

**Planning and Rights of Way Panel 12/03/2019**  
**Planning Application Report of the Service Lead - Infrastructure, Planning & Development**

<b>Application address:</b> Parker House, Land West of John Thornycroft Road.			
<b>Proposed development:</b> Proposed change of use of part of the building from D2 Leisure Use to B8 Storage and the creation of mezzanine floor space.			
<b>Application number:</b>	18/02228/FUL	<b>Application type:</b>	FUL
<b>Case officer:</b>	Mat Pidgeon	<b>Public speaking time:</b>	5 minutes
<b>Last date for determination:</b>	01.02.2019	<b>Ward:</b>	Woolston
<b>Reason for Panel Referral:</b>	Departure from the Development Plan with 3 or more objections.	<b>Ward Councillors:</b>	Cllr Blatchford Cllr Hammond Cllr Payne
<b>Applicant:</b> Crest Nicholson Operations Limited		<b>Agent:</b> Savills	

<b>Recommendation Summary</b>	<b>Conditionally approve</b>
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<b>Community Infrastructure Levy Liable</b>	<b>Not applicable</b>
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**Reason for granting Permission**

Notwithstanding the application constitutes a departure from the Development Plan 'saved' Policy MSA18 of the City of Southampton Local Plan Review (Amended 2015) which allocates the site for employment uses B1, B2, leisure and community uses, the proposal is compliant with the wider objectives of the Development Plan, set out below. Currently, it is accepted that the proposed conversion is restricted to a small area at the back of the unit, therefore leaving an acceptable sized unit at the front for a more active use, it is considered that the change of use to restricted B8 is permissible. In addition, other material considerations including amenity, parking, health and economic benefits, the previous vacancy of the unit and the importance of retaining employment within the city, outweigh compliance with this policy and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 39-42 and 46 of the National Planning Policy Framework (2019). Policies – SDP1, SDP5, SDP16 and MSA18 of the City of Southampton Local Plan Review (Amended 2015).

<b>Appendix attached</b>	
1	Development Plan Policies

**Recommendation in Full**  
**Conditionally approve**

**1. The site and its context**

- 1.1 Part of the former Vosper Thornycroft industrial site. The site was proposed to become a foodstore as part of the extant planning permission for Phase 3 of the Centenary Quay scheme, which was granted permission on 12 December 2012 (Ref: 12/00474/FUL). However, following the foodstore operator's decision not to fit out the unit, and no further interest from alternative operators, Crest sought alternative uses for this unit. The unit sits at the base of a residential scheme with access from John Thorneycroft Road. A green wall screens the existing service yard.
- 1.2 The foodstore, in its entirety, was granted a change of use to a flexible D2 Leisure Use on 18 October 2018 (Ref: 18/01588/FUL). The application described herein relates to the rear warehouse and ancillary staff accommodation associated with the former foodstore.
- 1.3 The wider area is characterised by a mix of uses with residential being the most dominant.

## **2. Proposal**

- 2.1 Planning permission is sought for a change of use. The unit is currently split over two levels with the sales floor and warehousing at Level 00 (Podium) and ancillary staff accommodation at Level 00B. In order to provide sufficient floor area and to accommodate the requisite number of storage 'pods' required to make this a viable proposition for the operator, this application proposes to extend the existing Level 00B mezzanine by 948 sqm to mirror the area of floorspace being converted at Level 00 (Podium Level 1493 sq.m). The extension of the mezzanine will not necessitate any external alterations to the building
- 2.2 As detailed within the submitted Business Plan, the operator plans to install approximately 450 self-storage units ranging in size from 15 sqft up to 200 sqft, with an internal height of approximately 8 ft. The facility will be laid out over two levels with the upper level accessed by a freestanding goods lift. The storage centre will be accessed by way of a large roller shutter and covered loading bay, where items can be offloaded and transferred to the customer's storage unit using trollies provided. Emergency access is provided out onto the terraced areas to the east.
- 2.3 In regard to servicing, it is proposed that the existing Service Yard would provide shared servicing access for the retained Leisure (D2) use as well as the proposed (B8) storage use.  
The Leisure Unit is proposed to be occupied by 'Altitude Jump', a soft-play operator and planning permission already exists. The servicing requirements for such a use will be minimal. Servicing will be largely limited to occasional cleaning and maintenance related products (paper towels, cleaning products etc.) and restocking the small selection of consumables to be sold on site. Servicing access to the rear of the leisure unit will be maintained via the access point in the corner of the yard. All public and pedestrian access will be via the front of the unit. It is not envisaged that the servicing requirements of the leisure unit will demand the use of HGVs, unlike the consented foodstore.
- 2.4 The proposed storage operator intends to keep the roller shutter open during opening hours so that customers will be able to drive straight into the loading bay without backing up into the street. This will be monitored by CCTV and on site staff. There will be a security door between the loading bay and the rest of the storage centre accessible by keypad/fob.
- 2.5 The B8 operator has provided average daily visitor figures for each of their current locations. The maximum figure is 7 daily visitors at their Chandlers Ford centre, which is regarded as comparable to this proposal.
- 2.6 Proposed hours of operation are 08:30 -20:00 Monday – Friday, 09:00 – 16:00 Saturday and Sunday. Four members of staff will be working from the facility.

### **3. Relevant Planning Policy**

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015) and the City Centre Action Plan (adopted 2015). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 Major developments are expected to meet high sustainable construction standards in accordance with Core Strategy Policy CS20 and Local Plan “saved” Policy SDP13.
- 3.3 The National Planning Policy Framework (NPPF) was revised in February 2019. Paragraph 213 confirms that, where existing local policies are consistent with the NPPF, they can be afforded due weight in the decision-making process. The Council has reviewed the Development Plan to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

### **4. Relevant Planning History**

- 4.1 In December 2012 planning permission was granted for phase 3 of the Centenary Quay mixed residential and employment development which was comprised of 329 residential units (102 x one bedroom, 178 x two bedroom and 49 x three bedroom units), a food store (Class A1 - 5,500 square metres), commercial space (Classes A1/A2/A3/A4 or B1 - 1,685 sq. m) and a management suite (84 sq. m) in buildings ranging in height from four-storeys to twelve-storeys with associated basement car parking and cycle parking, landscaped public and private open spaces, servicing and other works including junction improvements and temporary access to the rivers edge. (Environmental Impact Assessment Development) (Application reference 12/00474/FUL).
- 4.2 In October 2018 planning permission was granted which allowed a change of use of the food retail store approved under planning permission 12/00474/FUL to leisure use (class D2) (Application reference 18/01588/FUL). The permission has not however currently been implemented.

### **5. Consultation Responses and Notification Representations**

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, and erecting a site notice 04.01.2019. At the time of writing the report **four** representations have been received from surrounding residents. **Three letters of objection** have been received along with **one letter of support**. The following is a summary of the points raised:
- 5.2 **Change from leisure to self-storage not in keeping with the aesthetic and style of CQ. No contribution to vibrant community or modern Living. Shops in the plaza need a use that attracts more footfall than self-storage use. Vacant for 7 years, the promised supermarket has not been delivered and eating and drinking establishments have failed to succeed. Change from leisure to storage would further damage the area.**

#### **Response**

A small portion of the site would be converted to storage use, this is largely back of house. A larger portion of the site would remain in leisure use at the front of the unit fronting the square. The leisure use has the potential to attract footfall to the area. The whole of the Vosper Thorneycroft site is yet to be completed, once complete there would be more likelihood of retail use becoming more viable with increased potential footfall in the area.

5.3 **Insufficient employment generated as a result.**

**Response**

A foodstore would generate more jobs than the proposal, but there is no interest and the site lies vacant. The remaining leisure use has the potential for greater employment generation than storage and given that that use occupies a larger proportion of the formerly proposed retail unit overall employment is not likely to be significantly negative when considering the site as a whole. In total four members of staff will be working from the facility.

5.4 **No details of access arrangements or hours of business.**

**Response**

The application form states the following proposed hours of use:

- Mon – Fri 08:30 - 20:00
- Saturday 09:00 – 16:00
- Sunday 09:00 – 16:00

Access will be via the existing covered loading bay.

5.5 **1 letter of support: Good use for site, which has been empty since it was built. Many people moving in to the nearby dwellings are "downsizing" and similar storage locations are some distance away. It is clear that the original use as a supermarket is unlikely to be fulfilled.**

**Response**

Agreed.

**Consultation Responses**

5.6 **SCC Highways** – Projected daily visitor numbers is low given the proposed end user. Daily visitor numbers could potentially increase in the event that the use expands to include distribution. Concern is raised regarding congestion and highways obstruction in the event that the vehicular access gate into the site is closed and locked when multiple vehicles arrive at the site at the same time. The agreed solution is to ensure that the vehicular access gate remaining open throughout the opening hours of proposed operator. Case Officer comment: A planning condition can be added to ensure that the B8 operator is limited to storage only with no distribution and that the gate is kept open.

5.7 **SCC Planning Policy** – Local Plan Policy MSA18 requires B1 (business) or B2 (general industrial) employment uses, or community uses at the site however, given that the conversion is restricted to a small area at the back of the unit, therefore leaving an acceptable sized unit at the front for a more active use (currently permission is granted for D2 leisure use), it is considered that the change of use to B8 (storage) is permissible.

5.8 To summarise, despite the fact that the proposed B8 storage use class is not stated within the prescribed use classes for the site (see Local Plan Policy MSA18), and that the proposal therefore presents a departure from the plan, it is acknowledged that the change of use will only apply to the rear of the unit, thus ensuring that an active use will be retained to the front. In light of this, the application for 'Proposed change of use of part of the building from D2 Leisure Use to B8 Storage and the creation of mezzanine floor space' is not considered to be overly harmful to the vitality and sustainability of the mixed-use site and is therefore supported by the Planning Policy Team.

5.9 **SCC Environmental Health (Pollution & Safety)** - Assuming that there is no access outside of the stated hours when the unit is manned then no concerns are raised.

5.10 **SCC Environmental Health (Contaminated Land)** - No objection.

## 6 Planning Consideration Key Issues

- 6.1 The key issues for consideration in the determination of this planning application are:
- The principle of development;
  - Local amenity; and
  - Parking, highways and transport.

### Principle of development

- 6.2 Permission for the supermarket was granted in December 2012. In early 2014 the unit was let to a national supermarket operator on a long-leasehold basis however, the decision was subsequently made by the supermarket operator not to occupy or fit out the store. Since 2014 the land owner has sought to secure an alternative foodstore operator for the unit with no success. Failure to deliver a food store in this location has also been impacted by the development and operation of a new Lidl food store which is approximately 0.3 miles from the site.
- 6.3 It is also noteworthy that the Centenary Quay development is currently only 50% complete. Once complete a supermarket in this location may again become viable. And this proposal does not prejudice future conversion.
- 6.4 The storage use is proposed to be located within an area of the site that was previously indicated as being used as the back of house space required for the food store. Proportionally the storage area would amount to 26% of the previous food store's floor area. The space has no windows and does not lend itself to conversion for more active uses easily. This further supports the Councils view that the proposed departure is acceptable; only a small proportion of the site is proposed to change:

Floor area sq.m.	
Food store (A1)	5732
Leisure use (D1)	4239
Storage use (B8)	1493
Additional Mezzanine Floor Space	948
Existing Mezzanine floor space	100

- 6.5 Furthermore the proposed space that would be changed is back of house space which is located to the rear of the unit and is internal to the site with no windows and limited natural light. This serves to restrict the possible range of users interested in occupying the space defined by the application. Notwithstanding this, the land owner has been approached by 'Sentry Self Storage' (SSL) a B8 self-storage operator for whom the space is perfectly suited.
- 6.6 Therefore whilst the site is allocated, by MSA18, for mixed use including retail and employment use the Council are able to justify support for the proposal.

### Local amenity

- 6.7 The Environmental Health Team are satisfied that the proposed use within the building will not generate significant noise. There is however concern raised regarding the coming and going of customers in vehicles, travelling on local roads, to the site which could impact local residents at anti-social hours of the day. The Environmental Health Team are however

satisfied that the proposed hours of operation will control the potential impact generated. The proposed hours of operation will accordingly be controlled by planning condition.

- 6.8 The approved foodstore would have been able to open between 07.00 to 24.00 (midnight).  
6.9 A planning condition can be added to ensure that the B8 operator is associated with domestic/business self-storage of limited scale rather than a commercial storage and distribution operator which would potentially have a much greater local impact.

#### Transport

- 6.10 The proposed storage centre will be served by the existing vehicular parking within the existing basement car park and the covered loading bay where items can be offloaded and transferred to the customer's storage unit using trollies provided. It is expected that vehicular movements will be at a significantly reduced frequency than would be otherwise required if the unit operated as a foodstore.  
6.11 With appropriate conditions to restrict the use so that a large scale storage and distribution operator is not permitted to operate from the unit it is not considered that the use will result in significant transport problems.

### **7 Summary**

- 7.1 The proposed use is acceptable taking account of the length of time that the unit has been vacant and the limitations the unit exposes in terms of lack of windows or public frontage. The scheme would also not prejudice the potential for the use to again change in the future back to foodstore. Furthermore the impact of the development on surrounding amenity is considered acceptable.

### **8 Conclusion**

- 8.1 It is recommended that planning permission be granted subject to relevant conditions.

#### **Local Government (Access to Information) Act 1985**

#### **Documents used in the preparation of this report Background Papers**

1. (a) (b) (c) (d) 2. (b) (c) (d) (e) (f) (g) 4.(f) (g) (vv) 6. (a) (b) 7. (a)

#### **Case Officer Initials for 12/03/2019 PROW Panel**

#### **PLANNING CONDITIONS**

##### **1.Full Permission Timing Condition (Performance)**

The development hereby permitted shall begin no 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).

##### **2.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.

##### **3.Restricted Use (Performance)**

Notwithstanding the Town and Country Planning (Use Classes) Order 1987 (as amended) or any Order revoking, amending, or re-enacting that Order, the development hereby approved shall be

used only for the purposes indicated in the submitted details, namely self-storage, and not for any other purpose, including any other use within Use Class B8.

Reason: In the interest of the amenities of neighbouring occupiers.

#### 4. Service Yard Access - [Performance Condition].

All access doors\gates serving the service yard area and used to access the B8 storage unit hereby approved shall remain open during the approved opening hours granted in association with the B8 storage unit.

REASON: To limit the potential for highways obstruction by customers' vehicles.

#### 5. Service Yard Use (Performance)

The servicing yard associated with the hereby approved use shall remain available for servicing purposes and at no time shall be used for any other purposes.

Reason: To ensure that servicing arrangements are retained for use by the operators of all units on site.

#### 6. Hours of Use (Performance)

The use hereby approved shall not operate outside the following hours:

08.30 – 20.00 Mon – Fri.

09.00 – 16.00 Sat and Sun

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

**POLICY CONTEXT**

City of Southampton Local Plan Review – (as amended 2015)

SDP1 Quality of Development

SDP5 Parking

SDP16 Noise

MSA18 Woolston Riverside, Victoria Road

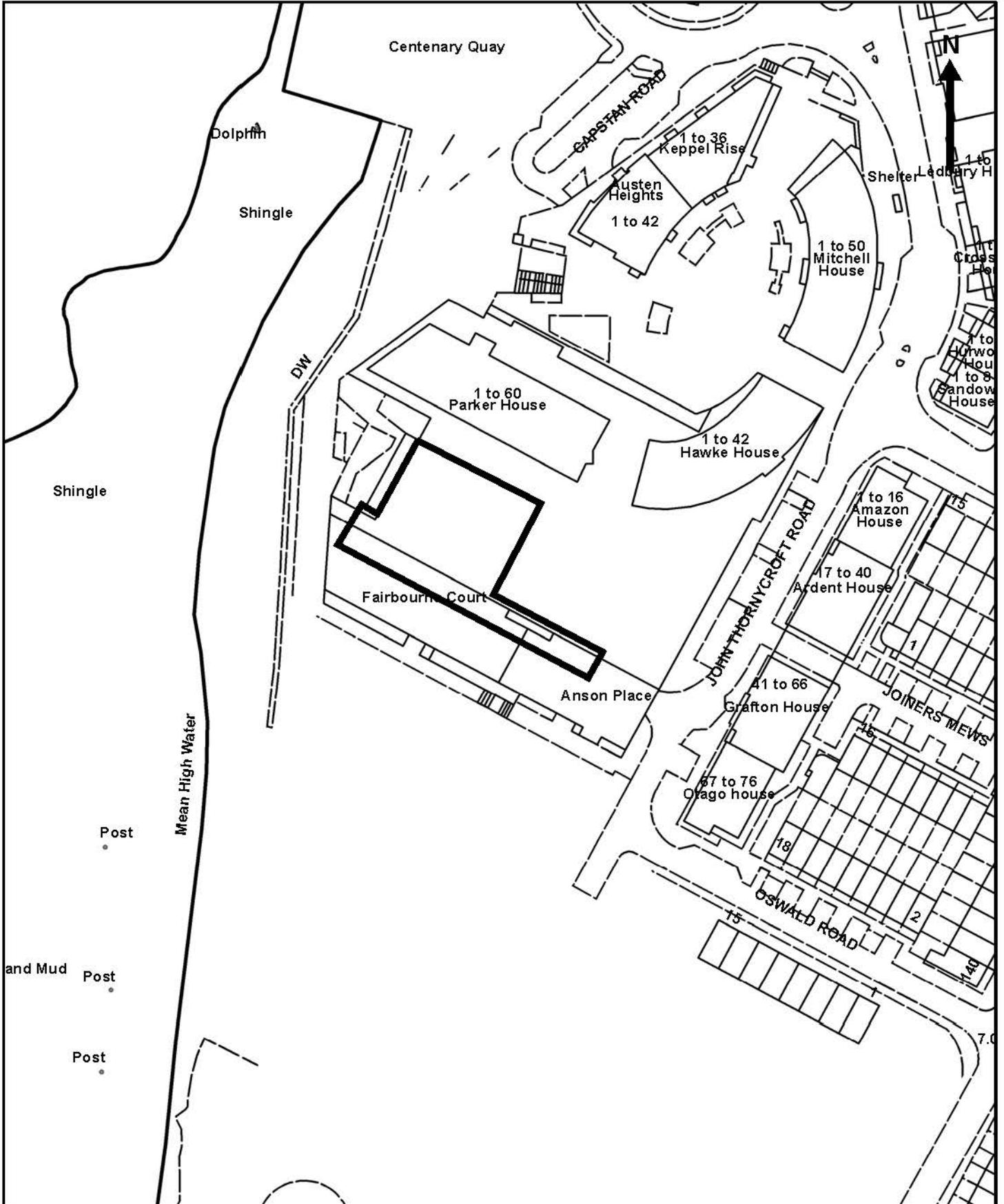
Supplementary Planning Guidance

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework (2019)

# 18/02228/FUL



Scale: 1:1,250

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