plan:

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 (sustainable development), and Development Management Policies DM1 (general development), DM2 (environmentally sustainable development), DM13 (access), DM14 (parking)

Supplementary Planning Documents:

Quality Places SPD; Character Area Appraisals (BIFOHH – 11)

Assessment:

Principle

The site is within the urban edge where the principle of development is acceptable, subject to the detailed matters according with the relevant planning policies.

Character and Appearance

Policy DM1 requires development to take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible with adjoining uses and be well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views. Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area.

This site comprises the southern two thirds of a three-unit shop development with a flat above each, typical of the parade of shops with proprietors' accommodation above commonly developed in the 1950's. It is set well back from Riverside with the front face level with the rear elevation of probably the old post office on the corner of Riverside and Spring Lane.

A lot of the shop front has bright shielding graphics to provide a 'solid wall' inside, quite common these days to maximise effective sales space, so the parcel locker unit does not stand out particularly.

The proposals are relatively small scale and relate directly to the commercial frontage they are located within. The parcel locker is 2m wide but less than 1m deep (although including the projecting canopy the total depth of projection is 1.7m). They are functional in appearance but relate well to the existing shopfront in scale and form. The siting of the lockers, almost flush to the shopfront, minimises the projection out over the pavement. Within the wider street scene there is a mix of street furniture and fixtures. Neither the parcel locker or the bollards would look out of place.

The colour scheme chosen reflects those on the existing shopfront. The majority of the existing shopfront remains visible in the street scene.

The bollards are 1m in height and of robust metal construction to ensure the shopfront is secure from ram-raiding.

Impact on setting and appearance of the Conservation Area and other Heritage Assets

The site is situated just outside the Bishopstoke Conservation Area designated in 1977. The boundary of the conservation area runs along the southern side boundary and then north-east into the middle of Spring Lane which it follows north-west up to the north side of the triangle of grass at the junction with Riverside.

The nearest listed buildings are The Manor House situated due west across the river behind another building of flats, Itchen Grange and Itchen House with its Coach House to the north; all are hidden from view by woodland. Closer to the site are some buildings that are considered to make a positive contribution to the conservation area which are 3 and 4 Riverside, a few doors south and to the north the Old Anchor Inn with 14 and 15 Riverside to its north again.

Given that the shop is actually outside the conservation area, although it affects the setting of it, is already existing at the end of a primarily commercial run of properties and is tucked 'around the corner' as one proceeds up Riverside, in addition to providing a most useful community service, the locker unit is only marginally worse than the existing situation in conservation terms and it is considered that no harm is caused.

Sustainability

Storage lockers for sending and collecting parcels are becoming an increasingly popular feature within or outside commercial premises. They provide a convenient location for the increasing numbers of individuals within many communities and neighbourhoods who choose online shopping.

There is some evidence that the provision of parcel lockers reduces trip rates for delivery companies and as such have a beneficial impact on reducing car usage, lowering carbon emissions and improving air quality.

Residential Amenity

Policy DM1 amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.

In this case the lockers are operational 24 hours a day, 7 days a week. Given the proximity to nearby noise sensitive properties (there are flats above the commercial units) there is the potential for noise disturbance from deliveries and collections. However, the reality is that the vast majority of deliveries and collections would be undertaken during daytime hours when background noise levels are higher and the likelihood of disturbance is lower. There are no planning restrictions on the shop opening hours (although the operators do not open 24 hours) and it would seem unreasonable and also unenforceable to impose hours on the operation of the lockers.

Accessibility, Highways and Car Parking

Policy DM13 requires that all new development has a safe and convenient access to the highway network.

The Parish Council has raised an objection based on the concerns that the bollards will impede movement along the pavement in front of the shops, and access into the shop, for those using wider than average wheelchairs and mobility scooters.

The Parish Council is also concerned that the placement of the bollards does not take into account the fact that cars, when parked in the adjacent parking bays, often overhang the pavement in front of the shop this narrowing the space for people to pass and re-pass.

The applicant has considered these concerns and has agreed to widen the gap between the bollards either side of the entrance to the shop to 1.6m to allow for all forms of mobility aids and double pushchairs.

The remaining bollards, along the shop frontage are to be spaced at 1.4m to allow for security and prevent ramraiding.

To assist with members of the public who are visually impaired, the applicant offered to provide high visibility bollards of yellow. However, when balancing the visual impact of the bollards in the street scene, it is considered, as the siting is chosen to avoid the obstruction of the pavement, black bollards would suit the location better. A performance condition requiring this is acceptable to the applicant.

The bollards would be sited so as to be in alignment with the front edge of the parcel lockers. This leaves a 1.75m clear space along the frontage between the back edge of the parking spaces and the bollards. This distance is considered more than satisfactory to allow for the unobstructed movement of people, including those using mobility aids or pushchairs.

Equalities Act:

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

Section 149 (1) 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.

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 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 plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the Local Plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and Policy S2 of the Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Adopted 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.

Conclusion:

The storage locker is of an appropriately modest scale and design to enable it to be assimilated into the street scene without appearing unduly prominent or visually jarring. The bollards would provide security without causing an impediment to access or movement along the pavement and are well spaced, proportioned and designed.

Additionally, the facility benefits the shop commercially. The presence of this shop is an important element to maintaining a vibrant and healthy community which can then maintain the buildings and support the conservation area.

For these reasons the proposals are considered to be policy compliant and can be approved.

Recommendation:	PERMIT ☒	REFUSE ☐
Comments ...		