

DELEGATED OFFICER REPORT:

Application Ref: F/25/99883

Site Address: 26 Pluto Road, Eastleigh, SO50 5GD

Case Officer: Andrew Amery

Description: Change of Use from Class C3 (dwellinghouse) to a flexible use comprising C3 (dwellinghouse) and C2 (children's residential home) (amended description)

Particular Site Constraints?	Yes ☒	No ☐
The site is within the urban edge.		
Site, Character and Context		
26 Pluto Road is a modern, end of terrace, four-bedroom family dwelling located within a residential estate to the south of Leigh Road and north of Pirelli Park. Formerly part of the Pirelli Factory complex, the area was comprehensively re-developed for residential use in the early 2000's.		
		
Fig 1. Image of existing property at 26 Pluto Road		
The property has a private, fully enclosed rear garden which is mainly laid to lawn and surrounded by a 1.8m high close boarded fence. There are some small shrubs and trees around the periphery and a small shed in one corner. The property benefits from a conservatory and patio area.		
The Proposal		
The application seeks to change the use of the property from C3 (dwelling) to a flexible use comprising a C3 dwelling and C2 (residential institution) to provide permanent accommodation for 2 children aged between 7yrs and 18yrs of age. There will be no alterations required to the property either externally or internally. Access is from the front. The access door leads into a narrow hallway with a small w/c.		

The downstairs accommodation comprises a kitchen, separate utility room and a large, open plan living room/dining room with direct access to the rear garden. There is a small conservatory accessed off the sitting room area.

Upstairs there are two, standard double bedrooms, one small double with ensuite facilities and a small single bedroom.

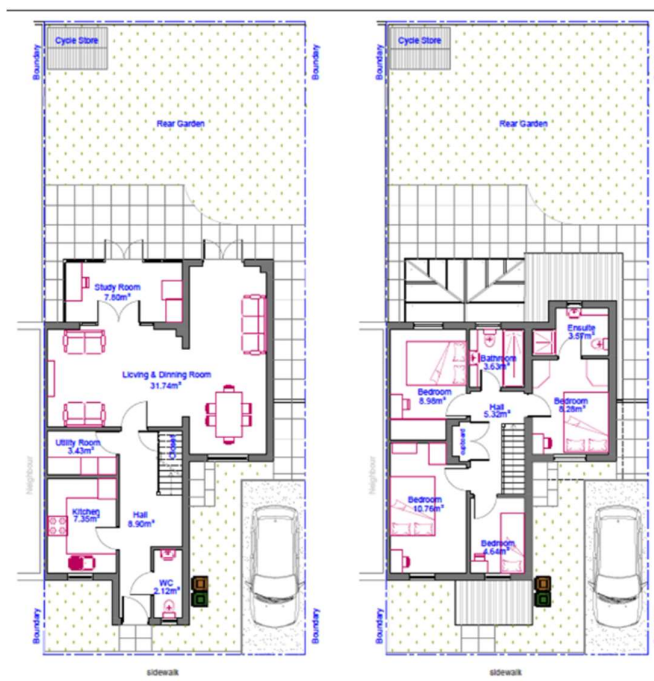


Fig 2. Existing and proposed floor layouts.

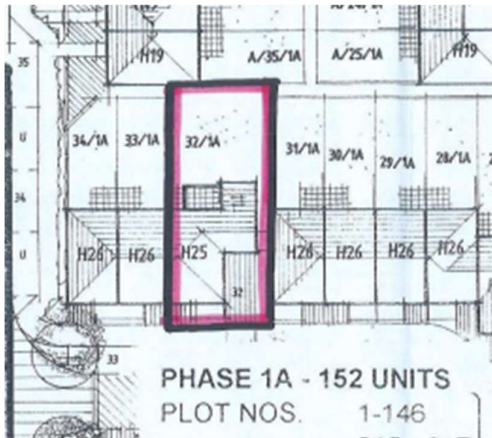
The intention is for the property to be the permanent home for the children with the carers living with them. The property would be used as any family house would, with each individual allocated a bedroom and everyone sharing all other facilities including the garden.

There is currently one allocated parking space at the side of the house and use of unallocated spaces in the layby immediately to the front of the site. This situation will remain unchanged. However, given the age of the children, only the carers are likely to have vehicles.

Planning History?	Yes ☒	No ☐
Pluto Road is within the northernmost phase of the former Pirelli factory. A comprehensive mixed-use redevelopment that gained outline planning permission in June 2002. Z/04771/121/00 Outline: Residential development of 665 dwellings, 7432sq m of Office (B1) floorspace with parking and roads. Approved 26.06.2002. There were subsequently a series of planning applications dealing with the reserved matters for individual phases. The site was originally known as Plot 32 Park 21 of the Pirelli site re-development. It was built as a 4-bedroom house with the projection to the side and rear containing a bedroom on the first floor and the dining area below.		

In 2003 a planning application was submitted to construct a conservatory on the rear elevation.

Z/04771/137/00 Rear Conservatory. Approved 27.05.2003



There are no other planning records for the property.

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	10 nearby neighbours were notified of the application. Two objections have been received. One letter highlighted that: • Pluto Road has 18 houses all of which are family homes • The area has already been the subject of anti-social behaviour • Police have had to visit No 26 many times in the past • The walls between houses are not well insulated and disturbance from noise has resulted in complaints. The second letter raised a number of questions regarding the nature and scale of the proposed use so as to better understand the use and how the site will be managed. These have been set out in full below and includes the responses from the applicant. Q. Capacity: How many children will be living at the home at any one time? A. The home will accommodate a maximum of two children. Q. Management & Staffing: Who will be responsible for running the residential home, and what qualifications or experience will the management and staff have? A. The home will be managed by a Registered Manager (RM) who is supervised by a Responsible individual (RI). Both individuals have extensive experience and relevant management qualifications. They will be interviewed by an Ofsted inspector before the home can be allowed to operate. All residential workers will have or be working towards level 3 in children residential care. The organisation follows safer recruitment processes. Suitability of staff is also monitored by Ofsted. Q. Supervision & Safeguarding: What level of supervision will be provided, particularly during evenings, weekends, and school holidays?		

	A. There will be staff on site 24/7. There is also manager on-call every night. Q. Parking & Traffic: What impact will this have on parking and traffic in the area, especially considering staff vehicles, visitors, and service providers? A. There will be minimal impact as the home will operate like a normal home. All visits will be pre-planned. Staff will be encouraged to use public transport or cycle. Q. Property Use: Will the property be used solely as a children's residential home, or are there any plans for additional services or activities to be provided on-site? A. The property will be used solely as a children's residential home. Q. Community Impact: How will the home integrate with the local community, and what provisions will be made to minimise disruption to neighbours? A. We would like the children to integrate and attend local schools. They will be supervised by staff. Staff will ensure there is no disruption, and they will be supervised to minimise noise disturbances. It will be similar to a normal household with two children. Q. Consultation: Will local residents be given regular opportunities for consultation or to raise concerns once the home is operational? A. We plan to do an open day where we will invite neighbours for coffee and a tour of the home. Neighbours will be given contact details for the home and the manager to allow them to raise any concerns that they may have.
Parish Council:	Eastleigh Town Council raise no objections but request that as part of any decision 'the planning authority will ensure the community's well-being and safety are considered'.
HCC Highways	No objection. The change of use will not increase the typical trip rates associated with a 4-bedroom property. Parking should be assessed by the Local Planning Authority to ensure the proposed parking falls in line with adopted standards.
Hampshire Police	No objection in principle.

Site Visit:	Yes ☒	No ☐
A site visit was undertaken in August 2025. The property was viewed from the outside only. It did not appear to be currently occupied. There is one allocated parking space to the side of the property and an unallocated layby for 2 cars immediately outside the frontage of 28 and 26 Pluto Road. No 30 Pluto Road has its own off road parking space around the corner and accessed from Great Farm Road. It would appear that the housing and parking layout is of a period when maximum parking standards applied rather than today's minimum standards. The area is characterised by limited off-road parking, narrow road carriageway and parking bays (seemingly a mix of allocated and unallocated) dominating the frontages with some indication that parking pressures do exist.		

Pre-commencement Conditions:	Yes ☐	No ☒
No pre-commencement conditions are required. Condition to restrict within C2 to that of a children's home only for 2 children.		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states: - <i>"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."</i>

Policy:
National Planning Policy Framework • Chapter 5 - Delivering a sufficient supply of homes • Chapter 8 – Promoting healthy and safe communities • Chapter 12- Achieving well designed places Planning Practice Guidance There is no planning practice guidance relating to this type of permission. Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies: • S1 (sustainable development), and; Development Management Policies; • DM1 (general development), • DM2 (environmentally sustainable development),, • DM14 (parking), • DM25 (para 5.126 (provision of housing for vulnerable groups) Supplementary Planning Documents: None

Assessment:
Principle The site is within the urban edge where the principle of development is acceptable, subject to the detailed matters according with the relevant planning policies. Character and Appearance Policy DM1 requires development to 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.

In this instance the property will be unchanged physically. It will be no different from how it currently appears in the street scene.

The proposal will ostensibly remain in residential use. The applicant has stated that the property will be carefully managed with the adult carers being present at all times and the two children living in what will be their permanent home. The children will be enrolled in local schools and take an active part in the local community.

In this respect, the property, its use and the activities associated with it will appear little different from other family houses in the area, with coming and goings and occasional visits from friends and colleagues.

Provision of specialist housing

Policy DM25 at paragraph 6.126 recognises vulnerable people have a range of individual housing needs. The policy goes on to identify that the needs of vulnerable people can sometimes be met with general needs market housing alongside additional support at home. Whilst the policy is primarily aimed at elderly care and adults with specialist needs, it is not exclusively so.

The children in this case are highly vulnerable and do need additional support in what will be their permanent home.

The paragraph goes on to state that it is necessary to provide for a range of housing for elderly people and '**other vulnerable groups**' where there is an identified need, through the provision of specialist accommodation.

The proposals are considered to be fully in compliance with the provisions of the Policy. Indeed, the Policy actively supports the provision of the specialist accommodation being applied for.

Residential Amenity

Policy DM1 amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.

Any application with the term 'change of use to children's home' is naturally going to elicit questions and concern from those living in the area. The questions raised by residents have been openly answered.

Children will be placed following a careful process by other non-planning agencies. There are management measures in place to minimise any disruption caused given the vulnerable nature of the children. Specialist carers are trained in dealing with situations, that may, as in any household, occur from time to time.

The small-scale nature of the facility and one to one care and support will minimise potentially disruptive situations arising. In this respect, given it will be limited to 2 children and 2 carers, it may have a lower occupancy than other 4 bedroom family houses.

Whilst concern from residents is understandable, the applicant has provided sufficient information as to how the household will be run, it be satisfied that the use of the property as a small 'children's home' for a maximum of two children will not have a harmful impact on the amenities of nearby occupiers.

Accessibility, Highways and Car Parking

Policy DM13 requires that all new development has a safe and convenient access to the highway network. Parking must be provided in line with the Councils recently adopted standards (Sep 2025).

There is only one allocated, off-road parking space for the current 4 bedroom dwelling. Given the location of the site, the current parking standards would be 3 on-site spaces or 2.5 unallocated off-site parking.

The level of parking is below that set out in the currently adopted parking standards but is the same as currently provided and is typical for the wider area.

There are two unallocated spaces immediately to the site frontage, bringing the total number of spaces potentially available as 3.

Given the likelihood of the children living in the property having cars being very low, the parking arrangements need to serve 2 carers and occasional visits from professionals. As visits can be managed in advance and take into account the parking situation, it is considered that the parking arrangements are adequate to serve the proposed use, and it is unlikely that the existing parking pressures will be exacerbated.

Equalities Act:

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

Section 149 (1) 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.

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 by 2025; (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 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 plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the 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 Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Adopted 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.

Conclusion:

The property would remain in a form of residential use and externally would appear no different from its current status as an end of terrace, four-bedroom, family dwelling.

Whilst Policy DM25 is primarily aimed at provision of specialist elderly care, the supporting text clearly states that the Policy has a broader application, and that the Local Plan recognises the need for the provision of specialist care across other 'vulnerable groups' whether this be within general needs market housing with additional support provided at home, or through the provision of more specialist housing.

The children to be housed fall within a recognised vulnerable group for which an urgent need for accommodation exists.

The small-scale nature of the unit, and the management plans which apply to its operation, will safeguard the amenity and character of the area.

Whilst, it will be for other agencies to monitor and manage any problems associated with the unit, in planning terms the likelihood of significant disturbance and/or activity having an unacceptable impact on the residential amenities of existing residents, or the character of the area is low. For these reasons the proposals are considered to be compliant with Policy DM1 of the Local Plan.

The impact on the amenity of the new residents (the children) is intended to be significantly enhanced, a key objective of Policy DM1.

Car parking is considered acceptable for the nature of the use.

For these reasons the proposals are considered to be policy compliant and can be approved.

Recommendation:	PERMIT ☒	REFUSE ☐
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