**REF. NO. C/15/75937**

## PLANNING APPLICATION REPORT

| | | |
|---|---|---|
| DESCRIPTION/ ADDRESS | - | Change of use of building from mixed A1 (retail) & B1 (office) to 3no. one bed & 1no. two bed dwellings with associated communal garden, cycle & bin storage<br>Capstan House High Street Hamble-Le-Rice Southampton SO31 4HA |

SITE VISIT - Yes

ARE PLANS ACCURATE? - Yes

HAVE ALL NECESSARY NEIGHBOURS BEEN CONSULTED? - Yes

**THE SITE AND ITS SURROUNDINGS**

| | |
|---|---|
| DESCRIPTION OF APPLICATION | Change of use from mixed A1 (retail) & B1 (office) to residential. There will be a two bed dwelling on the ground floor, which has access to a 22.8m2 area of private outdoor space. The remaining 3no. one bed dwellings are spread over the ground and first floor and have access to 23.6m2 of shared outdoor space. This includes the area for existing shed which will be used for cycle storage. Bins are stored at the rear of the building next to the side access. No car parking is provided with the scheme.<br><br>The only external alteration is the addition of two doors on the ground floor rear elevation. There are also a number of patrician walls that are being removed or installed to accommodate the new residential use. |
| SITE AREA | 803m2 |
| TOPOGRAPHY | Relatively flat |
| RESIDENTIAL DEVELOPMENT DENSITY (NET) | 50 dwellings per hectare |
| TREES | There are some trees in the adjoining rear gardens, but none of significant amenity value. |
| BOUNDARY TREATMENT | Building is positioned hard up to the pavement. The rear area is surrounded by the walls of neighbouring buildings and mixed height fencing. |
| SITE CHARACTERISTICS | Two storey detached building set in a small plot. Building is grade II listed as: *C18. Two storeys. Probably 3 window facade, covered by hipped roof, but with half-hipped front gable. Tile roofing. Brickwork in Flemish bond, red with blue headers. Old style windows and door case.* |
| CHARACTER OF LOCALITY | The property is in the middle of Hamble Village Centre, where there is a mixture of shops, food outlets, offices and some residential dwellings. |

**RELEVANT PLANNING HISTORY**

| REFERENCE | DESCRIPTION | DECISION |
|---|---|---|

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**RELEVANT PLANNING HISTORY**

| REFERENCE | DESCRIPTION | DECISION |
|---|---|---|
| Z/16418 | Change of use from offices to doctors surgery | Permit Sep 1975 |
| L/15/75900 | Listed Building Consent: Change of use of building from mixed A1 (retail) & B1 (office) to 3no. one bed & 1no. two bed dwellings with associated communal garden, cycle & bin storage. | Vaild |

**REPRESENTATIONS RECEIVED**

| SOURCE | SUMMARY OF CONTENT |
|---|---|
| 1 letter of objection | The ground floor of the building is currently home to the Sea, Sky, Art Gallery and the loss of this business and the associated retail premises would have a significant impact on the long term commercial viability of our High Street.<br><br>If Capstan House is downgraded to residential use, just two retail outlets would remain along the High Street and it seems impossible that the retail side of Hamble could ever be regenerated with so few commercial properties remaining.<br><br>With a wide choice of pubs and restaurants in a very small geographic area the village is already renowned for being a popular drinking destination, but there is a desire among the diverse local business community that the identity of our village is not monopolised and defined by this.<br><br>In fact, a 'Love Hamble' campaign which aims to bring a wider range of visitors to the village is due to be launched by the Hamble Business Women's Group next month. The campaign specifically aims to attract visitors to the village during weekdays when it is currently very quiet. Economic regeneration initiatives of this type will be impossible if we are not able to retain our commercial premises.<br><br>Additionally, there is the pressure of parking in the village. Four new dwellings on the High Street would likely mean at least four more cars in the village car park. The capacity of the car park is regularly exceeded at weekends and during holidays, meaning more cars trying to park in non permit areas of the village. It is already a struggle to park on Satchell Lane and increasing the number of dwellings without allocated parking will only exacerbate this problem. |

**CONSULTATION RESPONSES**

| CONSULTEE | SUMMARY OF RESPONSE |
|---|---|
| Transportation & Engineering | <u>Objection - Lack of on-site vehicle parking</u><br><br><u>Transport Policy Officer</u><br>In regard to parking, as a minimum, the development would require five 'unallocated' on-site parking spaces. These spaces would need to be unallocated via condition to prevent future allocation. It would however |

**CONSULTATION RESPONSES**

| CONSULTEE | SUMMARY OF RESPONSE |
|---|---|
| | be suggested that fully allocated parking (8 spaces required) would be more appropriate given the quantum of development - 4 units.<br><br>Unfortunately though, no on-site parking spaces are proposed, and as a 'new or change of use development' it has been confirmed to me by parking services that if the application were approved, future residents would not be entitled to Residential Parking Permits on the Hamble Square CPZ. As such, the development would result in an increase in highway parking.<br><br>The highway is provided for the free passage of vehicles, and highway parking would not only obstruct this, but onwards has the potential to result in a road safety issue either as people attempt to pass the stationary vehicle or have visibility restricted.<br><br>NB: This development is located within a resident's parking scheme and it is Council policy that residents of all new developments* will not be eligible for parking permits. (*development means the construction of new or replacement buildings or alterations to existing buildings that result in an increased demand for parking not catered for within the development).<br><br><u>Development Control Engineer</u><br>What is floor space of current buildings uses, how does parking requirement for current uses compare with proposed use? A residential use may generate less traffic/servicing needs than a commercial use. |
| Hamble Parish Council | It was resolved to leave the decision to the officer whilst also expressing a concern of the lack of onsite car parking facilities/availability. |
| Conservation Officer | <u>Holding Objection</u><br><br>From the building's point of view the class of use proposed is a return to it's original function, so I have no objection to that. The nature is obviously different however in being a number of flats as opposed to a single dwelling.<br><br>The partition coming into the middle of the side window in unit B is not good and I would suggest that this plan is reversed to have the bedroom at the rear which will avoid the window/partition conflict, have the bedroom closer to the bathroom, less likely to be disturbed by the access to the two upper flats, allow sunshine into the sitting room and not be in conflict with the upstairs layout.<br><br>The rear extensions look very 1960's/70's and do nothing for the building, but even worse are all the plastic windows in a listed building. A change of this nature should have been subject to a Listed Building Consent application which should not have been granted if it was applied for. The one in the east wall and those in the rear of timber framed extension at the west end will have to be changed whether this application is successful or not. The windows in the extension, while being an eyesore to the conservation area are not so important but their |

**CONSULTATION RESPONSES**

| CONSULTEE | SUMMARY OF RESPONSE |
|---|---|
| | change would be a benefit to that part of the conservation area they overlook. |

**POLICY CONTEXT**

| DESIGNATION APPLICABLE TO SITE |
|---|
| Within Built-up Area Boundary<br>Within Local Centre – Shopping Area<br>Within Hamble Conservation Area<br>Grade II Listed Building |

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

Eastleigh Borough Local Plan Review (2001-2011), saved policies: 59.BE, 140.TC & 169.LB

Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014**:** DM1, DM10 & DM20
(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 Document: Quality Places & Residential Parking Standards

**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 REPRESENTATION & CONSULTATION RESPONSES**

The proposal impact on Hamble Village Centre, the conservation area and car parking provision will be discussed in the assessment section. The Conservation Officer's comments are noted – although the patrician wall does not require planning permission (only listed building consent) and the previous extension is not under consideration as part of this planning application.

**PLANNING OBLIGATION/CONSIDERATIONS**

A contribution of £172 per unit is required towards the solent mitigation and disturbance project. This is a site specific requirement towards a conservation project.

**ASSESSMENT OF PROPOSAL**

**DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND**

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".]*

The site also lies within a Conservation Area and Section 71(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states:

*"In the exercise, with respect to any buildings or other land in the Conservation Area of any powers (under the Planning Acts), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area".)*

**Local Plan Policies**

Policy 59.BE 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 140.TC states that proposals for development or a change of use on ground floors from a shop, financial service, restaurant, drinking establishment or hot food takeaway to a use which does not attract customers, within the shopping area identified on the proposals map, will not be permitted.

Policy 169.LB includes the provision that proposals within conservation areas must preserve or enhance the character and appearance of the conservation area or its setting.

**ASSESSMENT**

**Impact on Hamble Village Centre**

The building is within the heart of Hamble Village Centre, which has a range of specialist shops, food outlets and marine related businesses. The building is currently divided into three units; a gallery on the ground floor; a Royal Yachting Association office split over the ground and first floor and a vacant office on the first floor. These occupied units bring in customers to the village centre and add to the variety of outlets within Hamble. Hamble is a relatively small centre and so it is important to retain a variety of retail and commercial outlets in or to continue to attract customers and support the local economy. In contrast the proposal residential conversion will not attract customers and will reduce the variety and number of commercial outlets within Hamble. As such the proposal is contrary to Policy 141.TC of the Eastleigh Borough Local Plan.

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**DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND**

**Car Parking**

To accord with parking standards a minimum of five 'unallocated' on-site parking spaces need to be provided. Due to the small size of the development the preference would be for these spaces to be allocated in which case the number of car parking space rises to eight (i.e. two spaces per unit). The proposal is unable to accommodate any off road car parking and so is contrary to residential parking standards SPD.

The site is located within a controlled car parking zone and it is the Council's policy that new residential development is not entitled to Residential Parking Permits. As such the new residents would not be able to park their cars in the immediate locality and this would result in increase pressure on highway parking on the outer edges of Hamble and further obstructions to highway safety. As such an objection has been raised on highway safety grounds by the Council's Transport Policy Officer.

It is noted that the current gallery and office uses attract customers and will create more vehicle trips than the proposed residential use. However, the customers are likely to stay for just short periods of time and the trips are likely to be combined with visits to other outlets or for leisure purposes. For these types of short stay trips it is reasonable for customers to use either of the two nearby pay and display car parks. This is not a viable option for long term residential uses which require a permanent form of car parking. As such the proposal is contrary to Policy 59.BE of the Eastleigh Borough Local Plan.

**Conservation Area**

The site is located within the heart of the Hamble Conservation Area, where development is required to preserve or enhance the character and appearance of the locality. The proposal involves no significant work to the external appearance of the building to convert it into residential use. The only external work being the addition of two new entrance doors to access the ground floor flats. These doors are located on the private rear elevation of the building where they will not be viewed from the public realm. As such the proposal is considered to preserve the character of Hamble Conservation Area, in line with Policy 169.LB of the Eastleigh Borough Local Plan.

**Other Issues**

- The proposal involves no external building works and its main windows will not directly look into the adjoining dwellings. As such the proposal will not impact on the residential amenity of neighbouring dwellings, by way of a loss of light, outlook or overlooking. In this regard, the proposal accords with Policy 59.BE of the Eastleigh Borough Local Plan.
- The proposal meets the council's minimum internal floor space standards as set out with Policy DM29 of the emerging Eastleigh Borough Local Plan.
- The proposal provides over 3 square metres per unit of outdoor amenity space, which is the guideline set out within Quality Places SDP. The document goes on to state *"the size of the outdoor space should be increased where excessive shading renders significant area of the garden unusable due to neighbouring building or structures, trees and orientation."* In this case, the rear outdoor space is north facing and so overshadowed by the two storey building and the space to the side is overshadowed by the neighbouring house (Pump Cottage). Therefore it is arguable how useable the outdoor space will be for the residential dwellings.
- The site falls within designated zone of impact for a HRA (Habitat Regulations Assessment).

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**ASSESSMENT OF PROPOSAL**

**DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND**

However, the proposal involves no significant external works and therefore HRA screening is not required for this development .The proposal is not considered to result in a likely significant impact on a European Protected site (SPA,SAC or Ramsar).

**OTHER MATERIAL CONSIDERATIONS**

Also of relevance is the Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014. While not yet adopted it does carry weight by virtue of being intended as the current local plan's replacement. With regards 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