

Addition of Dormer Roof  
Extensions & Conversion of Boat  
Storage Building to form Self-  
Contained 1 Bedroom Dwelling  
with Amenity Area; Construction  
of 1.7m Brick Built Boundary  
Wall; Retention of Boundary  
Hedge at 2.0m in Height;  
Provision of Secure Cycle Parking  
and Refuse Storage Facilities  
with Vehicle Parking &  
Landscaping (Revision of  
F/22/92654)

At

Barncroft Corner, Farm Close,  
Hamble-Le-Rice, SO31 4RZ

## Planning, Design & Access Statement



**Figure 1** Existing Building on Corner of Farm Close & Meadow Lane

Applicants:  
Mr Magnus Leask & Miss Cailah  
Leask

## 1.0 Introduction & Background

1.1 This application seeks a grant of planning permission for the conversion of the existing single storey building to form a one-bedroom dwelling. Over the past 15 years the building has been the subject of several planning applications seeking its conversion to residential use, as well as an application for a lawful development certificate which sought to demonstrate that the building had a lawful use as a boat and boat equipment store. All applications have been refused by the Local Planning Authority (LPA).

1.2 The building the subject of the application was originally constructed with an intended use as a refuse and bicycle store during the early 2000s. Since its construction the building has not been used for these purposes. The applicants purchased the application building on 15<sup>th</sup> March 2010 and have used it continuously, ever since this date, for the storage of their boats together with boat equipment.

1.3 In 2007 the first of five planning applications (LPA Ref: F/07/59787) sought permission for the use of this building as a two-bedroom dwelling. This was refused by the LPA and then dismissed at appeal. The Inspector noted that: the dwelling, with two bedrooms, was likely to be occupied by a small family and that its garden would have a “lack of security and privacy”; one bedroom would immediately adjoin a garage; one bedroom window and one lounge window would abut a grassed area of public open space, and; the rear door would open directly into the parking courtyard. The Inspector also considered the scheme not include appropriate provision for infrastructure.

1.4 The next application submitted in 2018 (LPA Ref: F/18/84270) also sought permission for a 2-bedroom dwelling. The layout of this dwelling was similar to the 2007 scheme with one of the two bedrooms positioned adjacent to a garage and the other next to the vehicle access serving the parking court. This proposal differed from the earlier scheme as it did not have any windows with an outlook over the public open space to the south. The LPA refused this application for similar reasons to the scheme in 2007. However, the LPA also added a further reason for refusal relating to the loss of a refuse and cycle storage facility.

1.5 Each of the subsequent planning applications have sought permission for a 1-bedroom dwelling. Application F/20/88507 was refused by the LPA on 16<sup>th</sup> November 2020 on the grounds that future occupiers would be subjected to harmful to the living conditions (noise and disturbance); the loss of a bin and cycle store, and; failure to provide mitigation for the impact of increased recreational pressure and increased nitrates from the development on the Solent and Southampton Water Special Protection Area.

1.6 This decision was appealed (Planning Inspectorate Ref: APP/W1715/W/20/3265825) and whilst the Inspector was of the view that *“...noise disturbance associated with vehicular movements entering and leaving the courtyard and the opening and closing of the sliding security gate ... would... likely disturb the sleep of future occupiers of the proposed development...”* he considered that *“The proposed development would not, however, result in the loss of the use of the appeal building as a bin and cycle store...”* and that *“...considering its modest size and simple design it would not cause harm to the character and appearance of the area...”* The applicant provided mitigation in relation to habitat disturbance and nitrate pollution, however, the Planning Inspector concluded that *“...given my overall conclusion on the living conditions main issue it has not been necessary for me to pursue this matter any further.”*

1.7 Following the issue of the Inspectors decision on F/20/88507 the applicant submitted a fourth planning application (LPA Ref: F/21/91243) for the use of the building as a one-bedroom dwelling. This application positioned the dwellings one bedroom at its south-west corner – a location sited which meant the bedroom had no ‘party wall’ with either a garage or with the sites garage court access. On 23<sup>rd</sup> September 2021 the LPA refused application as it was considered: (i) that the siting of the bedroom next to the Farm Close turning head would be harmful to the living conditions of future

occupiers, by reason of noise, fumes and headlights from vehicles, and; (ii) the proposal failed to provide mitigation against increased recreational pressure and nitrate pollution of the Solent and Southampton Water Special Protection Area.

1.7 On 16<sup>th</sup> March 2022 a fifth application F/22/92654 was submitted to the LPA. This scheme proposed a revised layout providing a bedroom within the building's roof space. This proposal was facilitated by the addition of two small hipped roofed dormers to its west facing roof plane. The bedroom would not have shared a party wall with the adjoining garages or be located immediately next to the garage court access. The bedroom windows were in an elevated position well above the level of the adjacent Farm Close carriageway and out of the direct line of sight of vehicle headlights resulting in a significant reduction in the harm caused by noise, fumes and headlights.

1.8 Notwithstanding the revisions the LPA refused the application on 4<sup>th</sup> May 2022 for the following reasons:

- “1. Based on the limited information provided, it is considered that the proposed first floor bedroom would result in a poor-quality living environment in term of its lack of useable space and lack of noise insulation and temperature control...
2. The application fails to provide for the required mitigation to offset the impacts of the development on the European protected site (SPA, SAC and Ramsar) from nitrogen loading and recreational disturbance generated by the population increase resulting from the development...”

1.9 The applicants were naturally very disappointed with the LPAs decision. They have, however, carefully considered the LPAs stated concerns and have revised the scheme once again. This application proposes a double bedroom at ground floor level that:

- a) Would not have a 'party wall' with either a garage or the undercroft access which serves the garage court;
- b) Would not be next to Farm Close turning head (i.e. future occupiers of the bedroom would not be subjected to noise, fumes and headlights from vehicles turning on the public highway), and;
- c) Which would provide a bedroom that is compliant with the nationally described space standards.

1.10 Given past concerns regarding noise this application is submitted with a report by acoustic consultants Airtight Noisecheck. Having assessed the application site's noise environment the consultant's report recommends the installation of appropriate acoustic attenuation measures to the building to mitigate any potential adverse noise. The report concludes *“The future residents of the scheme should not be adversely affected by the noise sources apparent at the site and noise should certainly not be a reason for refusal of the conversion of the boat store into a residential dwelling.”*

1.11 This statement describes our client's proposal and places it in a context with relevant national and development plan policy, guidance and advice. It will be concluded that our client's application should receive support and be granted planning permission.

## **2.0 Application Site Description**

2.1 The application site is located on the corner formed by the east side of Farm Close and the south side of Meadow Lane in Hamble-Le-Rice. The single storey building, which was originally constructed as a refuse storage building, to be used in association with the Admiralty Row residential development. The building has never been used as a refuse store and is considered to have a lawful

use as a boat and boat equipment store. The site falls within the designated 'Urban Edge' and is within the Hamble Conservation Area.



**Figure 2**      *Application Site and Surrounding Area*

2.2      The application building is constructed with brick elevations beneath a clay tiled, ridged roof. Areas of amenity land are located to the west (within the application site) and south (outside the application site) of the building which are currently enclosed by black painted metal railings behind which are hedges. To the north of the building is a vehicular access which allows entry, via an 'underpass', into a small garage court. Entry to the parking court is controlled by a mechanically operated security gate. Beyond the access to the north are three further garages which are accessed directly from Farm Close. Adjoining the building to the east are two garages which are accessed via the entrance from Farm Close. These garages are owned by a single household who are able to manoeuvre, but not park, vehicles within the parking court.

2.3      The red line of the application site includes the application building and enclosed amenity space to the west, the site access (together with the roof space above the 'undercroft' access) from Farm Close, the turning and manoeuvring area within the garage court, as well as a gated footpath link running adjacent the sites northern boundary.

2.4      It is apparent that housing within the immediate vicinity of the site consists of high-density residential development with many dwellings being located adjacent vehicle parking areas (Admiralty Row, Liberty Row) or over garages or parking/garage court accessways (48 Meadow Lane). Many of these dwellings have little by way of private amenity space. Satchell Lane, which is to the east of Admiralty Row, comprises a mix of both bungalow and two storey housing with frontages facing towards a busy road. The site is also within walking distance of Hambledon High Street with all its associated shops and services.

### **3.0      Planning History**

3.1      The following planning history is considered relevant to the determination of this planning application.

**Z/38314/002/00**

**Construction of Garaging, cycle store, bin store and access from Farm Close, Provision of Garage and Access off Satchell Lane, and**

**Alterations to Cycleway (Amendment to Approved Planning Application 38314/000)**

Planning permission granted on 23<sup>rd</sup> June 2004.

3.2 Condition No.6 imposed on this grant of planning permission stated *“The facilities provided for the storage and removal of refuse from the premises as shown on the approved plans must be provided before the first occupation of the dwellings and retained and used for this purpose thereafter. Reason: In the interest of amenity.”*

**F/07/59787**

**Conversion of storage building to form 1no. two bed dwelling**

Refused a grant of planning permission on 8<sup>th</sup> June 2007

3.3 This application was the subject of Planning Appeal APP/W1715/A/07/2053636 which was dismissed. In summary the Inspector was of the view that: the proposals were not conducive to good living conditions; the provision of an unspecified form of boundary screen to the front garden, together with introduction of garden paraphernalia, would be visually inappropriate in this setting, and; the scheme made inappropriate provision of infrastructure.

**F/18/84270**

**Change of use from storage to two bedroom dwelling with associated parking and amenity space**

3.4 This application was refused by the LPA a grant of planning permission on 12<sup>th</sup> February 2019

- (1) The proposed residential development located within a parking area would be harmful to the living conditions of future occupiers by virtue of its design and layout, and unsecure internal and external environment...;
- (2) The use of the site for residential purposes and in particular the private amenity space and potential for further domestic paraphernalia would be visually out of keeping and harm the character and appearance of the Conservation Area ...;
- (3) The conversion of the existing building will result in the loss of bin and cycle storage for existing properties of Admiralty Row whilst increasing demand for bin and cycle storage through the provision of one additional dwelling to the area. The plans and submitted information make no provision for the storage of cycles or bins for the existing or proposed dwellings ...;
- (4) The application fails to secure mitigation against recreational pressure impact from the development on the Solent and Southampton Water Special Protection Area...

**LDC/19/86058**

**Lawful Development Certificate Existing Use as Private storage of boats and equipment**

3.5 This application was refused by the LPA on 13<sup>th</sup> September 2019

1. There is insufficient evidence showing use of the storage area for the boat and boat equipment storage within the area shown as shaded red on the plan.
2. Insufficient evidence has been provided to support the evidence for uninterrupted use of the area shaded red for boat and equipment storage for longer than 10 years.

**F/20/88507**

**Change of use from storage building to 1no. one bedroom dwelling with associated vehicle parking, bin and cycle storage, amenity area and landscaping**

3.6 This application was refused by the LPA for the following, summarised, reasons:

1. The proposed residential development located within a parking area would be harmful to the living conditions of future occupiers, by reason of noise and disturbance.
2. The conversion of the existing building will result in the loss of bin and cycle storage for existing properties of Admiralty Row, detrimental to their residential amenity and to the character and appearance of the locality.
3. The application fails to secure mitigation for the impact of increased recreational pressure and increased nitrates from the development on the Solent and Southampton Water Special Protection Area.

3.7 Application F/20/88507 was appealed by the applicants. Despite being dismissed on the grounds of noise disturbance (caused to future occupiers by cars manoeuvring within the parking area and operation of the security gate) the Inspector did not accept that the proposals would result in the loss of existing refuse and bicycle storage facilities and, would not harm the amenities of residents or the character and appearance of the conservation area. The Inspector determined not to consider the habitat pollution and recreational disturbance issues given that he had already decided to dismiss the appeal on the basis of noise disturbance. A copy of the appeal decision (Planning Inspectorate Ref: APP/W1715/W/20/3265825) made on 28<sup>th</sup> April 2021 is provided at **Appendix I**.

**F/21/91243**     **Conversion of boat equipment storage building to form self-contained 1 bedroom dwelling with amenity area; construction of 1.7m brick built boundary wall; retention of 2m boundary hedge; provision of secure cycle parking and refuse storage facilities with vehicle parking and landscaping (Revision of refused planning application F/20/88507)**

3.8 This application was refused by the LPA on 23<sup>rd</sup> September 2021 for the following, summarised, reasons:

1. The siting of the bedroom next to the Farm Close turning head would be harmful to the living conditions of future occupiers of the dwelling, by reason of noise, fumes and headlights from vehicles.
2. The application fails to provide for the required mitigation to offset the impacts of the development on the European protected site (SPA, SAC and Ramsar) from nitrogen loading and recreational disturbance generated by the population increase resulting from the development.

**F/22/92654**     **Conversion of boat equipment storage building to form self-contained 1 bedroom dwelling with addition of 2no. dormer windows on western elevation; amenity area; construction of 1.7m brick built boundary wall; retention of 2m boundary hedge; provision of secure cycle parking and refuse storage facilities with vehicle parking and landscaping (Revision of refused planning application F/21/91243)**

3.9 In order to overcome the LPAs stated reason for refusal a further planning application was submitted which proposed the provision of two small dormer window extensions and the utilisation of the roof space as a bedroom. Notwithstanding the revisions the LPA refused the application on 4<sup>th</sup> May 2022 for the following reasons:

- “1. Based on the limited information provided, it is considered that the proposed first floor bedroom would result in a poor-quality living environment in term of its lack of useable space and lack of noise insulation and temperature control...

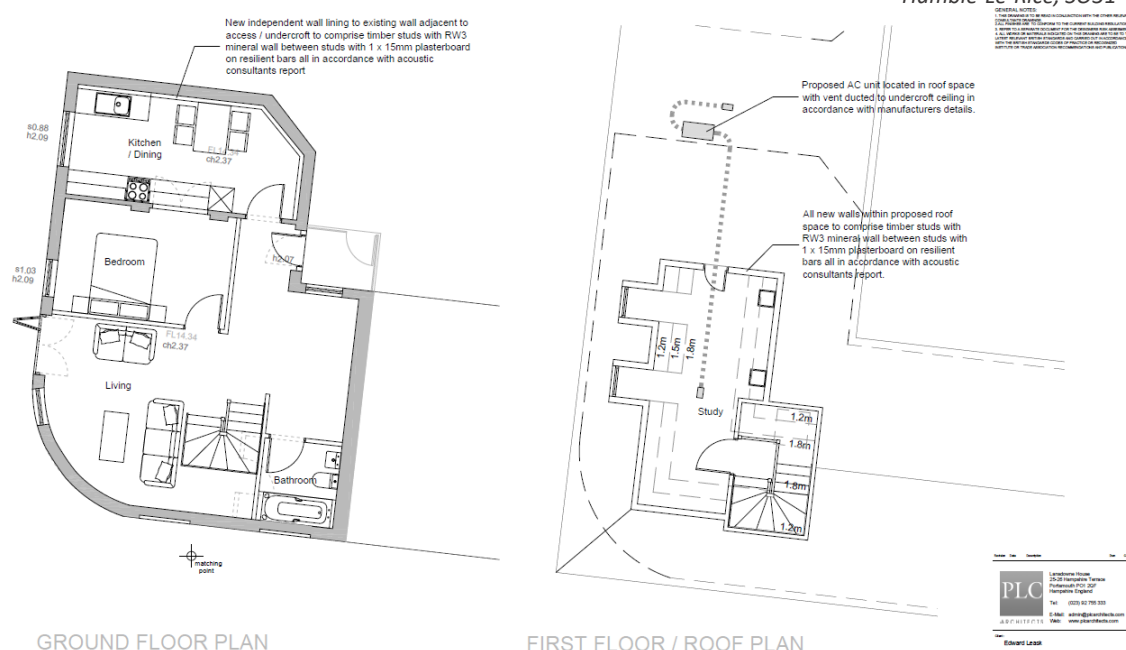
2. *The application fails to provide for the required mitigation to offset the impacts of the development on the European protected site (SPA, SAC and Ramsar) from nitrogen loading and recreational disturbance generated by the population increase resulting from the development...”*

#### 4.0 Proposed Development

4.1 This revised application seeks a grant of planning permission for the conversion and extension of the existing boat and boat equipment store to a 1-bedroom dwelling. The proposed change of use would be facilitated by:

- (i) The provision of ground floor of accommodation comprising kitchen/dining room, bedroom, living room, bathroom, hall and stairs to roofspace;
- (ii) the construction of two small hipped roofed dormers to the buildings west roof plane together with a conservation rooflight to the north roof plane (above the stairwell) to facilitate use of the room as a study;
- (iii) the provision of air conditioning;
- (iv) the installation of noise insulation and attenuation features recommended by consultants Airtight Noisecheck;
- (v) the enclosure of the front (west facing) amenity space with a 1.7m high brick boundary wall to the garden’s northern boundary;
- (vi) provision of refuse and cycle store within amenity space;
- (vii) the retention of the existing black painted metal railings and existing boundary hedge to the sites west, south-west and south boundaries. The hedge would be maintained at a height of 2.0m along the site boundaries;
- (viii) the provision of a raised step outside the dwelling rear entrance door with 1.1m high iron railings and gate, and;
- (ix) provision of two parking spaces at the north side of the parking court for the dwellings future occupiers.

4.2 Internally, at ground floor level, the building would comprise a combined kitchen and dining room which would be on the north side of the building. The north/north-east & east facing walls of the kitchen/dining room would be acoustically attenuated to mitigate the transference of noise from the undercroft access and garage court. The dwellings bathroom would be located within the south-east corner of the dwelling and would be accessed from a hallway area. A centrally located staircase would allow access to the first-floor accommodation which would be created in the building’s roof space. At the top of the staircase would be a small landing, with a fire door allowing access to a room that would be used as a study. The provision of a study within the roofspace is intended to facilitate home-working facilities within the dwelling. The two areas of roof space to the north and east of the study would be acoustically attenuated to mitigate the transference of noise through the building and, as such, would act as ‘buffers’ between the adjacent vehicular access (to the north) and garages (to the east) mitigation intrusive noise. The study would receive light via the two dormers within the buildings west roof plane and two rooflights in its east facing roof plane. A rooflight inserted into the buildings north roof plane would also allow natural light to the stairwell.



**Figure 3** *Proposed Internal Layout*

4.3 Externally, the building would be altered to provide double glazed, timber framed windows in its west elevation (serving the living room, bedroom and dining room at ground floor and study (at first floor) as well as folding doors which would allow future residents access to the private garden. A further timber double glazed sash window would be inserted into the buildings north elevation allowing light from, and a view over, the parking court from the hallway. The existing doorway in the buildings east elevation would be repurposed as a 'back door' allowing access to the rear parking court via an enclosed and gated step. The front amenity space would be secured by a 1.7m high boundary wall to its north boundary with the existing gated entrance being retained. Cycle and refuse storage facilities would be provided in a 1.5m high purpose-built 'shed' structure which would be sited on the southern side of the 1.7m high north boundary wall. The existing hedging to the buildings west and south-west boundaries would be retained and maintained at a height of 2.0m. The proposed dwelling would also be provided with two parking spaces within the parking court.

4.4 The proposed dormer window extensions would be constructed within the buildings west facing roof slope. The face of each dormer would be 1.1m wide and 1.0m high with a height (from bottom of face to top of ridge) of 1.8m. The face of each dormer would sit approximately 0.9m above the eaves and the ridge would be some 0.3m below the buildings main roof ridge. As such, the cill and lintel of each window would be some 1.85m and 2.65m respectively above the height of the adjacent Farm Close carriageway. No windows within the proposed development would overlook the public open space to the south of the building.

## 5.0 Planning Policy

5.1 The relevant planning policy documents in respect of this application are the National Planning Policy Framework, revised July, 2021 (NPPF) and the Eastleigh Borough Local Plan Review (2001-2011). Additionally, there are several adopted Supplementary Planning Documents which are relevant to the proposed development.

### National Planning Policy Framework

#### **Relevant Parts of the NPPF**

5.2 Paragraph 7 of the Framework states that *"...The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs..."*

#### Environment

5.3 The NPPF states (at para.8) that *"... Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways..."* The economic objective is described as helping to *"...build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure"*; The social objective requires planning to support *"...strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being..."* The environmental objective relates to the protection and enhancement of *"...our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."*

#### Housing

5.4 At paragraph 60 the Government comments that *"To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."* Paragraph 62 goes on to say *"Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)..."*

5.5 With regards to the delivery of housing paragraph 69 states *"Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly..."*

#### Highways

5.6 With particular regard to transportation and highways matters paragraph 111 of the revised NPPF states *"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe"*.

#### Design

5.7 Section 12 of the NPPF relates to *"Achieving well-designed places."* Paragraph 126. states *"The creation of high quality beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities..."* Paragraph 130 sets out 6 design criteria. It states that *"Planning policies and decisions should ensure that developments:*

- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*

- b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience."*

5.8 Paragraph 134 goes on to state *"Development that is not well designed should be refused especially where it fails to reflect local design policies and government guidance on design..."*

#### Conservation

5.9 When making decisions paragraph 197 advises LPAs *"...should take account of:*

- a) *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b) *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c) *the desirability of new development making a positive contribution to local character and distinctiveness..."*

5.10 At paragraph 199 the NPPF advises *"...When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance..."* Paragraph 200 continues *"...Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification..."* Paragraph 202 sets out that *"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use..."*

#### **Local plan Policy**

##### Eastleigh Borough Local Plan 2016 – 2036, Adopted April 2022

5.11 Policy S1 of the Local Plan (Sustainable Development) advocates that new development should *"g. seek opportunities to optimise density of new development..."* with policy S2 promotes the delivery of 14,580 dwellings across the Borough between 2016-2036 and states there *"is a presumption in favour"* of new development within the Boroughs *"main built-up areas"*. Strategic policy S3 (Location of new housing) states that *"The Borough Council will focus as much new housing development as possible within the existing urban areas..."*

5.12 Policy DM1 is a general development management policy states that new development should “a. not have an unacceptable impact on, and where possible should enhance: i. residential amenities of both new and existing residents; the character and appearance of urban areas...” “b. ...make efficient use of the site, maximise opportunities to increase density...” and “c ... take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible with adjoining uses and be well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views. Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area ...”

5.13 Policy DM2 (Environmentally sustainable development) requires new residential development to achieve “a 19% improvement in predicted carbon emissions, compared with the building regulations standard current at the time, through increased energy efficiency of the building fabric” and “a predicted mains water consumption of no more than 110 litres/person/day”.

5.14 DM12 relates to heritage assets. This states “... Development of a heritage asset or within their setting will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities...”

5.15 Policy DM13 concerns “General development criteria – transport”. This states that “All new development must have safe and convenient access to the highway network and make provision for access to, and by, other transport modes including public transport and cycle and pedestrian routes as appropriate...”

5.16 Policy DM14 relates to “Parking”. This states “New residential development will be required to provide off-highway parking which is adequate in terms of highway safety/traffic management. Provision will take account of the adopted Eastleigh Borough Council’s Residential Parking Standards SPD which sets out minimum requirements for parking provision...”

5.17 Policy DM23 relates to “Within the urban edge as defined on the policies map, residential development through new build, conversion, sub-division or extension will normally be permitted subject to the general development criteria and transport policies of this Local Plan...”

5.18 Finally, policy DM30, “Internal space standards for new residential development” requires “...that all new dwellings meet as a minimum the Nationally Described Space Standards (or future equivalent).”

### **Relevant Supplementary Planning Documents**

#### Residential Parking Standards Supplementary Planning Document, January 2009

5.19 On site car parking for residential development is guided by the above SPD. The provision of on-site parking has been calculated on the basis of the table copied below.

#### Quality Places Supplementary Planning Document, November 2011

5.20 This SPD provides guidance in relation to the delivery of high quality development by following several key design principles. These include:- Analysis of Context; Residential Density; Legibility; External Space; Public Open Space; Residential Amenity; Access within the Site; Parking; Waste, Recycling and Cycle Storage, and; Design of Buildings and Materials.

#### Eastleigh Borough Council, Five Year Housing Land Supply Position Statement, May 2021 (Strategic Planning, Hampshire County Council)

5.21 In May 2021 Eastleigh Borough Council published their latest position with regards to the Five Year Housing Land Supply. The statement confirms, at point ii of the ‘Executive Summary’ that “On the basis of the information as presented in this document it is concluded that Eastleigh Borough

*Council can comfortably demonstrate a five-year supply of housing, with 5.9 years' worth of housing using the Local Housing Need figure and a 5% buffer"*

| Property Size                         | Car Ownership                                        |                           | Car Parking Standard                         |                                    |                                      | Long Term Cycle Storage |                     |
|---------------------------------------|------------------------------------------------------|---------------------------|----------------------------------------------|------------------------------------|--------------------------------------|-------------------------|---------------------|
|                                       | 2001<br>(Census)                                     | 2026<br>(TEMPO<br>growth) | with 50% or<br>more<br>unallocated<br>spaces | with <50%<br>unallocated<br>spaces | Individual/ 'on-<br>plot' allocation | Individual<br>storage   | Communal<br>storage |
|                                       | cars per household                                   |                           | parking spaces per dwelling                  |                                    |                                      |                         |                     |
| GENERAL RESIDENTIAL                   |                                                      |                           |                                              |                                    |                                      |                         |                     |
| 1 bed                                 | 0.96                                                 | 1.00                      | 1.00                                         | 1.25                               | 2                                    | 1                       | 1                   |
| 2/3 bed                               | 1.37                                                 | 1.44                      | 1.50                                         | 1.75                               | 2                                    | 2                       | 1                   |
| 4+ bed                                | 1.69                                                 | 1.77                      | 2.00                                         | 2.25                               | 3                                    | 2                       | 1                   |
| OLDER PEOPLE'S HOUSING                |                                                      |                           |                                              |                                    |                                      |                         |                     |
| Active elderly with Warden<br>Control | 0.39                                                 | 0.41                      | 0.50                                         | 0.60                               | 1                                    | 1                       | 1                   |
| Nursing and rest homes                | 1 space per 6 bedrooms plus 1 space per staff member |                           |                                              |                                    |                                      | 1 per 6 staff           |                     |

**Notes**

1. A minimum of 20% unallocated parking is required to provide for casual and overspill parking.
2. All proportions to be rounded up to the next whole number.
3. Garages less than 6m x 3m internally will not count towards parking provision.
4. A minimum of 5% of residential spaces should be designated for use by disabled people.

Housing Needs Study, Final Report – June 2015 (JG Consulting)

5.22 The LPA published a Housing Needs study in 2015. Paragraph 6.17 states “...*The data suggests that housing requirements reinforce around the existing profile of stock, but with a slight shift towards a requirement for smaller dwellings relative to the distribution of existing housing. This is understandable given the fact that household sizes are expected to fall slightly in the future (which itself is partly due to the ageing of the population)*...” With regards to housing mix the statement comments “*It is considered that it is appropriate through the planning system to seek to influence the balance of types and sizes of market housing through the mix of sites allocated for development, rather than specific policies relating to the proportion of homes of different sizes which are then applied to specific sites*...” (para. 6.21).

## 6.0 Planning Considerations

6.1 This application seeks a grant of planning permission for the conversion and extension of the existing boat and boat equipment store to a 1-bedroom dwelling. This is a revision of application F/22/92654 which previously sought to address concerns of the LPA relating to the siting of the bedroom next to the Farm Close turning head. The LPA considered that the previously proposed scheme “... *would be harmful to the living conditions of future occupiers of the dwelling, by reason of noise, fumes and headlights from vehicles*...”

6.2 Application F/22/92654 sought to overcome this stated reason for refusal by utilising the roof space as a bedroom. This would have been facilitated by the provision of two small dormer windows. Unfortunately, the LPA was of the view that the proposed “...*first floor bedroom would result in a poor-quality living environment in term of its lack of useable space and lack of noise insulation and temperature control*...”

6.3 On receipt of the decision for application F/22/92654 the applicants, once again, reviewed the submitted scheme in the context of the latest decision as well as in relation to earlier refused proposals. This analysis identified the fact that the LPA (as well as an Inspector at appeal) considered the proposed bedroom should not be located immediately next to the undercroft access serving the garage court due to potential noise disturbance. Additionally, it was noted that the LPA were

concerned that the provision of a bedroom at the south-west corner of the building would be undesirable due to the potential for the future occupiers of the bedroom to be the subject of “noise, fumes and headlights from vehicles”. Given these concerns the proposed scheme submitted under application F/22/92654 sought to provide a bedroom at first floor level within the roofspace of the existing building. Despite being the provision of two small dormer windows the LPA considered the proposed bedroom lacked useable space, noise insulation and temperature control.

6.4 The applicants are of the view that the application building is, essentially, located within a quiet residential area and, contrary to the opinion of the LPA, was not necessarily within an area which experienced a great deal of vehicular noise. As such, they appointed consultants Airtight Noisecheck to undertake a noise assessment of the application site.

6.5 The resultant report, which accompanies this application, observes that *“The immediate area is very quiet with the noisiest events comprising of people talking whilst walking past the site & a ladder being moved at the front of the neighbouring property.”* It continues by stating *“The vehicle movements apparent at the site did not cause an adverse impact and were not intrusive. All vehicles move at a slow pace as is expected within a residential area and there are obviously numerous dwellings in a similar location to the proposed. The vehicle movements should not lead to an adverse impact for the proposed residents.”*

6.6 Having considered the findings of the noise consultant’s report the applicants have again reviewed whether any part of the building’s ground floor could, potentially, be used to accommodate a bedroom in a position where it would not: (i) have a ‘party wall’ with either a vehicular access or a garage and; (ii) where it would not be served by a window on a corner next to the Farm Close turning head.

6.7 This revised application proposes to site the bedroom centrally within the building with a window at a mid-point along its west elevation (see Fig.3). The bedroom would, therefore, be sandwiched between the kitchen/dining room (which would be to the north) and the living room (to the south). The bedroom window would be between 4.0m and 6.0m from any adjacent site boundary. The bedroom would not, therefore, have an external wall immediately next to an access used by vehicles, or be served by windows which would be next to a part of the highway used by vehicles manoeuvring to turn around. Neither would the bedroom have a party wall with one of the garages within the garage court.

6.8 Objections to earlier iterations of a scheme to use this building as a dwelling concerned noise transference from both an adjacent garage and the garage court. This proposal ensures that the bedroom would be sited well away from the buildings north and east walls. Additionally, having assessed the LPAs first reason for refusing application F/21/91243, together with the Planning Officers Report and the Council’s Environmental Health Officer’s consultation response, it was apparent that the LPA also had concerns about the relationship between a proposed bedroom window being located adjacent vehicle turning head at the eastern end of Meadow Lane. The siting of the bedroom, as is now proposed, would ensure that the future occupiers of the bedroom would not be directly next to the Farm Close turning head, and so would not be subjected to adverse vehicular noise, fumes or headlights.

6.9 It will also be seen that this revised application seeks to retain the two dormer windows previously proposed under application F/22/92654 in order that the roof space can be used as a study. This application no longer proposes the use of the roofspace as a bedroom. Consequently, the reason for refusing application F/22/92654 has been addressed.

6.10 It is apparent that working practices have changed significantly in response to the Covid-19 Pandemic, and the applicants are seeking to propose the use of the roof space as a home office (as well as retaining space for ancillary domestic storage) to enable working from home. All new walls

within the roofspace would be insulated in accordance with the measures outlined in the noise consultant's report.

6.11 The converted roofspace would be served by an air conditioning unit which would ensure occupiers of the roof space remained cool during hot weather. In total, the study would have a floor area of approximately 11.35sq.m. with a floor to ceiling clearance of 1.5m+. This space does not have to have a floor area that is compliant with a standard set within the nationally described space standards.

6.12 As was previously proposed it is also intended to construct a 1.7m high brick boundary wall along the garden's northern boundary and retain the existing metal railings and hedge to the sites west and south-west boundaries. The hedge would, thereafter, be maintained at a height of 2.0m. A cycle and refuse storage building would be provided within the garden with two vehicle parking spaces being made available for future occupiers within the secure parking court.



**Figure 4** *Turning Head at the Eastern End of Meadow Lane with Application Building Beyond*



**Figure 5** *Residential Development located to the South of the Application Site*



**Figure 6**      *View West of Residential Development on Southern Side of Meadow Lane*



**Figure 7**      *View West of Residential Development on Northern Side of Meadow Lane*

#### Ecology & the Solent Complex of SPA, SAC and Ramsar sites Habitat Disturbance

6.13 The application site is located within the 5.6km buffer of the Solent & Southampton Water Special Protection Area, which is an internationally designated conservation site and is protected for its overwintering birds. It is recognised that new house building places increased recreational pressure on these overwintering birds. As such the Council requires all housing developments within the buffer to make a financial contribution towards the Solent Recreation Mitigation Strategy, which aims to limit recreational disturbance to the coastline through careful management. The amount of the contribution is dependent upon the number of bedrooms within each dwelling. In the case of the application proposal the required contribution is £390. However, the contribution only becomes payable upon the event that the Council intends to grant planning permission for the proposal or an

appeal is lodged against a refused application. As such, the applicants will only be able to make the requisite payment following the receipt of a request from the LPA. On receipt of such a request the applicants would be happy to make the necessary financial contribution which would ensure compliance with policy DM11 of the Eastleigh Borough Local Plan (2016-2036) and National Planning Guidance within the NPPF.



**Figure 8** Admiralty Row to the East of the Application Site

### Nitrate Pollution

6.14 The applicants confirm that they intend to provide appropriate nitrate pollution mitigation through one of the Nutrient Offset Schemes that has been approved by Eastleigh Borough Council. As such this application is accompanied by a completed “Nitrate Scheme Expression of Interest” form which has been emailed to the relevant service at Eastleigh Borough Council. Having made the requisite contribution the applicants are of the view that the proposed development would be compliant with policy DM11 of the Submitted Eastleigh Borough Local Plan (2016-2036) and National Planning Guidance within the NPPF.

### Principle of Development

6.15 The site is within the designated Urban Edge where there is a presumption in favour of development. Guidance within the NPPF states at paragraph 60 that the Government’s objective is to “...significantly boosting the supply of homes...” Paragraph 62 goes on to say “*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies ...*”

6.16 This application seeks consent for a small, 1-bedroom dwelling. In this respect the applicants consider that the proposed development would be compliant with policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036. This policy seeks to maintain and enhance existing levels of residential amenity and ensure that *proposals “a. not have an unacceptable impact on, and where possible should enhance: i. residential amenities of both new and existing residents; the character and*

*appearance of urban areas... b. ...make efficient use of the site, maximise opportunities to increase density..."*

6.17 This policy also requires development to be of an appropriate character, appearance and land use and should be well integrated with existing development in the area. It is considered that the principle of the scale, character and appearance of the proposed development has effectively been established by the fact that the building is an existing structure that would be reused. The proposed scheme would require the provision of a boundary wall, parking spaces, a separate refuse/recyclable and secure cycle store together with two small dormers and other minor external alterations. It is considered that the occupancy of the proposed 1-bedroom dwelling, which would have a floor area of some 80 sq.m., would be almost indistinguishable from its use as a boat store. As such, it is considered that the proposed use of the building as a 1-bedroom dwelling, together with the facilitating development, would not result in a significant or harmful intensification of the use of the site – or change the character of Farm Close. It is, therefore, considered that the application proposal is compliant with Local Plan policy DM1.

6.18 Another relevant policy of the new Local Plan is DM23. This relates to *"Residential development in urban areas"* and states *"Within the urban edge as defined on the policies map, residential development through new build, conversion, sub-division or extension will normally be permitted subject to the general development criteria and transport policies of this Local Plan..."* Given the foregoing, it is apparent that the proposed development would be also compliant with policy DM23.

#### Design, Scale & Historic Environment

6.19 Given that the application is for the conversion and alteration of an existing building which would be facilitated by the addition of two small hipped roofed dormers the resultant building would be almost identical to the existing building. Consequently, it is considered that the application proposal is compliant with paragraph 130 of the NPPF and Local Plan policy DM12.

#### Residential Amenity

6.20 The proposed development would result in the conversion of an existing boat and boat equipment store with only minor alterations to the building itself along with the construction of a brick boundary wall. The proposed means of enclosure, would, it is considered ensure that the resultant amenity space would be private and secure. The proposed development, being the conversion of an underused existing building, would have little if any impact upon the amenities of the occupiers of existing dwellings. Furthermore, it is considered that the provision of the bedroom at ground floor level, in a location where it would not have a party wall with the undercroft access or a garage, and would be well away from the Farm Close turning head, would address the previous concerns of the LPA relating to the possibility of future occupiers being disturbed by excessive vehicle noise and exhaust fumes together with headlights. The development would, therefore, be compliant with NPPF paragraph 130(f) as well as Local Plan policy DM1.

#### Highways and Parking

6.21 The submitted planning application would provide future occupiers with two vehicle parking spaces within the garage court. The provision of two spaces is compliant with the Council's parking standards for a 1-bedroom dwelling. The application proposals would also result in the provision of separate refuse and recyclable and secure bicycle storage facilities. Consequently, the proposed development is considered to be compliant with Local Plan policy DM14 and The Council's Residential Parking Standards Supplementary Planning Document, January 2009.

## 7.0 Conclusions

7.1 The proposals which form this revised planning application have been carefully considered by the applicants following the refusal of application F/22/92654. It is considered that:

- The proposed relocation of the bedroom to ground floor, in a location where it would not have a party wall with the undercroft access or a garage, and would be well away from the Farm Close turning head, would address the previous concerns of the LPA relating to the possibility of future occupiers being disturbed by excessive vehicle noise and exhaust fumes together with headlights;
- The proposed small, hipped roof dormers of a scale and design which would reflect development within the vicinity of the site and would, at the very least maintain the character and appearance of the surrounding conservation area;
- The noise report by Airtight Noisecheck states that *“future residents of the scheme should not be adversely affected by the noise sources apparent at the site and noise should certainly not be a reason for refusal of the conversion of the boat store into a residential dwelling”*;
- The use of the roofspace as a study reflects current working practices;
- The use of the building as a dwelling would not result in the loss of an existing refuse and bicycle store;
- If the applicants are happy to make contributions towards mitigation schemes approved by the LPA concerning both habitat disturbance and nitrate pollution of the Solent and Southampton Water Special Protection Area. As such, the development would sufficiently mitigate any harm to these important ecological interests.

7.2 It is concluded, in terms of current planning policy, that the proposed development would be of a high-quality design, representing a ‘sustainable development’ that would be compliant with both the NPPF, 2021, and the Development Plan which comprises policies of the Eastleigh Borough Local Plan 2016 – 2036. It is respectfully requested, therefore, that both Officers and Members of the Borough Council look favourably on this scheme and grant planning permission.

# Appendix I

**Appeal Decision Letter dated 28<sup>th</sup> April 2021 (Planning Inspectorate Ref:  
APP/W1715/W/20/3265825)**