

DELEGATED OFFICER REPORT

Application Ref: F/26/101170

Site Address: 13 MARKET STREET, EASTLEIGH, SO50 5RH

Case Officer: Katie Lasham

Description: Erection of a single front and two rear dormers and internal alterations.

Particular Site Constraints?	Yes ☒	No ☐
• Within the Urban Edge • Within Eastleigh Town Centre • Within Eastleigh Primary Shopping Area • Affects the setting of a Locally Listed Building (Imperial Club, 7-9 Market Street) • Within nutrient neutrality catchment • Nature conservation; SAC, SPA, Ramsar		

Planning History?	Yes ☒	No ☐
<u>Site history at application site</u> PD/23/96045: <i>Use Class Enquiry: Change of use from an estate agency to off-licence and convenience store.</i> Planning Permission Not Required. October 2023. Z/05195/004/00: <i>Single storey extension at rear to provide staff accommodation.</i> Approved December 1979. <u>Site history at 14 High Street (former post office)</u> F/20/89125: <i>Demolition of former post office and sorting office buildings and erection of 1no. four storey building consisting of ground floor flexible commercial space (within use classes E(a), E(c), E(e), E(g)(i), F1, F2) and 10no. residential units, and 1no. six storey building consisting of flexible ground floor commercial space (within use classes E(a), E(c), E(e), E(g)(i), F1, F2) and 18no. residential units with creation of associated public realm / open space.</i> Approved October 2022.		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	None		
Parish Council:	No Comment		

Site Visit:	Yes ☒	No ☐
Details: 14 May 2026 and 20 May 2026		

Policy:
National Planning Policy Framework Planning Practice Guidance
Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1, S2 and S8; and Development Management policies E3, DM1, DM2, DM11, DM12 and DM14.
Supplementary Planning Documents: Quality Places; Parking Standards; Character Area Appraisals.

Assessment:

Summary of site and proposal

The application site is an existing commercial unit at no.13 Market Street located within the primary shopping core of Eastleigh Town Centre. No.13 is a terraced building, whereby the rear of the building has a large rear single-storey flat roof extension that was approved through planning application reference: Z/05195/004/00.

The front elevation faces onto the busy thoroughfare of Eastleigh Town Centre high street and is within immediate proximity of a Locally Listed Building, the Imperial Club at 7-9 Market Street. Two buildings along this terraced row comprise one large front dormer to the roof space. The rear elevation of the building is utilitarian in its characteristic as this area offers space to the rear of the commercial units for commercial waste bins, parking and ventilation / extraction units. The pitched roof is uniform in its design across the terraced buildings and there are two existing rear dormers located on this section of the terraced roof form, one small, pitched roof dormer serving no.11 Market Street and one large flat roof dormer serving no.19 Market Street that spans the full width of that unit's roof form.

Immediately opposite this site on Wells Road, a planning application was granted planning permission in October 2022 (planning ref: F/20/89125) for the demolition of the post office and sorting office to create two new mixed-use buildings, with the building nearest the site comprising a mixed-use development including commercial use to the ground, and the first to fifth floor comprising 18no. residential units. A site visit on 14 May 2026 confirmed the development is completed.

The application proposes the conversion of existing loft space above the ground floor shop to be converted into a storage area at first floor level. External alterations include the addition of a large dormer to the front elevation fronting Market Street and 2no. dormers to the rear elevation. Amended plans were provided during the application to reduce the scale of the two rear dormers to match the scale of the existing rear roof dormer of a neighbouring unit, to reduce the bulking on the roof space, and an adjustment of fenestrations and provision of further detail to the front dormer to assimilate with the existing neighbouring front dormers as these are viewed in unison from the street scene.

Principle of Development

The site is located within the built-up area of Eastleigh town centre where the principle of development is acceptable, in accordance with the aims of Policy S2 of the Local Plan.

Policy E3 of the adopted Local Plan states that the use of upper floors of premises in shopping areas will be permitted subject to the amenity of the upper floor uses not being adversely affected by the ground floor use and adequate provision being made for the disposal, storage and collection of waste. As the development will provide useable head room for first floor space, in order to support the operational needs of the business for additional storage space, in principle this is acceptable in accordance with Policy E3 of the Local Plan.

Impact on character and appearance of the area

Policy DM1 of the Local Plan requires all development to respect and where possible enhance the character and appearance of the area, taking full account of mass, scale, materials, layout, density, design and siting both in itself and in relation to adjoining buildings, spaces and views. Policy E3 of the Local Plan also supports well designed, high-density mixed-use developments.

No.7-9 Market Street is a Locally Listed Building and therefore any impacts on this non-designated heritage asset must be assessed in accordance with the aims of the NPPF and Policy DM12 of the Local Plan. Whilst the front elevation of no.7-9 Market Street is well preserved and of architectural importance, the rear elevation of the building is plain and utilitarian in its form, with plant equipment located up the walls and corrugated sheeting

placed on the building. This proposal seeks the erection of a large front dormer to the front roof space of no.13 Market Space to create additional roof space. The proposed dormer is of a similar scale to the two existing dormers to the front elevation but as originally proposed it did not propose decorative detail that exist on the existing dormers. The fenestrations were also set above the eaves line, creating unbalance in the dormer design, on these low set dormers, that are prominently visible from the town centre of Eastleigh. An amended plan was requested to align the fenestrations with those of the existing windows of neighbouring dormers to provide a coherent development that responds positively to the existing dormers in the setting of the non-designated heritage asset.

The two dormers to the rear elevation take their design principle from that of an existing dormer already existing to the rear elevation of these terraced units however these were originally proposed to be larger in scale than the existing rear dormer and would extend across most of the existing roof space. An amended plan was requested to reduce the scale of the two dormers so that they match the scale of the existing rear dormer, to reduce the amount of bulking on the roof space of the rear elevation.

Further to the amended plans being provided, the scheme is now considered acceptable in its design and impact on the character of the area and the setting of the non-designated heritage asset, as it responds positively to the surrounding streetscape and assimilates well with the surrounding roof developments on both the front and rear elevations.

Paragraph 216 of the NPPF makes clear that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining applications and a balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset. The front dormer provides design details and fenestrations that match the existing dormers, and a condition has been added requiring full details of all external materials to be submitted and approved prior to their installation to ensure high quality materials are used. The rear dormers are acceptable in their scale to also preserve the setting of the Locally Listed Building, noting the rear elevation of the 7-9 Market Street is more utilitarian in its form. For this reason, the scheme is considered appropriate and should not materially harm the setting or significance of the locally listed building.

Overall, the proposal is not considered to unduly harm the setting of the non-designated heritage asset and the roof alterations deemed an appropriate design, such that they are in accordance with Policies DM1 and DM12 of the Local Plan and the aims of the NPPF.

Impact on residential amenity

Policy DM1 of the Local Plan requires all development to preserve the amenity of neighbouring residents and future occupiers, and where possible enhance it. Policy DM8 of the Local Plan makes clear that development will not be permitted where it would create loss of amenity by way of noise or vibration pollution.

As this proposal only seeks alterations to the first floor for storage purposes ancillary to the ground floor retail unit, with no change of use proposed, there is not considered to be any material harm afforded onto neighbouring occupants. The dormers are of an appropriate scale to ensure there is no harmful loss of light, or overshadowing on neighbouring occupiers with surrounding windows set an appropriate distance away. The recently built flats and commercial units of the new multi-use building set to the rear of the application site will not be materially harmed by the proposed dormer window facing onto the units as the proposal seeks to use this roof space for storage purposes ancillary to the retail unit only. The proposed dormers are also set over 28metres from the building line of the multi-use building, ensuring there are no harmful levels of overlooking or loss of privacy created for future occupiers of the neighbouring flats.

The proposal ensures amenity of neighbouring occupiers and businesses is safeguarded, in accordance with the aims of Policies DM1 and DM14 of the Local Plan.

Impact on highway safety and parking

Policy DM14 of the Local Plan requires all proposals to provide adequate parking to ensure highway safety/traffic management. Provision will take account of the adopted Eastleigh Borough Council's Parking Standards SPD which sets out minimum requirements for parking provisions. The Parking Standards SPD recognises that town central locations are highly sustainable areas and therefore the requirement for parking is of a lesser concern, particularly where opportunities for sustainable transport modes are provided.

As this proposal only seeks alterations to the first floor for storage purposes ancillary to the ground floor retail unit, with no change of use proposed and no alterations to the existing parking provision, there is not considered to be any material harm afforded onto parking provision or highway safety, with no material intensification of the use created. For these reasons the scheme is in accordance with the aims of Policy DM14 of the Local Plan and the Parking Standards SPD.

Impact on ecology

Policy DM11 of the Local Plan requires the protection, conservation and enhancement of all international, national and local nature conservation and designations and networks of habitats and features. It also requires all proposals to seek a net gain of biodiversity on all development sites.

The ecology officer was consulted on this proposal and requested a Preliminary Roost Appraisal be provided. This was submitted by the agent; the building has been assessed to have negligible bat roost potential. Evidence was found of birds using the internal space.

The precautionary working methods for bats and nesting birds listed in the report are appropriate and must be implemented. This includes works being restricted to when bats and nesting birds are least likely to be present, between November and March.

Ecological supervision for tile removal is required, with a pre-works inspection. If a bat or evidence of any bats or nesting birds are found all works must stop, and advice must be sought from a suitably qualified ecologist. A license from Natural England may be required for bats. A suitable buffer, to be determined by the ecologist, will be required to avoid disturbance to nesting birds. The buffer must remain in place until the young have fledged and left the nest. Additional restrictions on noise and vibration will be required.

The submitted PRA has not provided any biodiversity enhancements, which are therefore to be secured via a pre-commencement condition. With the appropriate mitigation and enhancement required, the scheme is in accordance with the aims of Policy DM11 of the Local Plan.

Climate Change

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy

is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

Equalities Implications

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications

Conclusion:		
Recommendation:	PERMIT ☒	REFUSE ☐
Comments ...		