REF. NO. F/16/79253

PLANNING APPLICATION REPORT

DESCRIPTION/ ADDRESS	-	Raising roof of garage to form 1no. two bed dwelling with front & rear dormer windows, rear garden & retention of 5no. shared car parking spaces within garage. Variation of condition 8 of planning permission F/14/74543 to amend approved car parking layout. Moorgreen Farm Burnetts Lane West End Southampton SO30 2HH

SITE VISIT - Yes

ARE PLANS ACCURATE? - Yes

HAVE ALL NECESSARY NEIGHBOURS BEEN CONSULTED? - Yes

THE SITE AND ITS SURROUNDINGS

DESCRIPTION OF APPLICATION	Raising the roof of the existing garage from 4.4m to 6.6m to create two bed apartment on the first floor. The buildings roofline will be changed from hipped to gable ended and 3no. pitched roof dormer windows & 1no. roof light added to the front and rear elevations. Five of the existing six car parking spaces will be retained within the garage, with the final space being removed to make way for a new staircase. A garden will also be created along the north western side and part of the front of the building. Planning permission has already been secured for the neighbouring large barn to be converted into three dwellings (F/14/74543). The permission includes 17 car parking spaces, 6 within a new car parking barn and the remainder within the central courtyard. The proposal will remove the parking barn in favour of an uncovered parking area and will rearrange the 17 spaces within the courtyard.
SITE AREA	Approximately 550m2
RESIDENTIAL DEVELOPMENT DENSITY (NET)	18 dwellings per hectare
TOPOGRAPHY	Relatively flat
TREES	None affected
BOUNDARY TREATMENT	Building opens straight out onto the farm yard.
SITE CHARACTERISTICS AND CHARACTER OF LOCALITY	The proposal is to extend the single storey detached outbuilding used as a garage. The building is constructed from bricks with a tiled pitched roof and is one of a number of old barns within the moorgreen farm site. The site also contains more modern additions and buildings, many of which are used as part of the riding stables. The site is surrounded by countryside and is access via a long private driveway from Burnetts Lane. The farm house is in a residential use and is grade II listed as *"C16 origin with C18 and C19 extensions/alterations. Two storeys. Half-timber exposed on first floor at one end; old chimney stack.*

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THE SITE AND ITS SURROUNDINGS

	Red tile with catslide at rear. Walling generally red brickwork. Mixture of casements and sashes." The granary is also grade II listed.

RELEVANT PLANNING HISTORY

REFERENCE	DESCRIPTION	DECISION
L/16/79252	Listed Building Consent: Raising roof of garage to form 1no. two bed dwelling with front & rear dormer windows, rear garden & retention of 5no. shared car parking spaces within garage. Variation of condition 8 of planning permission F/14/74543 to amend approved car parking layout.	Valid
F/14/74543	Conversion & alterations to barn to form 2no. 4 bed & 1no. 3 bed dwellings with associated barn for car parking, amenity areas & landscaping	Permit February 2015
L/14/74542	Listed Building Consent: Conversion & alterations to barn to form 2no. 4 bed & 1no. 3 bed dwellings with associated barn for car parking, amenity areas & landscaping	Granted February 2015

REPRESENTATIONS RECEIVED

SOURCE	SUMMARY OF CONTENT
None	

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
Conservation and Listed Building Officer	This proposal almost follows the cross section of the existing built form on the west side of the farmyard to the rear of the listed farmhouse and across the road from the listed granary (which is in urgent need of repair before it becomes more rotten again requiring even greater input and expense). With the larger barn building across the northern side of the yard and a wall to the south side and east side too with the house, this will feel like an arm from the body (barn) protecting the yard which will feel a better size without the formerly proposed vehicle shelter reducing the apparent extent. The existing building to be replaced has a hipped roof and is obviously lower so acting as a transition piece from the main barn down to the granary which will be lost with new gable end just across the road. Changing this end to a hipped gable set just above the window would soften the abruptness of the end gable and help lead the eye down to the granary leaving the majesty of the barn gables supreme so not altering the setting of the listed granary too much. It is most important that the new ridge height does not exceed that of the south arm of the northern barn.
Transport & Engineering	<u>No objection</u> One comment however would be that 5 parking spaces are shown within the barn conversion as under cover car ports. Outside of this, 7 spaces are proposed, which could be obstructive to the movement in and out of the car ports. Spaces would be better if lined up.

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CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
	It is my understanding that the site will consist of 1 x 2-bed / 1 x 3-bed / 2 x 4-bed dwellings, and as such a minimum parking quantum would be 10 spaces, and as such to lose 2 spaces to enable this lining up would not be an issue. Similarly space 16 is potentially obstructive to space 1 and so this could be removed also if developers so wished.
West End Parish Council	No objection
Ecology	Objection Thank you for consulting me on the above application. The site is adjacent to two SINCs however the proposed work will be unlikely to impact on these sites being some way from the boundaries. **Bats** Within the previous application 4 brown long eared and pipistrelle roosts were found within the coach house and barn and a protected species licence has been issued. It is purposed that this licence be extended to cover the stripping of the garage roof. I understand from Lynsey Carrington that no contact has been made with the company to discuss this. Unfortunately licences are issued for the work detailed within them and cannot be used for further development. I am also concerned that if the licence has not been enacted there could be a need to reapply for the original licence. It would not be appropriate to rely on the previous survey results as these are out of date. Due to the historic and current records of bat use within the site, the nature of the works and the outdated survey I **object** to the granting of permission until such time as the bat potential of the garage has been established. An internal/ external survey should be undertaken within the garage to assess its bat potential. If the building contains bat potential further emergence surveys will be required. As the survey season is now over these surveys will need to be carried out and appropriate mitigation provided within the development design.

POLICY CONTEXT

DESIGNATION APPLICABLE TO SITE
Outside Built-up Area Boundary - Countryside Within Special Protection Area-recreational disturbance zone Affects the setting of Grade II Listed Building Within HRA Screening Area Special Protection Area-recreational disturbance zone

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DEVELOPMENT PLAN SAVED POLICIES, EMERGING LOCAL PLAN POLICIES AND SPD'S

Eastleigh Borough Local Plan Review (2001-2011), saved policies: 1.CO (Countryside), 16.CO (Residential Conversions), 59.BE (Development Criteria), 100.T (Minimise Travelling), 104.T. (Parking), 174.LB (Listed Buildings).

Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014: S1 (Sustainable Development), S9 (Countryside), DM1(Development Criteria), DM5 (Drainage), DM9 (Nature Conservation), DM10 (Heritage Assets), DM24 (Parking), DM29 (Internal Space Standards).
The Submitted Local Plan comprising:

- Revised Pre-submission Eastleigh Borough Local Plan 2011 - 2029, published February 2014; and
- Schedule of Proposed Minor Changes, submitted to the Secretary of State in July 2014'

Supplementary Planning Documents:
Quality Places
Residential Parking Standards
Biodiversity

NATIONAL PLANNING POLICY GUIDANCE

National Planning Policy Framework

POLICY COMMENTARY

The above policies and guidance combine to form the criteria against which this application will be assessed.

COMMENT ON CONSULTATION RESPONSES

N/A

COMMENT ON REPRESENTATIONS RECEIVED

Comments are noted and will be considered in the assessment section.

Transport & Engineering - The car parking spaces within the garage will continue to be accessed from the south western side so will not be impeded by the row of car parking spaces on the north eastern side of the building.

PLANNING OBLIGATION/CONSIDERATIONS

The site falls within the Solent mitigation and disturbance fund area as it is within 5.6km of the coastline. Within this area a contribution of £174 for each new dwelling is to mitigate the increased recreational pressure from the development on the protected coastline.

ASSESSMENT OF PROPOSAL

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Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

"If regard is to be had to the development plan for the purpose of any determination to be made

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In addition, the proposal affects a Listed Building or its setting and section 66(1) of the Planning (Listed Building & Conservation Areas) Act 1990 states:

"In considering whether to grant planning permission for development which affects a Listed Building or its setting, the Local Planning Authority … shall have regard to the desirability of reserving the building or its setting or any features of special architectural or historic interest which it possesses".

In this case policy issues for consideration include:

Policy 1.CO of the local plan prevents development within the countryside unless; it is necessary for agricultural, forestry or horticultural purposes; it is for an outdoor recreational use; it is essential for a public utility or an existing health or educational facility; or covered by a specific countryside policy with the existing local plan. Policy 9.CO of the local plan only allows new dwellings within the countryside where they are for agricultural, horticultural or forestry workers.

Policies 15.CO & 16.CO of the Local Plan only allows existing building to be converted to a residential use when the following criteria are met *(applicable elements):*

i. a residential use is preferable because it ensures the protection of the amenities of nearby housing and/or the rural environment and generates less traffic;
ii. a residential use is the most appropriate means of protecting and retaining the character of a building of architectural or historical interest or its setting; and
iii. New domestic features, such as garages, sheds and amenity areas are sited as close together and inconspicuously as possible, preferably enclosed within an existing group of buildings or a walled yard.
iv. the Council is satisfied that the building is not required nor is likely in the foreseeable future to be required for agricultural purposes
v. the building is of a sound construction with a reasonable expectation of life and lends itself to conversion without significant building work being required.
vi. the design of any conversion or alterations retains the intrinsic qualities of the building and avoids inappropriate external alterations;
vii. the proposal takes the form of a self-contained conversion, with no new buildings and any extensions comply with Policy 11.CO;
viii. the development does not result in an unacceptable level of traffic generation

Policy 59.BE of the Local Plan requires development to take full and proper account of the context of the site including the character and appearance of the locality and be appropriate in mass, scale, materials, layout, design and siting. It also requires a high standard of landscape design, have a satisfactory means of access and layout for vehicles, cyclist and pedestrians, make provision for refuse and cycle storage and avoid unduly impacting on neighbouring uses through overlooking, loss of light, loss of outlook, noise and fumes.

Policy 100.T expects development to be sited close to, or well served by, public transport, cycling and walking. Policy 104.T states permission will only be granted for development that provides

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adequate off-highway parking provision.

Policy 174.LB states that the alteration or extension of a listed building or any development within the curtilage of a listed building will not be permitted if it would result in a detrimental impact on the building or its setting.

ASSESSMENT

Principle

Moorgreen Farm is in an isolated position surrounded by open countryside and can only be accessed via a long, narrow, lane serving the small collection of buildings and riding stables. Para 55 of the NPPF (National Planning Policy Framework) looks to refuse new isolated homes in the countryside unless there are special circumstances, such the scheme being of an exceptional quality and innovative design; being the optimal use to secure the future of a heritage asset; or reusing a redundant building which would lead to an enhancement of its immediate setting.

The single storey outbuilding was an old stable building, which along with the larger two storey barn to the north, Grade II listed farm house and Grade II listed granary, forms part of the historic farm yard. The two storey barn to the north has received planning permission for a residential conversion as it was considered that the scheme would sympathetically restore the disused building and provide an enhancement to the setting of the listed farm house (thus accords with the NPPF).

The proposal differs from the neighbouring scheme in that the barn is not redundant, but rather is used for car parking which will continue under the current proposal. While it is acknowledged that the building would benefit from restoration, it nevertheless sits fairly unobtrusively alongside the collection of old farm buildings enclosing the courtyard on its south western side. Rather than simply converting the shell of the existing structure, the proposal will double its size by adding a whole new gable ended first floor and converting this area for the two bedroom apartment. Having sought the views of the Conservation Officer, it is considered that there is potential for a first floor to be added to the building as this could create a better relationship with the adjoining buildings. However, the development would need to be of a high quality and provide significant enhancements to the setting of the listed building in order to justify an additional dwelling in this isolated countryside location. The proposal in its current form does not meet this requirement.

Character, Appearance and Layout

The extended building continues to turn its back on the courtyard and instead presents an uninspiring and bland elevation consisting of a long blank wall and gable ended roof broken up by just two small dormer windows. There is little detailing on the building to enhance its character with the entrance to the dwelling hidden behind the garden wall and the openings in for the garage not reflecting a traditional barn. Although the small dormer windows make reference to the design of the approved barn conversion, the proposal could go much further than this by replicating some of the brick detailing and features present on the main barn, which would provide continuity between the buildings and make the proposal sit better within its environment. The proposal should also give the dwelling a clear entrance and this could be a feature which would provide much needed interest to the otherwise

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uninspiring building. Indeed the proposal completely misses the opportunity to re-orientate and enhance the appearance of the tired outbuilding, which could in turn improve the setting of the listed farm yard.

In its current form, the proposal would create a bland, bulky and unappealing building that fails to take the opportunities available to improve the setting of the listed farm house and collection of buildings. As such the proposal is contrary to Saved Policies 59.BE & 174.LB of the Eastleigh Borough Local Plan (2001-2011), Policy DM1 & DM10 of the Submitted Eastleigh Borough Local Plan (2011-2029) and guidance within the National Planning Policy Framework.

Moving forward the extended outbuilding should be re-orientated to front the courtyard in order to make the most of its setting. At present there is a row of nine car parking spaces in front of the building along this elevation, with a total of seventeen spaces provided within the courtyard for the farm house and new dwellings. This is an over provision of car parking with the residential parking stands only requiring ten car parking spaces (two spaces for each two and three bed unit and three spaces for four or more bed units) plus provision made for visitor parking. Reducing the car parking would free up space next to the building and allow the proposal to be turned round so it addresses the courtyard and collection of old farmyard buildings.

In fact the buildings appearance and function would be enhanced by removing the ground floor parking completely and using the whole building as a single dwelling. The dwelling could either be a simple conversion of the existing single storey structure or a first floor could be added to create a two storey house with a garden across the rear of the building. The scheme should also make improvements to appearance of the courtyard by tidying up the area and improving the landscaping, particularly in front of the buildings and around the site entrance. The site entrance would benefit from a tree to add greenery and to screen views of the bins which otherwise would be the first view of the site. With these changes to the proposal and its external areas it has the potential to become an attractive development that would enhance the setting of the courtyard and listed farm house.

Living Environment

Policy DM1 of the submitted Eastleigh Borough Local Plan states that development should not have an unacceptable impact on, and where possible should enhance 'residential amenities'. This is expanded upon in Paragraph 17 of The National Planning Policy Framework that requires development to "always seek to secure a good standard of amenity for all existing and future occupants of buildings".

While the upper floor of the building meets the council's numerical floor space standard (of 66m2 for a two bed flat), the actual living area is restricted to the more central portion of the building due to the pitched roof not providing sufficient head height in a wide stretch where it meets the eves. Even with the small front and rear dormer windows the size of the living spaces are significantly restricted inevitably making the two bed flat feel cramped and less appealing.

Furthermore, the flat would be sited directly above five car parking spaces, the majority of which are likely to be used independently of the new dwelling. The movement of cars directly underneath the dwelling's floor would create significant noise that would travel through the building. The residents of

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the proposed flat would have no control over these vehicle movements, which could be during the quieter evening or early morning periods and so create an unacceptable level of disturbance to the upstairs residents, much more than would reasonably be expected living next to a riding stables.

As such the proposal will create a poor quality living environment, detrimental to the amenity of its future occupiers and contrary to Policy DM1 of the Submitted Eastleigh Borough Local Plan, The National Planning Policy Framework and Quality Places Supplementary Planning Document.

Nature Conservation

Previous surveys submitted as part of the nearby barn conversion found four brown long eared and pipistrelle roosts within the coach house and barn. The garage building also has the potential of bat roosts, particularly in its current state and with the known presence of bats in the nearby buildings. The submission does not include any bat surveys, which are a protected species and their roots maybe disturbed as part the development.

An internal/ external survey should be undertaken within the garage to assess its bat potential. If the building contains bat potential further emergence surveys will be required and appropriate mitigation provided. An objection has been raised by the Council's Ecology Officer and based on the lack of survey and migration this will form an additional reason for refusal.

Residential Amenity

The proposal will add a first floor to the existing building and introduce front and rear dormer windows to serve the dwelling. The building is directly opposite the farm house, but as there is a distance of 22m between the two buildings the proposal is not considered to unacceptably harm the amenity of the main farm house residents.

It is noted that the proposal will severely restrict the light to the bedroom window in the southern side of the adjoining barn. However, it should be fairly simple to add an additional window to the front or back of the barn in order provide daylight and an outlook for this room.

With a slight alteration, the proposal is not considered to harm the amenity of neighbouring residents by way of a loss of light, outlook or overlooking.

Other considerations

- The proposal provides sufficient car parking and no objection has been raised by the Transportation Team, although slight adjustments to its layout are required.
- As the proposal will add an additional floor to the existing garage building it is not considered to result in a likely significant impact on a European Protected site (SPA,SAC or Ramsar). HRA (Habitat Regulations Assessment) screening was not required for this development even though it falls inside the designated zone of impact.

OTHER MATERIAL CONSIDERATIONS

Reference needs to be made to the submitted Eastleigh Borough Local plan 2011-2029 July 2014. However, very little weight can be given to these policies as, although the Submission Local Plan has not been formally withdrawn, the Council has confirmed that it has decided to prepare a new local plan which will cover the period up to 2036. With regard to this application, the new policies essentially echo those of the current plan and are not considered to affect the recommendation put forward.

CONCLUSIONS

Recommend refuse