

PLANNING STATEMENT

Bursledon Hall

Prepared For
**Drug Safety Research Unit,
Bursledon Hall**

3441
November 2023

Including:

- Affordable Housing Statement
- Flood Risk Statement
- Foul Sewerage /Drainage and SUDS detail
- Sustainability Statement
- Photographs
- Statement of Community Involvement



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1 INTRODUCTION

- 1.1 On behalf of our client, Drug Safety Research Unit (“DSRU”; “the Applicant”) we seek planning permission for conversion of the existing office buildings at Bursledon Hall, SO31 1AA (“the Site”) into 16no. residential flats (“the Proposal”).
- 1.2 Prior approval has already been granted for development in the terms now sought; however the terms of that approval require completion of development within 3 years. Given the imposition of pre-commencement conditions requiring investigation of any potential contamination arising from the historic hospital use, and the need to finance the necessary nitrate mitigation, this timeframe now proves challenging. This application for full planning permission therefore seeks permission for exactly the same development as has already been authorised, to ensure the development can be funded and implemented in the required timeframes.

THE SITE AND ITS SURROUNDINGS

- 1.3 The Site is located to the north of the M27, between the established settlements of Hedge End (800m away from the edge of the settlement) and Bursledon (400m away from the edge of the settlement). Access is via Dodwell and Blundell Lanes (Figure 1).
- 1.4 There are a number of buildings at the Site, as identified in Figure 2 below; these include the ‘Main House’ (the large mansion house) together with other smaller more modern buildings in its grounds. This Proposal relates to the Main House, together with the ‘Annex’ and the ‘Pavilion’, which are identified in Figure 2. The Site also features a large car park with 33 spaces together with a tree lined driveway (connecting to Blundell Lane), set within large, landscaped grounds with a number of mature trees.

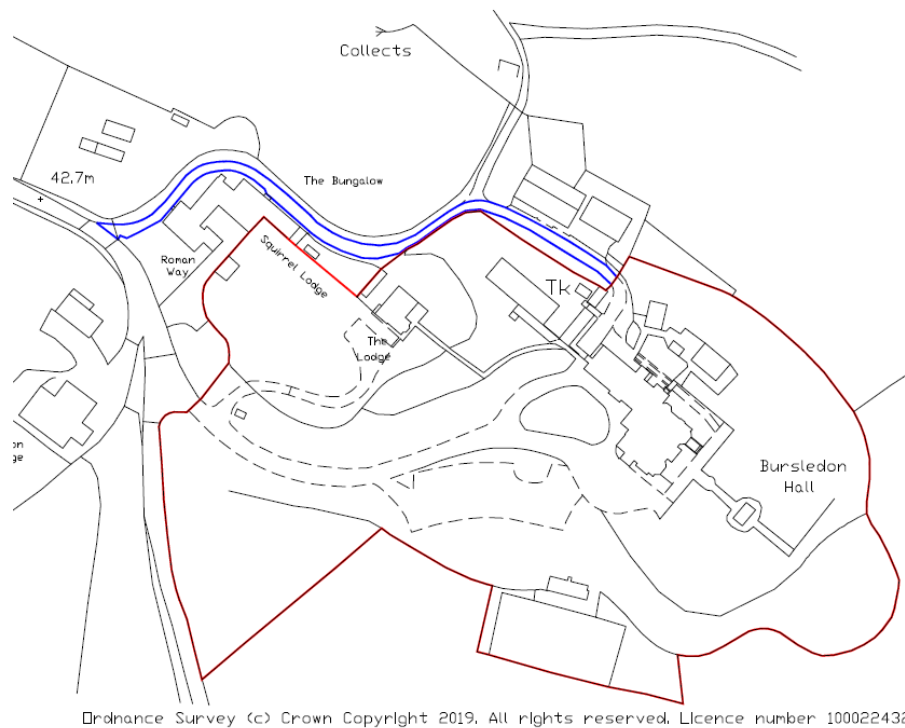


Figure 1 Site Location

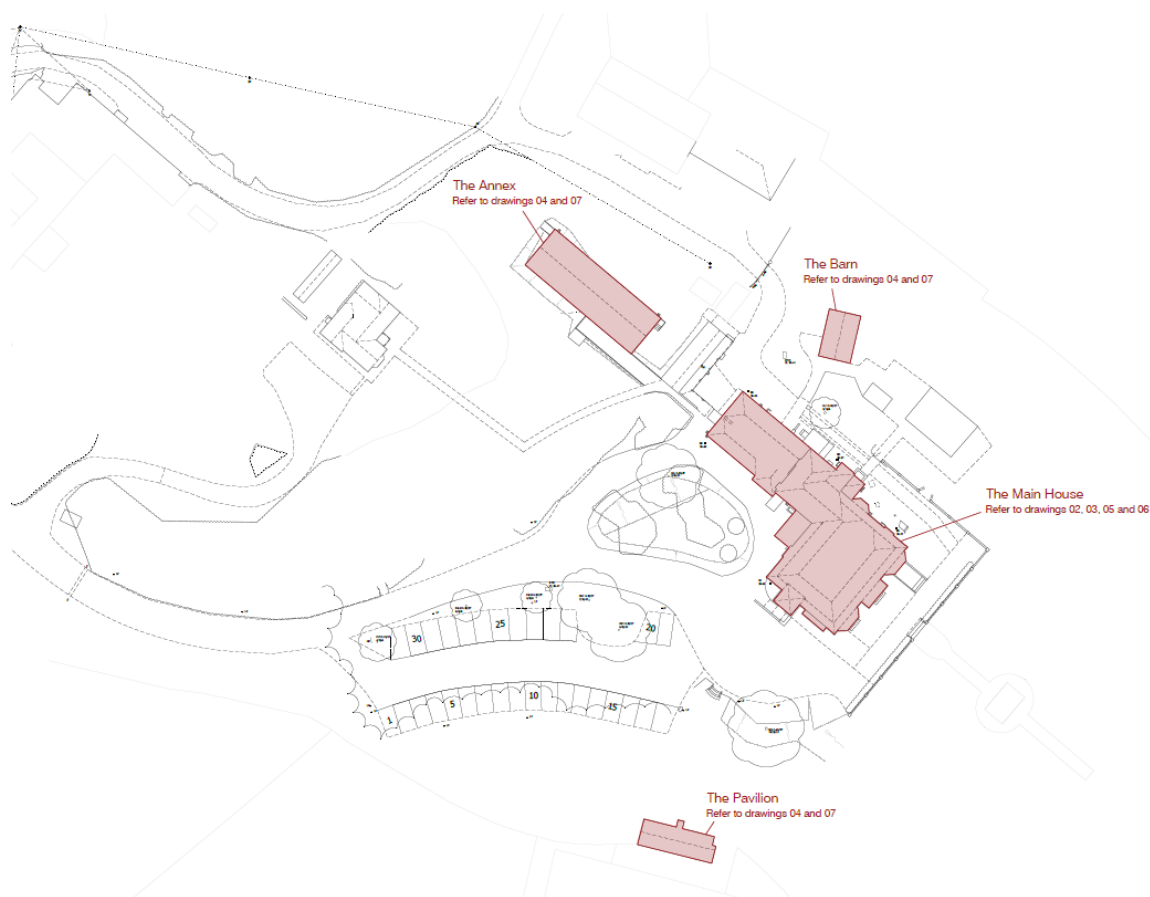


Figure 2 Existing and Proposed Site Layout



- 1.5 Whilst internally Bursledon Hall retains many of its period features associated with historic residential use, it is not listed, and has been adapted considerably over the years. The conversion to office use introduced plasterboard divisions between rooms and cabling/ communal facilities as seen in the images below. Figures 3 and 4 below show photographs of the 'Main House' (Bursledon Hall); the more modern Annex can be seen in Figure 5 and the Pavilion in Figure 6.
- 1.6 Beyond the Site itself, there is a cluster of other dwellings near the Site entrance on Blundell Lane. The Hamble Estuary lies to the east, at approximately 550 metres (to the outer bank). The M27 motorway runs to the south of the Site.



Figure 3 Main House, Bursledon Hall, as viewed from the east



Figure 4 Main House at Bursledon Hall (as viewed from the south, and interior



Figure 5 The Annex Building



Figure 6 The Pavilion Building

THE PROPOSED DEVELOPMENT

- 1.7 As was consented under the previous Class O application (Ref PN21_91216), It is the continuing intention to convert the existing office space at the Site into 16no. residential dwellings, comprising the following:

	1 bedroom Flats	2 bedroom Flats	TOTAL
Main House – Ground Floor	3	2	5
Main House – First Floor	3	1	4
Main House – Second Floor	3	1	4
The Annex	0	2	2
The Pavilion	1	0	1
TOTAL	10	6	16

- 1.8 The existing car parking (33 spaces) will be retained and used in association with the dwellings. No external building works are required to facilitate the development; some minor amendments will be made internally to improve the layout and ensure the nationally described space standards are met (as was the case with the prior approval already granted).



- 1.9 This Proposal replicates the plans for the Class O prior approval already granted under reference PN/21/91216.

PLANNING HISTORY

- 1.10 Whilst originally built/occupied as a dwelling and subsequently used as a childrens' hospital, planning permission was granted in 1989 (Z/25924/002/00) for change of use to allow use for office purposes (for academic and medical statistical research purposes).
- 1.11 Eastleigh Borough Council ("the Council") has already confirmed, via decision notice PN/21/91216 that the office space at Bursledon Hall can be converted into 16no. residential dwellings, with exactly the same layout and housing mix as is now proposed via this Application.
- 1.12 The conversion was permitted development pursuant to Schedule 2, Part 3, Class O Town and Country Planning (General Permitted Development) (England) Order 2015; the Council determined that prior approval was required, and granted the same on 24 September 2021. That decision was subject to conditions which require, inter alia, that the development be completed within 3 years of the date of the decision (so, by 23 September 2024) and also that further investigation of ground conditions on the Site be completed prior to commencement.
- 1.13 As a result of the need for this additional pre-commencement work, and the costs of securing nitrate mitigation, alongside sourcing construction contractors and materials (principally as a result of national trends arising from Brexit and Ukraine) it may prove challenging to fully complete the permitted development within 3 years, as required. As such, planning permission is sought for development on exactly the same terms as those previously approved, to allow additional time for the completion of pre-commencement investigation of any potential contamination and a preparation of a scheme of remedial works, if required.



2 PLANNING POLICY CONTEXT AND MATERIAL CONSIDERATIONS

OVERVIEW

- 2.1 Section 70 of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 2.2 The Development Plan, against which the Application is to be assessed, is the Eastleigh Borough Local Plan 2016-2036 (Adopted 25 April 2022). There is no Neighbourhood Plan in force in this area.
- 2.3 Other Material considerations include:
- National Planning Policy Framework (“NPPF”) and its associated Planning Practice Guidance (“PPG”);
 - Housing Mix SPD, Affordable Housing SPD, Trees and Development SPD, Biodiversity SPD;
 - The planning history of the Site, in particular, the original use as a residential property and the extant permission (as discussed above) which authorises a development, which is identical in all respects to the Proposal now put forward, establishes a fall back position which is a material consideration of very significant weight.
- 2.4 The key planning policy designations of relevance include the Site’s position, in the ‘countryside’, outside the ‘urban edge’ and in an area classified as a settlement gap for the purposes of Policy S6 (discussed below). The Site is in Flood Zone 1, and there are some protected trees within the site boundary (although no works are proposed in proximity to these). The wider Site is within the Boundary of the Hamble River Corridor.
- 2.5 Bursledon Hall is included in a draft local list of undesignated heritage assets (2021), as a building of local importance.



KEY ISSUES FOR DETERMINATION

Principle of Development/ Location

- 2.6 The Site is in the 'countryside', outside of the defined urban area. Policy S3 of the Local Plan (Location of New Housing) seeks to focus as much new housing as possible in the existing urban area, with "the remainder on greenfield sites in the form of a number of larger strategic sites, urban extensions and a number of smaller sites to meet more local needs."
- 2.7 Policy S5 (New Development in the Countryside) does, however, allow for the re-use of existing buildings and limited residential conversions, as provided for in more detail in Policy DM19. Policy DM19 states that change of use of existing buildings in the countryside will be permitted in certain circumstances, where the buildings "are demonstrably unsuitable for continued use for the existing purposes." Where residential use is proposed, the specific requirements of the policy include the following:
- The residential use should be compatible with neighbouring uses and not have an urbanising effect on the countryside, in terms of layout/ lighting, noise or traffic; reverting Bursledon Hall to residential use is entirely compatible with the adjoining (primarily residential) use and indeed the original historic use of the Site. The proposal will not result in any external layout changes, nor additional lighting, noise or traffic.
 - The buildings must be of permanent construction and capable of re-use without works that would cause detriment to their character (or that of the surrounding area) – self-evidently, reverting to residential use would be policy-compliant.
 - Access, car parking and services must be provided without detriment to the character of the countryside; these can all be provided without any external changes, hence no detriment to the countryside.



- The Site should be sustainably located for access by modes of transport other than private car;

2.8 In addition it is necessary to satisfy one of the following requirements:

- The building must be demonstrably unsuitable for other uses allowed by the policy (e.g. Use Classes E, C1, F2); or
- The proposal must be for agricultural worker's dwellings;
- The building is of architectural or historic interest and there are no other means of securing its preservation; or
- It would achieve amenity, environmental, or traffic benefits.

2.9 Whilst most of the criteria in Policy DM19 are met, no evidence is being advanced at this stage to demonstrate that the buildings are unsuitable for continued use for their existing purposes, although it should be apparent that, as a former house, it is sub-optimal as modern office space. Therefore, the Proposal could be considered as not, strictly speaking, complying with Policy DM19.

2.10 There is an extant permission allowing conversion of the buildings into 16no. dwellings (in the same arrangement as now sought), and this 'fallback' position is a material consideration of very significant weight. The Court of Appeal, in *Mansell v Tonbridge and Malling Borough Council* [2017] EWCA Civ 1314 provides recent judicial authority on the correct legal approach to a fallback position when exercising planning judgement. That case considered a Class Q fallback position but the case law it establishes equally applies to other prior approval processes, such as the Class O prior approval in place at this Site (and equally to other real prospects of development). The Court re-stated the legal tests established to date; the decision-maker is to consider whether or not there is a "real prospect" of the fallback development being implemented (*Samuel Smith Old Brewery (Tadcaster) v Secretary of State for Communities and Local Government* [2009] JPL 1326 and *R. (on the application of Kverndal) v London Borough of Hounslow Council* [2015] EWHC 3084 (Admin)). There must be a specific fallback, so that its impacts can



be considered and compared – as opposed to some ‘general concept of development which might be possible’. The basic principle, as established in case law, is that "... for a prospect to be a real prospect, it does not have to be probable or likely: a possibility will suffice" (*Mansell*, at para 27). *Mansell* also established that:

"there is no rule of law that, in every case, the "real prospect" will depend, for example, on the site having been allocated for the alternative development in the development plan or planning permission having been granted for that development, or on there being a firm design for the alternative scheme, or on the landowner or developer having said precisely how he would make use of any permitted development rights available to him under the GPDO. In some cases that degree of clarity and commitment may be necessary; in others, not. This will always be a matter for the decision-maker's planning judgment in the particular circumstances of the case in hand."

- 2.11 The Court in *Mansell* went on to say that it would be entirely reasonable, in that case, to assume that any permitted development rights which could achieve residential development of the site in question could be relied upon, if the application (for residential development) being considered was refused. They referred to this assumption as a "simple and obvious reality", whether explicitly stated or not. The same came clearly be said with this Application, given the prior approval is for the same development.
- 2.12 The necessary question, therefore, is a) whether the Class O prior approval allowing conversion to 16no. dwellings is a real prospect; and b) the extent to which implementation of the current Proposal would give rise to effects which differ from those which would arise if the Class O fall-back was implemented instead.
- 2.13 The implementation of the Class O permission is clearly a real prospect, as evidenced by the fact the Applicant is now seeking permission for development in precisely the same terms. There is a clear intention to redevelop the Site for residential purposes, and to deliver 16no. dwellings. The Application seeks more time for completing the development, but if refused, the Applicant would have to revert to the Class O permission and complete the development more quickly. There would be no notable difference, in terms of effects, when comparing the Class O fallback position and the development now proposed via this Application. The developments are identical, in



terms of the housing mix, layout, trip generation, car parking and impacts in general. As such, the Class O fallback is a material consideration of very significant weight.

- 2.14 The NPPF is also a material consideration. It states (at paragraph 79) that housing should be located where it will enhance or maintain the vitality of rural communities; The NPPF (para 80) seeks to avoid isolated homes in the countryside, but it recognises that rural areas will not necessarily have the same opportunities to access sustainable transport as urban areas (para 105). The Court of Appeal has confirmed that the concept of 'isolation' for these purposes should be given its ordinary meaning, of being 'far away from other places, buildings and people; remote'. In this case, the proposed dwellings would not be physically remote from other places of buildings, given the cluster of built form around Blundell Lane, and proximity to the nearby settlements of Hedge End and Bursledon. The NPPF also places an emphasis on making efficient use of land (para 119) and the value of redevelopment of brownfield land (para 120).
- 2.15 The Site is also located within a Settlement Gap. Policy S6 states that development will be permitted in this area provided that it would not undermine the physical extent and or visual separation of settlements and it would not have an urbanising effect detrimental to i) the character of the countryside or ii) the separate identity of the adjoining settlements. The requirements of this policy are met; the Proposal will re-use existing buildings so will not in any way reduce or undermine the physical or visual separation of the settlements. The adjoining settlements will continue to enjoy a separate identity and the use of the Site as proposed will not have an urbanising effect which causes detriment to the character of the countryside. The buildings will appear identical from the outside and all trees and landscaping are to be retained. The work is limited to the interior of the building only. Whilst the new dwellings would involve private vehicles, the current office use already involves outdoor parking. The Highway Authority previously confirmed (in application PN/21/91216) that trip rates are likely to fall as a result of change of use of the Site to 16no. dwellings, as compared with that associated with continued use as offices.



- 2.16 In terms of the loss of office use on the Site, Policy DM15 (Safeguarding Existing Employment Sites) seeks to control this; but relates only to identified major employment sites (which this is not); or sites currently in use classes B2 (general industrial), B8 (storage or distribution) or E(g)(ii)/(iii) (research and development or products or processes/ individual processes). This Site is in office use, (B(1a), now E(g)(i), so is not covered by Policy DM15.

Housing Mix and Tenure

- 2.17 Policy DM24 (housing mix) requires that applicants “demonstrate how the proposal contributes to the overall mix of housing in the Housing Market Area, informed by the current need, current demand and existing housing stock...” The Housing Mix Supplementary Planning Document (2003) indicates that precise housing mix of a development will be subject to negotiation, based on latest need data. The Proposal will deliver 16 flats; 62.5% to be 1-bedroom and 37.5% 2-bedroom.
- 2.18 Eastleigh is fully within the Southampton Housing Market Area. The updated Objectively Assessed Housing Need (OAHN) report 2016, using latest demographic data, (GL Hearn, April 2016) showed a 10.9% increase in the Eastleigh population (2001-2014), and this is largely in the 45+ age groups (16% increase in 45-59 year groups; 38.8% increase in 60-74 year groups and 31.3% increase in 75+ year groups). There has been a 24.4% increase in household numbers. Looking forward to 2036 the population of Eastleigh is forecast to increase by 21.1% over 2011 levels and again, the ageing population is a strong factor in this. This section of the population often requires smaller dwellings rather than larger family dwellings so the 1 and 2 bedroom flats which are proposed in this attractive location and building will contribute positively to the housing mix and stock in the area.
- 2.19 The Policy also seeks to avoid excessive concentrations of the same size of houses on any one site, but notably this relates to ‘houses’ rather than ‘flats’. In any event, the Proposal delivers a mix of dwelling sizes and avoids any such over-concentration.
- 2.20 In terms of affordable housing, Policy DM28 requires, subject to viability, 35% affordable housing provision in schemes of 10+ dwellings. Affordable housing is not proposed in



this case, as there is already planning permission in place to allow for the conversion to 16no. open market dwellings. As set out above, in relation to the 'principle of development', there is a real prospect of the Class O permission for 16no. open market dwellings being implemented should this Application be refused. Therefore, a decision to refuse this Application on the basis of lack of affordable housing provision would be flawed, following the reasoning in *Mansell*. That refusal would lead to delivery of 16no. open market dwellings via implementation of the fallback position. This attracts very significant weight as a material consideration.

Highways and Parking

- 2.21 Policy DM14 requires compliance with the residential parking standards set out in the 2009 SPD. These require 2 spaces per dwelling (1 or 2 bed) where allocated to specific flats.
- 2.22 A Highways Technical Note was previously prepared in support of the Prior Approval application for conversion to 16no. dwellings (RGP, July 2021). A copy is attached to this Planning Statement. This confirms that the existing office use of the Site involves 33 laid out parking spaces which would more than meet the requirement for 2 spaces for each of the 16no. dwellings to be created.
- 2.23 That technical note also considered vehicle trip generation of the existing use versus use for 16no. dwellings. The existing office use could generate up to 212 two-way vehicle trips (arrivals and departures) with 41 vehicle trips in the AM peak hour period and 23 in the PM peak hour period. By comparison, once converted to 16no. dwellings, there would be 96 two way vehicle movements across a daily period, with 10 two way movements in the AM peak and 7 in the PM peak. As such the Proposal significantly reduces trip generation to and from the Site.
- 2.24 The Highway Authority's consultation response on application PN/21/91216 confirmed they had no objection to conversion to 16no. dwellings, given there is no proposed change to the access and that trip rates will fall.



Drainage and Flood Risk

- 2.25 The Site is wholly within Flood Zone 1, at lowest risk of flooding. The proposal does not involve any additional buildings and therefore there is no impact arising in terms of the extent of land available for storage of flood water.

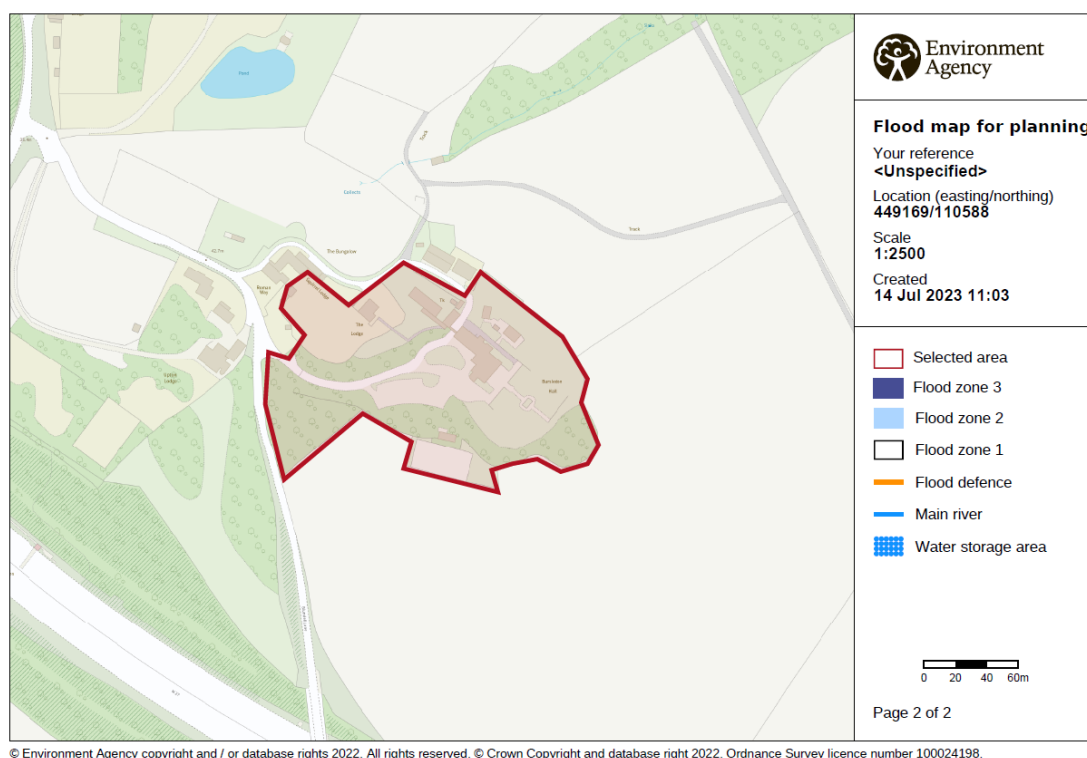


Figure 7 Extract of Environment Agency Flood Risk Map for Planning

- 2.26 The Council seeks to ensure development is adapted to the future effects of climate change and requires (DM3) sustainable urban drainage systems (SUDs) in accordance with Policy DM6. Policy DM6 (SUDs) , however, only applies to new development, not changes of use.
- 2.27 Policy DM10 (Water and Waste Water) seeks to ensure the Habitats Regulations are met, in terms of water quality in protected sites. The Site is located within the East Hampshire catchment, where it is necessary to mitigate the impact of nitrates caused by new overnight accommodation (Figure 8). A nitrate budget calculation has been carried out and is submitted with the Application (Aquacallidus, Nutrient Assessment and Budget, September 2023). This confirms that the 16no. new dwellings will generate 30.46 kg/TN/yr of net nitrogen, inclusive of the 20% buffer. As set out in the report, the



Site is served by Peel Common Waste Water Treatment Works, which has been upgraded. The Site is required to connect to the public foul sewer so on site avoidance of the net nitrogen increase is not available. The proposal will therefore seek to obtain nitrogen offset credits via an established mitigation scheme.

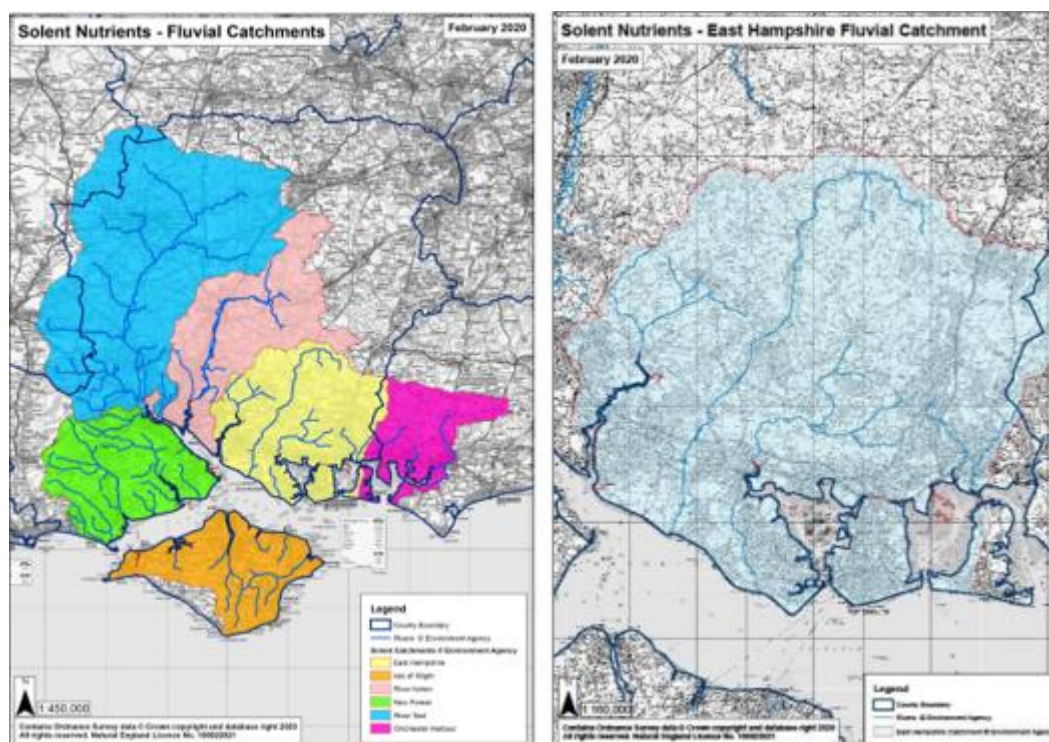


Figure 8 Fluvial Catchment for the purposes of nitrate assessment

Noise

- 2.28 During the course of the prior approval application (for conversion of the buildings at the Site to residential use) the Council's Environmental Health Officer ("EHO") responded to advise that a Construction Environmental Management Plan should be prepared to minimise the risk of noise impacts to neighbours during the construction phase.
- 2.29 In terms of operational noise impacts and suitability of the Site, the EHO was of the view that good environmental quality could be achieved via easy to implement, standard building construction features – they recommended that the guidance contained within BS8233 (Guidance on sound insulation and noise reduction for buildings) and the Institute of Acoustics 'Acoustic Ventilation and Overheating Residential Design Guide)



to achieve good indoor noise environments. In terms of outdoor amenity space, it was acknowledged that there are some quieter areas within the Site grounds to enable enjoyment of outdoor space.

Ground Conditions and Contamination

- 2.30 The EHO raised no objection to the prior approval application, but given the former use as a hospital they recommended the imposition of a condition requiring preliminary risk assessment, including site walkover and conceptual model. A similar condition could be secured in respect of this present Application to ensure this risk is managed appropriately. It should be noted, however, that no building or engineering works are required in the grounds of the buildings, and the Proposal merely involves internal conversion with limited additional internal partitions added. Therefore, the scope for any contamination pathways to be mobilised is extremely limited.

Biodiversity, Trees, and Impact on Protected Sites

- 2.31 The Site lies approximately 550m to the west of the River Hamble, which is designated as a SPA, SAC, SSSI and Ramsar site (Solent and Southampton Water SPA and Solent Maritime SAC and Solent and Southampton Water Ramsar Site – collectively referred to as ‘the Solent European Marine sites’). The Hamble is also designated as a SSSI, and the Site lies within the Impact Zone around this. There is also an area of ancient woodland located approximately 90m north of the Site, but not within the Site boundary itself) (Figure 9).

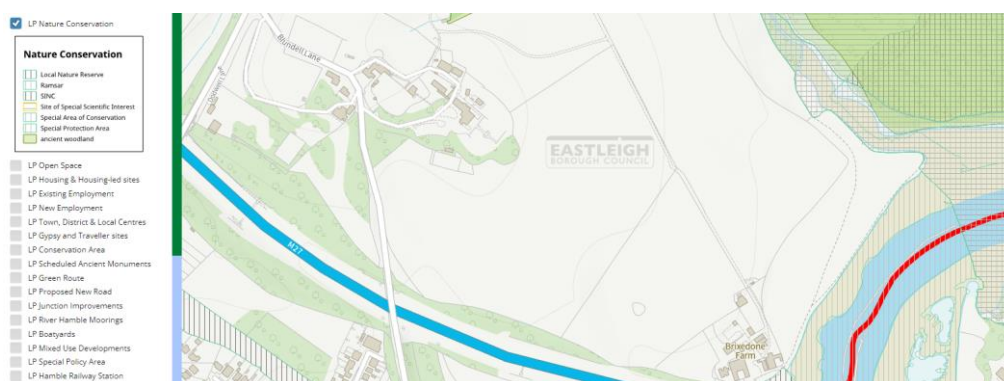




Figure 9 Extract of Eastleigh BC Interactive planning policy map showing site location in relation to nature conservation sites.

- 2.32 Policy DM11 (Nature Conservation) makes clear that the Council will protect, conserve and enhance all international, national and local nature conservation designations, as well as other local habitat networks and features. Development will not be permitted where it results in the loss or deterioration of irreplaceable habitats, such as ancient woodland. This proposal will not result in any such loss or deterioration as it makes no external changes. Indeed the reduction in transport movements can be considered an improvement to local noise levels and air quality etc.
- 2.33 DM11 also states that the Council will seek a net gain in biodiversity on all development sites.
- 2.34 As set out above, the Application is supported by a nutrient budget calculation, and will be supported by mitigation (via purchase of nitrogen offsetting credits) which ensures that the new overnight accommodation to be delivered will not contribute to the eutrophication issue in the Solent Marine protected sites.
- 2.35 As the Proposal involves conversion of existing buildings, rather than demolition/erection of new buildings, there will be no direct impacts on protected species or habitats; the buildings will be retained in their entirety.
- 2.36 Biodiversity net gain across the Site will be secured by the introduction of ‘bug hotels’ and new landscape planting in amenity areas.
- 2.37 Whilst there are a number of trees on the Site which are covered by Tree Protection Order (“TPO”) (Figure 10), the Proposal will not cause any risk of harm to these, given it only involves conversion of the existing buildings and no new building or engineering works externally.
- 2.38 As is the case with most of Eastleigh Borough, the Site is within the 13.8km zone of influence of the New Forest SAC/SPA/Ramsar protected sites, and it is therefore also necessary to mitigate impacts arising as a result of use of these sites for recreation (via contribution to Suitable Alternative Natural Greenspace (“SANG”) and Strategic Access



Management and Monitoring (“SAMM”)). It is understood that Applicants can contribute to the Council’s interim strategy, at a cost of £2,220 per dwelling (rates as at December 2022).

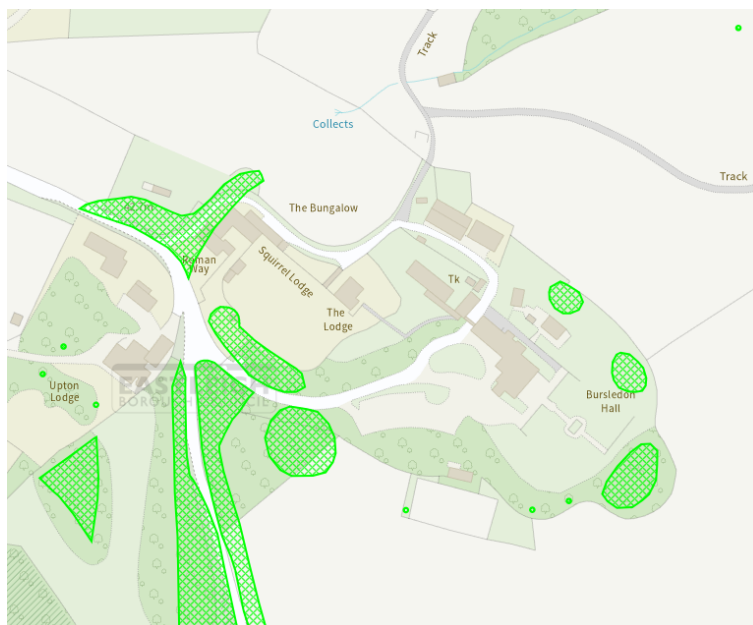


Figure 10 TPOs on the Site

Sustainability and Climate Change

2.39 This Proposal seeks to make efficient use of existing building stock. 16 new dwellings will be delivered, contributing to the local housing stock in a manner which significantly limits the carbon emissions associated with the building of new homes; embodied carbon associated with the production and transportation of building materials will be avoided. The NPPF requires (paragraph 154) that development helps to reduce greenhouse gas emissions via its location and design (for example, by allowing re-use of existing buildings rather than requiring the use of energy to produce new building materials and to transport them to new sites).

Locally Important Buildings/ Heritage

2.40 Bursledon Hall was, in 2021, included on the draft local list of buildings of local importance. It is not, however, designated as a heritage asset (rather, it is on a draft list of undesignated assets).



- 2.41 The NPPF (which is a material consideration) aims to conserve heritage assets, in a manner appropriate to their significance (para 189). Applications for development which could affect a heritage asset (listed or otherwise) should describe the significance of the assets, in a level of detail which is proportionate to the asset's importance and no more than is sufficient to understand the impact of the proposal on that significance (para 194).
- 2.42 In deciding on the Proposal, the Council should take account of the desirability of sustainability and enhancing the significance of the heritage asset, and putting it into viable use consistent with its conservation (Para 197). Great weight should be given to the asset's conservation. 'Less than substantial' harm would need to be weighed against the public benefits of the proposal, including the fact of the Proposal securing the optimum viable use of the asset (Para 202).
- 2.43 As identified above, Bursledon Hall was initially constructed and occupied as a private residential dwelling, so the Proposal will convert the building back into a use which is more consistent with its origins. It has been substantially adapted, internally, to facilitate its intervening use for hospital, and then office purposes. The Proposal will therefore offer the opportunity to better reveal the buildings' historic significance as a residential dwelling. The Main House has already been previously divided up internally, and the Proposal will only include minor additional internal wall adjustments to ensure nationally described space standards are met. The plans submitted with the Application show a limited number of internal partition walls to be removed across ground, first and second floor levels, together with infilling of some openings in walls, to separate flats, and some additional walls. Given the extent to which the building has been altered to date, it is not considered that the Proposal causes harm to the significance of the building. The Proposal also delivers substantial public benefit, in the form of 16no. smaller residential dwellings to contribute to the local housing stock.

Community Involvement

- 2.44 The validation local requirements require detail of pre-application consultation undertaken prior to submission of applications for major development.



- 2.45 Public consultation on the principle of conversion of the Site to residential use was carried out in 2021, in connection with Application PN/21/91216. A letter was sent by the DSRU to neighbours, to inform them of the intention to apply for prior approval to convert to residential use and provide direct contact details, should they wish to discuss or ask any questions. The application was then subject to the usual formal public consultation. The officer's report for that prior approval application makes clear that site notices were erected and letters sent out, but no public representations were made. The Hedge End Town Council did respond, to confirm they had no objection to the conversion of the Site.
- 2.46 The current Application replicates the details previously approved; and will offer the public a further opportunity to comment on the same.



3 PLANNING BALANCE AND CONCLUSIONS

- 3.1 The Site is in the countryside, and whilst Policy DM19 allows for re-use of buildings in the countryside for other purposes (including residential use), there is a need for evidence that the continuation of the current use is unsuitable. No such evidence has been advanced here, so strictly speaking the Proposal is non-compliant with Policy DM19 of the Development Plan. The fallback position of implementing the extant permission at the Site (allowing for conversion to 16no. open market dwellings) is a material consideration of significant weight. A decision to refuse this Application on the basis of the principle/ location would be flawed, given that refusal would lead to implementation of the alternate extant Class O permission for the same development. There is also NPPF support for the proposal (which is also a material consideration), in that it makes efficient use of land in meeting the need for homes, and involves the re-use of suitable brownfield land. The dwellings to be created will not be 'isolated homes in the countryside, based upon judicial interpretation of the meaning of this NPPF term (para 80).
- 3.2 Although the Site is located in the Settlement Gap, it complies with Policy S6 as there will be no visual or physical reduction in the gap, and no urbanisation or impact on character. Trip generation will be reduced, so the Site will be of less urban character than at present. Policy seeking to prevent loss of employment sites (DM15) does not apply to this Site, as it is within office use (E(g)(i).
- 3.3 The Proposal will deliver a mix of 1 and 2 bedroom flats, and will comply with housing mix policy. Affordable housing is not proposed, as there is already permission in place allowing for creation of 16 open market dwellings (in the same layout and mix as is now sought). Again, this fallback position is a material consideration here.
- 3.4 A highways technical note is submitted with the Application and confirms that car parking standards can be met within the 33 spaces already laid out on the Site. The Proposal will reduce daily vehicle movements to and from the Site, as compared with the lawful office use. The Highway Authority did not object to the prior notification application, given this reduction in trip generation.



- 3.5 The Site is at low risk of flooding (Zone 1) and the Application is supported by a nutrient mitigation strategy to ensure no impact on water quality in the Solent protected sites.
- 3.6 Despite proximity to the M27, the EHO previously confirmed that suitable internal noise environment, and outdoor amenity space is achievable at the Site via standard building construction features.
- 3.7 It has previously been suggested that the former use as a hospital may have given rise to some contamination. As such, conditions previously imposed regarding pre-commencement investigation of the same could be replicated on this Application.
- 3.8 It is not expected that there will be any adverse effects on habitats, species, or protected sites. Recreational impacts on the New Forest protected sites can be mitigated via contribution to SANG. Impacts on water quality via new overnight accommodation will be addressed via the nutrient mitigation strategy which has been developed. The buildings will remain in place and no external building or engineering works are required, so impacts are minimal.
- 3.9 The Proposal involves the re-use of existing building stock to meet development needs. This avoids the need for embodied carbon associated with production of new building materials, and the transport related carbon emissions associated with movement of building materials to site.
- 3.10 The Site has recently been included on a draft local list of undesignated heritage assets/ locally important buildings. Bursledon Hall was initially constructed and occupied as a private residential dwelling, so the Proposal will convert the building back into a use consistent with its origins. It has been substantially adapted, internally, to facilitate its intervening use for hospital, and then office purposes. The Proposal will therefore offer the opportunity to better reveal the buildings' historic significance as a residential dwelling. It is not considered that the Proposal will cause harm to the significance of the building.



3.11 Therefore, the Proposal is compliant with Development Plan policy in all regards, with the exception of the requirement to demonstrate that continued use for office purposes is not suitable. Prior approval has already been granted for development precisely as now sought (16 dwellings, of the same mix). The existence of this valid fall-back is a material consideration of substantial weight in the planning balance. There is an extant permission which allows the Proposal to be carried out; the Applicant is simply seeking a new full permission to facilitate the development due to the time and costs involved in complying with pre-commencement conditions and nutrient mitigation.

3.12 Planning permission should therefore be approved.