

Southampton City Planning & Sustainability
 Planning and Rights of Way Panel meeting 15 February 2011
 Planning Application Report of the Planning and Development Manager

Application address: Part of BAT Co Ltd, Regents Park Road, Southampton SO15 8TL			
Proposed development: Redevelopment of the site to provide a warehouse club (13,006 square metres gross external floorspace) including tyre installation, sales and associated facilities with vehicular access from Regents Park Road.			
Application number	10/01449/FUL	Application type	FUL
Case officer	Andrew Gregory	Public speaking time	15 minutes
Last date for determination:	OVER	Ward	Millbrook
Reason for Panel Referral:	Major application of wider importance and departure from policy	Ward Councillors	Cllr Wells Cllr David Furnell Cllr Norris

Applicant: Costco Wholesale UK Ltd	Agent: RPS – Miss Sally Miles
---	--------------------------------------

Recommendation Summary	Delegate to Planning and Development Manager to grant planning permission subject to criteria listed in report
-------------------------------	---

Reason for Granting Permission

The site is safeguarded for light industry and research and development uses under Saved Policy REI9 (i) of the Local Plan Review. Whilst a warehouse club does not strictly accord with the site specific designation, it is unlikely the site will come forward for single occupancy industrial use on the same scale as BAT, and leading Retail Estate Advisors 'Vail Williams' have indicated that demand from smaller industrial units on this back land site would be limited. Overall the principal scheme is acceptable, particularly as it will regenerate the site and will bring it back into employment use, whilst ensuring that existing residential amenities are protected. The Local Planning Authority is satisfied that the proposal will not undermine the vitality and viability of existing retail centres within the City. Furthermore the travel demands of the development can be met without compromising the city transport network, subject to the securing of site specific highway improvements through the S106 legal agreement.

Other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004 Planning Permission should therefore be granted. Policies SDP1, SDP4, SDP5, SDP6, SDP7, SDP9, SDP10, SDP12, SDP13, SDP14, SDP16, SDP17, REI9 and REI15 of the City of Southampton Local Plan Review - Adopted March 2006 policies CS6, CS7, CS13, CS18, CS19, CS20, CS22, CS24 and CS25 of the Local Development Framework Core Strategy (January 2010).

Appendix attached			
1	Development Plan Policies		

Recommendation in Full

Delegate to the Planning and Development Manager to grant planning permission subject to:

1. Application being referred to The Secretary of State for Communities and Local Government and not being “called in” for determination. In accordance with The Town and Country Planning (Consultation) (England) Direction 2009.
2. The applicant entering into a Section 106 Legal Agreement to secure:
 - i. Financial contributions towards site specific transport contributions for highway improvements in the vicinity of the site in line with Policy SDP4 of the City of Southampton Local Plan Review (March 2006), policies CS18 and CS25 of the adopted LDF Core Strategy (2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended);
 - ii. A financial contribution towards strategic transport projects for highway network improvements in the wider area in accordance with policies CS18 & CS25 of the Local Development Framework Core Strategy Development Plan Document - Adopted Version (January 2010) and the adopted SPG relating to Planning;
 - iii. Submission of a Training & Employment Management Plan committing to adopting local labour and employment initiatives, in accordance with Policies CS24 & CS25 of the Local Development Framework Core Strategy Development Plan Document - Adopted Version (January 2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended);
 - iv. Submission and implementation within a specified timescale of a Travel Plan, in accordance with Policies CS18, CS19 & CS25 of the Local Development Framework Core Strategy Development Plan Document - Adopted Version (January 2010) and the adopted SPG relating to Planning Obligations (August 2005 as amended);
 - v. Submission of a highway condition survey to ensure any damage to the adjacent highway network attributable to the build process is repaired by the developer.
 - vi. Secure the following operational controls in order to define the planning use:
 - Both parties to the agreement acknowledge that the application is proposed on the basis that at least 65% of annual turnover will be to trade members of the warehouse club and therefore no more than 35% to individual members.
 - The warehouse club will restrict itself to approximately 4,000 different stock items.
 - Those items will be aimed primarily at the Trade member and will mainly consist of items packaged in institutional packs or multi packs.
 - The agreement acknowledges that the use of the warehouse club as a Class A1 shop would amount to development requiring planning

permission.

- The warehouse club is to be operated in the general manner described in the booklet accompanying the application entitled “Costco Membership Warehouse Club – its philosophy and operation.” (contained at Document 4) .
- An annual membership system is to be operated, requiring the payment of a fee and goods can only be bought by members in possession of a membership card which includes a photograph of themselves and their signature; membership cards will be checked on entry to the warehouse club and at the check out.

In the event that the legal agreement is not completed within 2 months following the date of this decision the Planning and Development Manager be authorised to refuse permission on the ground of failure to secure the provisions of the Section 106 Legal Agreement.

1. The site and its context

1.1 The application site has an area of 4.2 hectares and comprises the majority of the southern part of the British American Tobacco (BAT) site which contains land and associated factory buildings which have become surplus to requirements following the factory closure in 2007. Production was moved overseas leaving the manufacturing and distribution elements of the plant redundant.

1.2 The site is accessed from Regents Park Road and planning permission has been granted for a new internal access road to enable the sub-division of the site. The northern part of the site will be retained by BAT for office and research & development purposes with an associated multi-storey car parking retained in the southern part of the site. Gated emergency access is available onto Waterhouse Lane.

1.3 The surrounding area comprises a mix of commercial and residential uses. Adjacent to the southern boundary is the Military, Territorial Army base and the Solent Business Centre. Two-storey dwelling houses frame the western boundary and part of the southern boundary. The eastern boundary abuts Waterhouse Lane with dwelling houses located on the adjacent side of the road.

1.4 There are group and individual tree preservation orders located at the site entrance, along the southern boundary and also within the north-eastern corner of the site.

2. Proposal

2.1 The application seeks full planning permission for redevelopment of the site by Costco wholesale club. The proposal involves erection of a warehouse club building with a gross floor area of 13,000m² and an internal headroom height of 7 metres. 604 associated car parking spaces are proposed. The site will be accessed from the existing entrance onto Regents Park Road and gated emergency access will be provided onto Waterhouse Lane

2.2 Costco is a ‘members only’ wholesale cash and carry business which offers a wide variety of food and non-food goods and services, including a tyre fitting service, in house bakery, butchers, photo processing plant and a small café. However the selection of items within each product category is limited i.e. in terms of white goods they may only stock one

make and model of washing machine or in terms of foodstuffs they may only offer 2-3 flavours of canned soup. The applicants maintain that the total number of items (product size and variety) carried by a typical Costco warehouse is in the region of 3,500-4,000, compared to approximately 40,000 items carried by a typical (6,000 sq. m.) food superstore, and with 100,000 plus items carried by a typical full range department store. 2.3 Members comprise trade customers and individuals who satisfy restrictive membership criteria such as credit worthiness. The application indicates that trade customer's account for 65% of turnover.

2.4 The warehouse building would occupy the eastern part of the site with the main car parking area to the front of the building within the western part of the site. An additional car parking is also located within the southern part of the site, adjacent to the multi-storey car park being retained by BAT.

2.5 The building has a flat-roof and will be finished with a metallic silver cladding system, red banding and a smooth concrete plinth to the base of the cladding. A projecting canopy extends across the main customer entrance within the south-western corner. The entrance to the tyre centre is located within the western elevation and will be finished with a white cladding system. 3 loading bays are located within the rear (eastern) elevation. The building only has a small 'back of house' area with goods stored within the main trading area. A mezzanine floor provides staff accommodation.

2.6 Deliveries will take place from 07.00am and the store will trade from 10.00am-8.30pm Mon to Friday, 09.00am-6.30pm Saturdays and 11.00am-5.00pm on Sundays

2.7 Landscape enhancement works are proposed at the entrance and along the site boundaries. Tree planting and landscaping is also proposed within the car parking area.

3.0 Relevant Planning Policy

3.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.

3.2 The policies of the South East Plan, Southampton's Core Strategy and Local Plan Review have been taken into account in the consideration of this application. The Core Strategy is in general conformity with the South East Plan, and it is not considered that the policies in the South East Plan either conflict with or add particular weight to the policies in the Core Strategy for this application. Consequently only the local statutory development plan policies (Core Strategy and Local Plan Review) have been cited in this report.

Local Plan Review

3.3 The site is allocated and safeguarded for employment uses under saved Policy REI9 (i) of the Local Plan Review (March 2006), specifically light industrial and research and development uses within use class B1(c) and B1(b). However Costco falls outside of this allocation because warehouse clubs are defined as *sui generis use* within The Town and Country Planning (Use Classes) (Amendment) Order 2005. Therefore the proposed development is a departure from the local plan and has been advertised accordingly.

3.4 The proposal does not strictly meet the use classes set out in REI 9 (i), however the supporting text to the policy states the importance of retaining and encouraging the

expansion of international companies. As BAT has outsourced operations, the nature of its business has changed and therefore their requirement for land has reduced. It is likely that the number of jobs would be fewer for the Costco proposal than if the land were developed solely for industrial use. However the site is located behind the Solent Business Centre and does not have direct access onto Millbrook Road. This restricts the commercial potential for other B1 uses not connected with BAT to occupy the site.

3.5 The 2007 Commercial Property Appraisal by Vail Williams concluded that the BAT land was a category 'D' site – suitable for a change of use – on the basis that if buildings “*fall into disuse then, subject to “test marketing” to properly evaluate demand, viable redevelopment for employment will depend upon a higher value use as a catalyst, possibly entailing mixed use*”. It would appear that the proposal, although not mixed use, broadly meets this description and would provide similar types of jobs to the existing site.

3.6 Working on the basis that there will be fewer jobs than an industrial allocation it is therefore imperative that the council secures a robust training plan to secure maximum benefit relative to the number of jobs created (e.g. pre-employment training, guaranteed interviews).

Local Development Framework Core Strategy (January 2010)

3.7 Policy CS3 – *Town, District and local centres* seeks to protect existing centres by controlling warehouse clubs which by their nature are likely to have an impact on the trade of existing centres. Policy CS24 – *Access to Jobs* indicates that measures will be sought from major employment generating development to promote access to jobs it creates amongst those residents of the city who have difficulty entering or returning to the labour market.

Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4)

3.8 National guidance in PPS4 states that local authorities should adopt a positive and constructive approach towards planning applications for economic development. Proposals should be assessed against climate change impacts; accessibility by a choice of means of transport; design; impact on economic and physical regeneration in the area and on local employment. In accordance with policy EC15 a sequential assessment of sites is required which will include the impact on existing centres.

Alternative sites

3.9 The proposed warehouse club represents a town centre use to be located within an out of town location. Therefore a PPS4 assessment has been submitted in support of the application. The assessment includes a sequential assessment which considers availability, suitability and viability of sites, first considering sites within centres and then edge of centre locations and demonstrating flexibility.

3.10 Due to the nature of the business, there are limited opportunities for disaggregation. The Sequential sites document sets out the criteria of the assessment; a 30 minute drive time, a size of more than one hectare (or less if vacant or identified in DPD/SOD), sites identified in development plans, retail studies and other appropriate documents and through centre surveys. Potentially viable sites were subject to further analysis.

3.11 The sequential assessment shows that due to the size of site needed, the planning policies in place and the viability of assembling sites in multiple ownership, there are no available sequentially preferable sites in city, town, district or edge of centre locations. The sequential assessment covers availability, suitability and viability issues with sufficient flexibility to meet the criteria in EC15 of PPS4.

Impact on local businesses

3.12 The Planning Statement sets out the nature of the proposal. It is a warehouse club selling a wide variety of convenience and comparison goods (between 3,500-4,000 products) but with a limited choice within each product. Although individuals can use Costco, there are restrictions on membership which is primarily business customers. In addition products are mainly sold in bulk which means that it does not provide individuals with an alternative to the supermarket for many convenience goods. There will be an impact on a range of local retailers, particularly larger supermarkets and retail warehouses, reflecting the variety of goods sold. However due to the wide catchment area this impact is spread over a large area and it is likely it will not significantly affect retailers within the local area. The discounts available by buying in bulk could help support local businesses.

Other impacts

3.13 In accordance with PPS 4, sustainability, accessibility and design should also be considered. Whilst recognising the need for customers to access the store by vehicle as goods are sold in bulk, the Case Officer should consider whether the amount of car parking requested is excessive for this site. The opinions of specialist officers should also be sought on the sustainability and landscape measures set out.

Other considerations

3.14 The Secretary of State has considered the principle of Costco businesses on a range of locations. It is clear that in those cases he or she accepted the principle of development on employment land, as a sui generis use, and attached relevant conditions to control the retail element of the Costco business model. These conditions should be secured.

4.0 Relevant Planning History

08/01266/FUL	Conditionally Approved 21.11.08
Erection of 2.4m and 3m high palisade security fences (amendment to previous planning consent ref 07/01555/FUL)	

07/01554/FUL	Conditionally Approved 01.05.08
Proposed new internal link road to multi-storey car park	

07/01555/FUL	Conditionally Approved 01.05.08
Erection of new security fences (2.5m – 3m high plus security spinners)	

07/01558/FUL	Conditionally Approved 29.4.08
Relocation of security lodge and new site entrance	

07/01553/FUL	Conditionally Approved 7.12.07
Proposed new emergency access from Waterhouse Lane	

95/0531/509/W	Appeal granted 14.7.95
Relief from Condition 02 of planning permission 911007/509/W – to change permitted hours of use to 3 shift 24 hour working	

911007/509/W	Conditional Approved 28.5.92
--------------	------------------------------

Redevelopment of the site by the erection of industrial and warehouse buildings and associated car and lorry parking to include deck car park

Note

The authorised hours of operation for the land and buildings which this application relates were 6.00am to 11.00pm under approval 911007/509/W. However these hours were varied to 3 shift, 24 hour working in the approval of application 95/0531/509/W, this was subject to a restriction on the external movement of freight, with electric tugs used between 11.00pm and 6am to prevent unreasonable noise disturbance to neighbouring occupiers.

5.0 Consultation Responses and Notification Representations

5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was also undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (enter date) and erecting a site notice (enter date). At the time of writing the report 4 representations have been received from surrounding residents which can be summarised as follows:

- **Concerns that increased traffic would lead to further congestion within Regents Park Road;**
- **Obstruction of access into neighbouring residential properties;**
- **Intensification of use of the existing site access;**
- **Displacement parking within Regents Park Road and surrounding streets;**
- **Noise nuisance, especially at weekends and during bank holidays;**
- **Concern regarding noise disturbance from delivery vehicles waiting to enter the site;**
- **HGV's should access the site via the Waterhouse Lane;**
- **The staff green travel plan is unrealistic and staff will drive to work;**
- **Disruption from demolition and construction traffic;**
- **Costco should be location on an industrial site and not within a residential area.**

One letter of support has been received from **Hampshire Chamber of Commerce**. The creation of 160-250 local jobs is welcomed at a time of economic uncertainty. The Chamber is confident that the transport strategy associated with the Costco proposal has the potential to accommodate the in traffic and to overall provide an improvement to the existing peak congestion issues. The staff green travel plan is also welcomed. Costco also provides wider economic benefits in reducing costs for small to medium sized businesses as trade customers.

5.2 **SCC Highways** – No objection, providing that the improvements to the nearby infrastructure are carried out prior to occupation of the site by Costco. It is beneficial that such a use does not open to customers until 10am, which avoids the morning peak travel times on the local highway network. The parking provision is in line with SCC policy, and the developer will provide secure cycle parking for staff.

Consideration has been given to providing traffic lights at the site access with Regents Park Road, but with improved sight lines this has been considered unnecessary, with some additional local improvements and modifications to the highway, and the provision of

parking restrictions. Substantial off site highway works are proposed to aid turning traffic movements on Millbrook Road which help to mitigate the impact of the development on the local highway network. These are covered by the Section 106 agreement.

Conditions to be applied to secure: lorry routing details for delivery and construction vehicles; road construction detail; junction details; stop up existing access; sight lines; parking of 604 vehicles; loading/unloading 4 lorries; cycle parking for staff 40 secure covered spaces, include reference to the provision of male and female shower facilities for staff; 10 visitor cycles spaces; contractors compound and wheel cleaning

The site specific highway works to be secured include: A scheme of works to improve the junction of Regents Park Road and Millbrook Road, to include improvements to turning facilities; To carry out minor changes to the alignment of the junction of Regents Park Road with Claremont Crescent; To move bus stops and provide some parking restrictions in Regents Park Road through Traffic Regulation Orders; To provide improved facilities for cyclists adjacent to Millbrook Road around the junction with Regents Park Road; To make improvements to the public highway around the entrance to the site in accordance with a scheme to be approved.

5.3 **SCC Sustainability Team** – No objection subject to conditions to secure at minimum a rating of Very Good against the BREEAM standard and an assessment of the development's total energy demand and a feasibility study for the inclusion of renewable energy technologies on the site, or other means of improving energy efficiency that will achieve a reduction in CO₂ emissions of 12.5% over part L of the Building Regulations.

5.4 **SCC Environmental Health (Contaminated Land)** – No objection. However in view of the sensitive nature of the proposed residential use a thorough assessment of the potential land contamination hazards is recommended. Planning conditions should be applied.

5.5 **SCC Ecology** – No objection subject to the inclusion of habitat for Black Red Starts within the landscape proposals

5.6 **Hampshire Constabulary** – An update will be provided at the Committee meeting.

5.7 **Southern Water** – No objection subject to conditions to safeguard the public sewer and to secure details of means of foul and surface water disposal. An informative should be applied regarding connection to the public sewer network.

5.8 **BAA Safeguarding** – No objection subject to a condition to secure a Bird Hazard Management Plan

5.9 **Highways Agency** – No objection

5.10 **Environment Agency** – No objection

5.11 **Trees** - No objection. The detailed landscape proposals submitted by Andrew Davis Partnership (Ref: W1419 Dr No 1001 Rev A) is acceptable. The new tree planting scheme will more than compensate for the proposed loss of trees to facilitate the development. Most of the trees to be removed are, bar the mature Lime along Waterhouse Lane boundary, not significant amenity features. The Lime has apparent defects and is showing early signs of decline and the new planting along this boundary will provide a more significant amenity feature and screen. However, there is insufficient information on how

the retained trees are to be protected during the development. Therefore, if permission is granted an Arboricultural Method Statement should be secured through condition

5.12 **Pollution & Safety** – No objection subject to conditions

5.13 **SCC Learning and Skills Coordinator** – The development provides opportunity for partnership in pre employment training leading to guaranteed interviews for participants facing barriers to employment. Costco has provided commitment to training and development of their workforce. The learning and skills coordinator is satisfied that a Training and Employment Plan can be agreed.

6.0 Planning Consideration Key Issues

6.1 The key issues for consideration in the determination of this planning application are:

- i. The principle of development
- ii. Design and impact on established character
- iii. Impact on residential amenities
- iv. Whether the travel demands of the development can be met.

6.2 Principle of Development

6.2.1 The site is allocated and safeguarded for employment uses under saved Policy REI9 (i) of the Local Plan Review (March 2006). Whilst a warehouse club does not strictly accord with the site specific designation for light industrial and research and development uses, it is clear that the land is surplus to BAT requirements following the factory closure in 2007. The northern part of the site will be retained by BAT for Research & Development and office based functions.

6.2.2 Independent market assessment has concluded that the site is unlikely to come forward solely for industrial use. It is unrealistic to expect a single major industrial operator on the same scale as BAT to come forward on the site. This 'backland' site may provide opportunity for small to medium sized industrial units but only if brought forward as part of mixed use development. Consideration has been given to further rationalisation of the site with a decked car parking area to allow intensified use of the site. However this has been discounted because Costco have strong operational reasons for providing a car park at grade and a decked car park may have a harmful impact on neighbouring residential amenities and the visual amenities of the area. A reduction in the amount of car parking would affect the viability of the warehouse and is likely to lead to displacement parking on-street. Furthermore multi occupation of the site would also cause operational problems for BAT and Costco.

6.2.3 The proposal would bring the site back into employment use with Costco employing approximately 132 full time staff and 117 part time staff, providing a spread of non-skilled and skilled job types. The proposal is considered to deliver sufficient employment generation, particularly as the applicants are prepared to enter into a S106 Agreement to secure pre employment training leading and guaranteed interviews for participants facing barriers to employment.

6.2.4 The proposal would also lead to indirect economic benefit to the city economy because their business model seeks to provide wholesale goods at lower prices to small and medium sized businesses within the region.

6.2.5 A PPS4 assessment has been submitted and demonstrates there are no sequentially preferable sites within the catchment area which are available, suitable or viable. The Local Planning Authority is satisfied that the 'warehouse club' will not adversely impact on existing retail use within nearby centres. Operating restrictions will be secured through the S106 Agreement to ensure that the warehouse use is defined and is differentiated from a retail use. These controls include commitment that at least 65% of annual turnover will be to trade members of the warehouse clubs and therefore no more than 35% to individual members; and the warehouse club will be restricted to 4,000 different stock items. These restrictions have been tested and supported at appeal and have been applied to each of the 22 Costco stores operating in Britain.

6.3. Residential design and impact on established character

6.3.1 A Design and Access Statement has been submitted in accordance with the requirements of saved policy SDP6 of the Local Plan Review and identifies measures to be taken into account when maintaining the character of the area and achieving high standards of design.

6.3.2 The proposed design and scale of the building acceptably responds to the commercial nature of the application site and will not compromise the character and appearance of the surrounding area. The site has historically been occupied for industrial use with factory buildings which are greater in height and scale than the proposed Costco building. The design and scale of the building is reflective of Costco operating requirements, namely a large single-span warehouse building with an internal head height of 7m. The external appearance of the building is considered acceptable and comprises a materials palette which is greater in quality than a standard warehouse or industrial building.

6.3.3 The building will be less visually prominent than the existing factory buildings when viewed from Regents Park Road and Millbrook Road. However, the proposed building does extend nearer to the boundary with Waterhouse Lane. The impact on Waterhouse Lane will not be harmful having regard to height and design of the building, the set back from the road frontage behind the existing security fence and mitigation from existing tree planting and landscaping enhancements along the eastern boundary.

6.3.4 A scheme of landscaping has been submitted to improve the approach into the development and to soften the car parking area which is welcomed.

6.4 Impact on Residential Amenity

6.4.1 The development will not adversely harm the residential amenities of neighbouring occupiers having regard to the industrial use which has historically occupied the site. An acoustic report has been submitted in support of the application and its findings and conclusions have been supported. There will not be a harmful increase in noise from plant, deliveries or general activity associated with the Costco development. The acoustic report concludes that any noise from car parking, use of access roads and servicing will have a negligible impact.

6.4.2 Careful consideration has been given to the impact from deliveries to the site. Costco have agreed to commence deliveries from 7am in the morning and finishing at 9am which is an improvement on the historic BAT activity which commenced general freight movements within the site from 6am and finished at 11pm. A vehicle waiting area has

been made available adjacent to the boundary with the Territorial Army Centre, and any waiting vehicles will be required to turn off their engines and refrigeration units. The acoustic report concludes that any noise from car parking, use of access roads and servicing will have a negligible impact.

6.4.3 A scheme of lighting has been submitted which indicates that the external lighting to the car park, access road, building and loading bay area will not harmfully overspill onto neighbouring residential properties.

6.4.4 Whilst the warehouse club building is significantly lower in height than the existing factory buildings on site however careful consideration needs to be given of the scale and position of proposed building in relation to neighbouring properties in Blighmont Crescent and Waterhouse Lane. The Local Planning Authority is satisfied that the building separation distance and planting mitigation measures will ensure that the development will not lead to a harmful loss of outlook, sense of enclosure, shadowing or loss of light.

6.4.5 A staff green travel plan has been submitted to reduce the likelihood of displacement car parking into Regents Park Road and adjoining streets. The level of car parking provision is considered to satisfy the parking demands of the development.

6.5 Highway Issues

6.5.1 A transport assessment has been submitted in support of the application. The Councils Highway Engineers are satisfied that the level of car parking proposed can be accommodated without adversely affecting the city highway network. However this is subject to an agreement of engineered solutions to manage the likely increase in traffic within Regents Park Road during the weekday evening peak and at weekends. This may include changing the phasing of the traffic lights at the Regents Park Road / Millbrook Road junction. The proposed weekday trading hours will not have an impact on traffic peaks during the morning because the store will not be open to customers until 10.00am

6.5.2 Regard has been had to the operational requirements of Costco in supporting the level of car parking sought (604 car parking spaces). The very nature of the wholesale business means that customers are unlikely to use sustainable modes of transport to access the site. However 10 short stay cycle spaces are to be provided. A staff green travel plan has been submitted to discourage car use by members of staff and 30 secure long stay cycle spaces will be provided, which is an acceptable level of provision.

6.5.3 The existing site access will be retained and works are sought to improve driver sight lines as vehicles egress onto Regents Park Road.

7.0 Summary

7.1 Whilst a warehouse club does not strictly accord with the site specific designation, it is unlikely the site will come forward for single occupancy industrial use on the same scale as BAT, and leading Retail Estate Advisors 'Vail Williams' have indicated that demand from smaller industrial units on this back land site would be limited. Overall the principal scheme is acceptable, particularly as it will regenerate the site and will bring it back into employment use, whilst ensuring that existing residential amenities are protected. The Local Planning Authority is satisfied that the proposal will not undermine the vitality and viability of existing retail centres within the City. Furthermore the travel demands of the development can be met without compromising the city transport network, subject to the securing of site specific highway improvements through the S106 legal agreement.

8.0 Conclusion

8.1 By securing the matters set out in the recommendations section of this report, the proposal would be acceptable. The application is therefore recommended for delegated approval to the Development Control Manager, subject to the Secretary of State not calling in the application for determination.

Local Government (Access to Information) Act 1985 **Documents used in the preparation of this report Background Papers**

1(a), 1(b), 1(c), 3(a), 4(s), 6(a), 6(c), 6(f), 6(h), 7(c), 8(a), 9(a), 9(b), 2(c),
LDF Core Strategy and saved policies from Local Plan (Review)

AG for 15/02/11 PROW Panel

PLANNING CONDITIONS

01. APPROVAL CONDITION - Full Permission Timing Condition - Physical works

The development works hereby permitted shall begin not later than three years from the date on which this planning permission was granted.

Reason:

To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

02. APPROVAL CONDITION - Samples details of building materials to be used [Pre-Commencement Condition]

No work for the construction of the buildings hereby permitted shall commence unless and until details and samples of the materials and finishes to be used for the external walls, windows, doors and roof of the building have been submitted to and approved in writing by the Local Planning Authority. Development shall be implemented only in accordance with the agreed details.

Reason:

To enable the Local Planning Authority to control the development in detail in the interest of the visual amenities of the locality and to endeavour to achieve a building of high visual quality.

03. APPROVAL CONDITION - Construction vehicles

Unless otherwise agreed in writing by the Local Planning Authority no HGV construction deliveries shall take place during peak traffic hours of 7.30am-9.00am and 4.30pm-6.30pm.

Reason:

To avoid congestion and to prevent obstruction to the free flow of traffic within Regents Park Road , particularly during peak traffic hours.

04. APPROVAL CONDITION - Deliveries

No deliveries shall be taken in or dispatched from the premises outside the following times
07.00am - 9.00pm

Unless otherwise agreed in writing by the Local Planning Authority all HGV deliveries to the site shall access Regents Park Road from Millbrook Road (A3024). Any delivery vehicles which arrive on site prior to 07.00am shall wait in accordance with the parking management arrangement as set out within paragraphs 2.5-2.7 and Appendix A1 of the Addendum to the Noise Assessment by Sharps Redmore Partnership, dated 20 January 2011. Engines and refrigeration plant shall be switched off whilst vehicles are parked in the vehicle waiting area.

Reason: To protect the amenities of neighbouring occupiers.

05. APPROVAL CONDITION - Road Construction [Pre-Commencement Condition]

No development hereby permitted shall be commenced until the Local Planning Authority have approved in writing:-

A specification of the type of construction proposed for the roads, cycleways and footpaths including all relevant horizontal cross-sections and longitudinal sections showing existing and proposed levels together with details of street lighting, signing, white lining and the method of disposing of surface water.

Reason:

To ensure that the roads [cycleways] and footpaths are constructed in accordance with standards required by the Highway Authority.

06. APPROVAL CONDITION - Junction Details [Pre-Commencement Condition]

Development shall not begin until details of the junction between the proposed service road and the highway have been approved in writing by the LPA and the development shall not be brought into use until that junction has been constructed in accordance with the approved plans.

Reason:

To ensure a safe access to the site is achieved.

07. APPROVAL CONDITION - Stopping up existing access [Pre-Commencement Condition]

Any redundant access to the site shall be stopped up and abandoned and the footway, and verge crossings and kerbs shall be reinstated before the development is brought into use.

Reason:

To provide safe access to the development and to prevent congestion on the highway.

08. APPROVAL CONDITION - Sightlines specification [Pre-Commencement Condition]

The sight lines as shown on the site plan hereby approved, drawing no. 02 Rev H, received on 26 October 2010, shall be provided before the use of any building hereby approved commences, and notwithstanding the provisions of the Town and Country

Planning General Development Order 1988 no fences walls or other means of enclosure including hedges shrubs or other vertical structures shall be erected above a height of 0.6m above carriageway level within the sight line splays.

Reason:

To provide safe access to the development and to prevent congestion on the highway.

09. APPROVAL CONDITION - Parking [Pre-Occupation Condition]

The development hereby approved shall not be occupied in full or in part until the car parking and associated access has been laid out for 604 vehicles in accordance with drawing no. 02 Rev H, received on 26 October 2010. The car parking shall thereafter be kept clear and maintained at all times for that purpose.

Reason:

To prevent obstruction to traffic in neighbouring roads [and in the interests of highway safety].

10. APPROVAL CONDITION – Cycle storage [Pre-Occupation Condition]

The development to which this consent relates shall not be brought into use in full or in part until secure, covered space has been laid out within the site for bicycles to be stored for staff and for cycle stands to be made available for visitors to the site as specified hereunder. The cycle stores and stands hereby approved shall thereafter be retained on site for those purposes.

- 30 secure covered long stay cycle spaces 10 short stay cycle stands for visitors
- In accordance with plan numbers 19 Rev B and 02 Rev H, received on 26 October 2010

Reason

To encourage cycling as an alternative form of transport

11. APPROVAL CONDITION - Contractors Compound (Pre-Commencement Condition)

No commencement of work pertaining to this permission shall be carried out on the site unless and until there is available within the site, provision for all temporary contractors buildings, plant and storage of materials associated with the development and such provision shall be retained for these purposes throughout the period of work on the site; and the provision for the temporary parking of vehicles and the loading and unloading of vehicles associated with the phased works and other operations on the site throughout the period of work required to implement the development hereby permitted in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

Reason:

To avoid undue congestion on the site and consequent obstruction to the access in the interests of road safety.

12. APPROVAL CONDITION - Wheel, tyre and vehicle under chassis cleaning facilities [Pre-Use Condition]

No work shall be carried out on the site unless and until an effective vehicle wheel-cleaning, tyre-cleaning, and under chassis cleaning facility has been installed in accordance with details to be submitted to and agreed in writing by the Local Planning

Authority for such a facility, and the agreed facility shall be retained in working order and operated and used throughout the period of work on the site.

Reason:

To ensure that vehicles do not leave the site carrying earth, mud, or other ground materials on their wheels, tyres and under carriage in a quantity which causes a nuisance or hazard on the road system in the locality and in the interests of road safety.

13. APPROVAL CONDITION - BREEAM Standards (commercial development) [Pre-Occupation Condition]

Written documentary evidence demonstrating that the development has achieved at minimum a rating of Very Good against the BREEAM standard shall be submitted to the Local Planning Authority and verified in writing prior to the first occupation of the development hereby granted, unless an otherwise agreed timeframe is agreed in writing by the LPA. The evidence shall take the form of a post construction certificate as issued by a qualified BREEAM certification body.

Reason:

To ensure the development minimises its overall demand for resources and to demonstrate compliance with policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010).

14. APPROVAL CONDITION – Renewable Energy (Pre-Commencement Condition)

An assessment of the development's total energy demand and a feasibility study for the inclusion of renewable energy technologies on the site, or other means of improving energy efficiency that will achieve a reduction in CO2 emissions [as required in core strategy policy CS20] over part L of the Building Regulations must be conducted. Plans for the incorporation of renewable energy technologies or other means of improving energy efficiency to the scale that is demonstrated to be feasible by the study, and that will reduce the CO2 emissions of the development 12.5% over part L of the Building Regulations must be submitted and approved in writing by the Local Planning Authority prior to the commencement of the development hereby granted consent. Technologies that meet the agreed specifications must be installed and rendered fully operational prior to the first occupation of the development hereby granted consent and retained thereafter.

Reason: To reduce the impact of the development on climate change and finite energy resources and to comply with adopted policy CS20 of the Local Development Framework Core Strategy Development Plan Document Adopted Version (January 2010).

15. APPROVAL CONDITION- Land Contamination investigation and remediation [Pre-Commencement & Occupation Condition]

Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), a scheme to deal with the risks associated with contamination of the site shall be submitted to and approved by the Local Planning Authority. That scheme shall include all of the following phases, unless identified as unnecessary by the preceding phase and approved in writing by the Local Planning Authority:

1. A desk top study including;
historical and current sources of land contamination

results of a walk-over survey identifying any evidence of land contamination
identification of the potential contaminants associated with the above
an initial conceptual site model of the site indicating sources, pathways and
receptors
a qualitative assessment of the likely risks
any requirements for exploratory investigations.

2. A report of the findings of an exploratory site investigation, characterising the site and allowing for potential risks (as identified in phase 1) to be assessed.

3. A scheme of remediation detailing the remedial actions to be taken and how they will be implemented.

On completion of the works set out in (3) a verification report shall be submitted to the Local Planning Authority confirming the remediation actions that have been undertaken in accordance with the approved scheme of remediation and setting out any measures for maintenance, further monitoring, reporting and arrangements for contingency action. The verification report shall be approved by the Local Planning Authority prior to the occupation or operational use of any stage of the development.

Any changes to these agreed elements require the express consent of the local planning authority.

Reason:

To ensure land contamination risks associated with the site are appropriately investigated and assessed with respect to human health and the wider environment and where required remediation of the site is to an appropriate standard.

16. APPROVAL CONDITION - Use of uncontaminated soils and fill [Pre-Commencement Condition]

Clean, uncontaminated soil, subsoil, rock, aggregate, brick rubble, crushed concrete and ceramic shall only be permitted for infilling and landscaping on the site. Any such materials imported on to the site must be accompanied by documentation to validate their quality and be submitted to the Local Planning Authority for approval prior to the occupancy of the site.

Reason:

To ensure imported materials are suitable and do not introduce any land contamination risks onto the development.

17. APPROVAL CONDITION- Unsuspected Contamination [Performance Condition]

The site shall be monitored for evidence of unsuspected contamination throughout construction. If potential contamination is encountered that has not previously been identified no further development shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Works shall not recommence until an assessment of the risks presented by the contamination has been undertaken and the details of the findings and any remedial actions has been submitted to and approved by the Local Planning Authority.

Any changes to the agreed remediation actions will require the express written consent of the Local Planning Authority.

Reason:

To ensure any land contamination not previously identified is assessed and remediated so as not to present any significant risks to human health or, the wider environment.

18. APPROVAL CONDITION - Landscaping detailed plan [Pre-Commencement Condition]

Notwithstanding the plans hereby approved and before the commencement of any site works a detailed landscaping scheme and implementation timetable, which clearly indicates the numbers, planting densities, types, planting size and species of trees and shrubs to be planted, and treatment of hard surfaced areas, shall be submitted to and approved in writing by the Local Planning Authority. The landscaping scheme shall make provision for the incorporation of black redstart habitat.

The landscaping scheme shall specify all trees to be retained and to be lost and shall provide an accurate tree survey with full justification for the retention of trees or their loss. Any trees to be lost shall be replaced on a favourable basis (a two-for one basis unless circumstances dictate otherwise) to ensure a suitable environment is provided on the site.

Any trees, shrubs, seeded or turfed areas which die, fail to establish, are removed or become damaged or diseased, within a period of 5 years from the date of planting shall be replaced by the Developer in the next planting season with others of a similar size and species unless the Local Planning Authority gives written consent to any variation. The Developer shall be responsible for any replacements for a period of 5 years from the date of planting.

The approved scheme shall be carried out prior to occupation of the building or during the first planting season following the full completion of building works, whichever is sooner. The approved scheme implemented shall be maintained for a minimum period of 5 years following its complete provision.

Reason:

To improve the appearance of the site and enhance the character of the development in the interests of visual amenity, in the interests of biodiversity and to ensure that the development makes a positive contribution to the local environment and, in accordance with the duty required of the Local Planning Authority by Section 197 of the Town and Country Planning Act 1990

19. APPROVAL CONDITION - Surface / foul water drainage [Pre-commencement Condition]

No development approved by this permission shall commence until a scheme for the disposal of foul water and surface water drainage have been submitted to and approved in writing by the Local Planning Authority and no building shall be occupied unless and until all drainage works have been carried out in accordance with such details as approved by the Local Planning Authority and subsequently implemented and maintained for use for the life of the development.

Reason:

To ensure satisfactory drainage provision for the area.

20. APPROVAL CONDITION - Public Sewer protection [Performance Condition]

The developer must advise the Local Planning Authority (in consultation with Southern Water) of the measures which will be undertaken to protect the public sewers, prior to the commencement of the development.

Reason:

In order to safeguard the public sewer.

21. Bird roosting prevention measures

Development shall not commence until a bird hazard management plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of the management of any flat roof/shallow pitched/green roofs on a building within the site which may be attractive to nesting, roosting and "loafing" birds. The bird hazard management plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building.

Reason:

To avoid endangering the safe operation of aircraft.

22. APPROVAL CONDITION - Arboricultural Method Statement [Pre-Commencement Condition]

No operation in connection with the development hereby permitted shall commence on site until a site specific Arboricultural Method Statement in respect of the protection of the trees during all aspects of work on site is submitted and agreed in writing by the Local Planning Authority. It will be written with contractors in mind and will be adhered to throughout the duration of the demolition and development works on site. The Method Statement will include the following:

1. A specification for the location and erection of protective fencing around all vegetation to be retained
2. Specification for the installation of any additional root protection measures
3. Specification for the removal of any built structures, including hard surfacing, within protective fencing areas.
4. Specification for the construction of hard surfaces where they impinge on tree roots
5. The location of site compounds, storage areas, car parking, site offices, site access, heavy/large vehicles (including cranes and piling rigs)
6. An arboricultural management strategy, to include details of any necessary tree surgery works, the timing and phasing of all arboricultural works and protection measures.
7. Specification for soft landscaping practices within tree protection zones or the canopy of the tree, whichever is greatest.

Reason

To ensure that provision for trees to be retained and adequately protected throughout the construction period has been made.

23. APPROVAL CONDITION - Hours of Use - Trading Hours

The warehouse club hereby approved shall only not open to customers outside of the following hours:

Monday to Friday trade customers only)	10.00am - 8.30pm (10.00am -12:00pm midday
Saturday	09.30am - 6.30am
Sunday and recognised public holidays	11.00am - 5.00pm

Reason:

To protect the amenities of the occupiers of existing nearby residential properties and to avoid congestion on Regents Park Road.

24. APPROVAL CONDITION - Boundary Treatment

Unless otherwise agreed in writing by the Local Planning Authority the the development shall be carried out strictly in accordance with the boundary treatment plan, Drawing no. 13 Rev F received on 26.10.10. The boundary shall be installed and retained as shown on the drawing hereby approved.

Reason:

In the interests of site security, for the avoidance of doubt, to secure a satisfactory form of development and to protect the residential amenities of neighbouring occupiers.

25. APPROVAL CONDITION - Noise levels

The rating level of noise emitted by all fixed plant on the site shall not exceed 45 dB between 0700 and 2300 hours and 41 dB between 2300 and 0700 hours. The noise levels shall be determined at the site boundary. The measurement and assessment shall be made according to BS 4142:1997.

Reason:

To safeguard the residential amenities of neighbouring occupiers.

26. APPROVAL CONDITION - Bonfires [Performance Condition]

No bonfires are to be allowed on site during the period of demolition, clearance and construction.

Reason:

To protect the amenities of the occupiers of existing nearby properties.

27. APPROVAL CONDITION - Hours of work for Demolition / Clearance / Construction [Performance Condition]

All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of;

Monday to Friday 08:00 hours to 18:00 hours (8.00am to 6.00pm)

Saturdays 09:00 hours to 13:00 hours (9.00am to 1.00pm)

And at no time on Sundays and recognised public holidays.

Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To protect the amenities of the occupiers of existing nearby residential properties.

28. APPROVAL CONDITION - Construction Environment Management Plan (Pre-Commencement Condition)

Notwithstanding the submitted Construction Method Statement, prior to the commencement of any development an amended written construction environment management plan shall be submitted to and approved by the LPA. The plan shall contain method statements and site specific plans to prevent or minimise impacts from noise, vibration, dust and odour for all operations, as well as proposals to monitor these measures at the site boundary to ensure emissions are minimised beyond the site boundary. To include full details of works to install ground bearing concrete floor slab to warehouse with sealed surface finish. All specified measures shall be available and implemented during any processes for which those measures are required.

Reason:

To protect the amenities of the occupiers of existing nearby properties.

39. APPROVAL CONDITION - External Lighting

The development shall be carried out strictly in accordance with the scheme of external lighting as shown on drawing 2372/EX2 Rev B.

The external lighting shall be installed as agreed and thereafter retained.

Reason:

To secure a satisfactory form of development and to safeguard the residential amenities of neighbouring occupiers.

30. APPROVAL CONDITION - Approved Plans

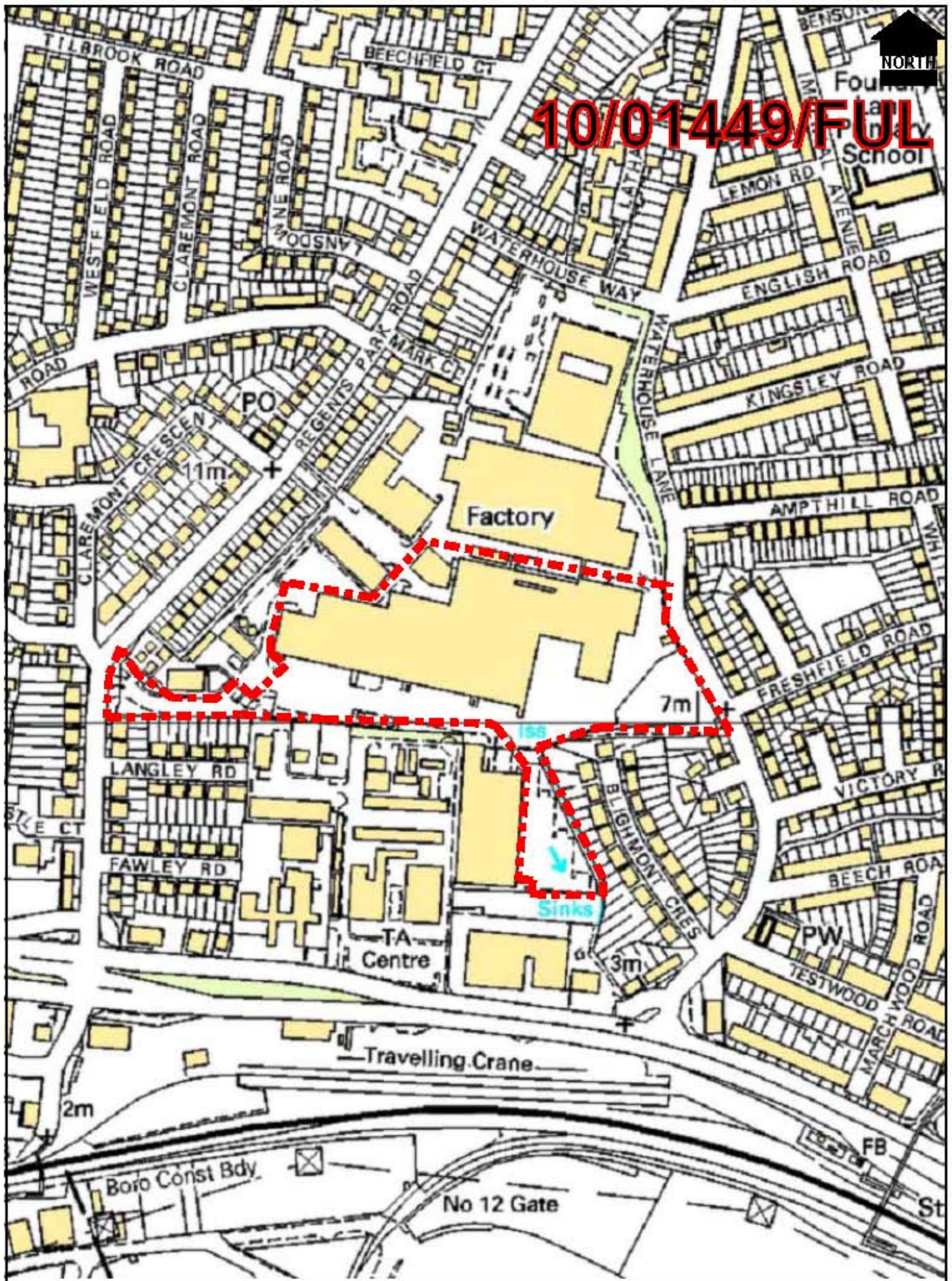
The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

Reason:

For the avoidance of doubt and in the interests of proper planning.

Informative - Southern Water – Public Sewerage -

A formal application for connection to the public sewerage is required in order to service this development. Please contact Southern Water's Network Development Team (Wastewater) based in Otterbourne or www.southernwater.co.uk.



10/01449/FUL

Scale : 1:3856

Date :02 February 2011

© Crown copyright. All rights reserved. Southampton City Council 100019679 2004.



POLICY CONTEXT

Core Strategy - (January 2010)

CS6	Economic Growth
CS7	Safeguarding Employment Sites
CS13	Design
CS18	Transport
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS22	Promoting Biodiversity and Protecting Habitats
CS25	The Delivery of Infrastructure and Developer Contributions

CS6, CS7,
CS13, CS18, CS19, CS20, CS22, CS24 and CS25 of the Local Development Framework
Core Strategy (January 2010).

City of Southampton Local Plan Review – (March 2006)

SDP1	Quality of Development
SDP4	Development Access
SDP5	Parking
SDP7	Urban Design Context
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP12	Landscape & Biodiversity
SDP13	Resource Conservation
SDP15	Air Quality
SDP16	Noise
SDP17	Lighting
RE19	Major Employment Sites

Supplementary Planning Guidance

Planning Obligations (Adopted - August 2005 and amended November 2006)

Other Relevant Guidance

PPS1	Delivering Sustainable Development (2004)
PPG13	Transport (2001)
PPS4	Planning for Sustainable Economic Growth