

# DELEGATED OFFICER REPORT

**Application Ref:** F/25/99509

**Site Address:** 5 PIRELLI WAY, EASTLEIGH, SO50 5GE

**Case Officer:** Dorothy Hei-Tung-Hoh

**Description:** Change of use of existing ground floor office (Use Class E) to a self-contained 1-bedroom residential flat (Use Class C3), including internal alterations.

|                                                                         |                                                |                                    |
|-------------------------------------------------------------------------|------------------------------------------------|------------------------------------|
| <b>Particular Site Constraints?</b>                                     | <b>Yes</b> <input checked="" type="checkbox"/> | <b>No</b> <input type="checkbox"/> |
| <ul style="list-style-type: none"> <li>Within the Urban Edge</li> </ul> |                                                |                                    |

|                                                                                                                                                                                    |                                                |                                    |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------|------------------------------------|
| <b>Planning History?</b>                                                                                                                                                           | <b>Yes</b> <input checked="" type="checkbox"/> | <b>No</b> <input type="checkbox"/> |
| <ul style="list-style-type: none"> <li>PN/25/99438 - Conversion of ground floor office to residential one bedroom flat - Withdrawn (Returned Undetermined) - 28/05/2025</li> </ul> |                                                |                                    |

|                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                        |                                           |
|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------|-------------------------------------------|
| <b>Publicity:</b> | <b>Letters</b> <input checked="" type="checkbox"/>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | <b>Site Notice</b> <input checked="" type="checkbox"/> | <b>Newspaper</b> <input type="checkbox"/> |
| Representations:  | <p>Two objections were received during the consultation period. The concerns raised can be summarised as follows:</p> <p><b>Loss of commercial premises:</b> The application site forms part of a commercial parade which supports a range of small, independent businesses in a town centre location. Objectors highlight that the units are in demand and rarely vacant and raise concern that converting the premises to residential would result in the permanent loss of a valuable and increasingly scarce commercial opportunity, particularly in light of the recent closure of another affordable workspace.</p> <p><b>Impact on the local economy:</b> Concerns are raised regarding the potential negative impact on the viability and vitality of the wider business community. It is considered that the proposed change of use would reduce commercial diversity and footfall in the area, undermining efforts to support entrepreneurial growth and the local economy.</p> <p><b>Parking and infrastructure:</b> The site is said to have limited on-site parking provision (1 space), and surrounding streets are already under pressure from residential and customer parking demand. It is considered that the introduction of additional residential development would further exacerbate existing parking constraints.</p> <p><b>Lack of need for additional housing in this location:</b> It is suggested that there is already a substantial level of residential development in the area, and that priority should be given to retaining commercial space over providing further housing.</p> |                                                        |                                           |
| Parish Council:   | <p>The Council objects to the proposal on the following grounds: the loss of valuable commercial space and employment land within Eastleigh, which conflicts with the Local Plan 2016–2036 that sets a target of approximately 144,000 m<sup>2</sup> of new employment floor space by 2036. Furthermore, the proposal would have a negative impact on the local business community and economic growth in the area.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                        |                                           |
| Natural England:  | Objection.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                        |                                           |

|                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| HCC Highways:         | No objection.                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Environmental Health: | <p><b>Contaminated land:</b> No concerns on contaminated land.</p> <p><b>Air Quality:</b> No impacts are anticipated.</p> <p><b>Noise:</b> We do have some concerns regarding noise. Prior to the first occupation of the residential flat hereby permitted, a sound insulation test shall be undertaken by an ANC-registered acoustician to demonstrate compliance with the minimum sound performance standards set out in Approved Document E of the Building Regulations.</p> |

|                                      |                                                |                                    |
|--------------------------------------|------------------------------------------------|------------------------------------|
| <b>Site Visit:</b>                   | <b>Yes</b> <input checked="" type="checkbox"/> | <b>No</b> <input type="checkbox"/> |
| Details: 20 <sup>th</sup> June 2025. |                                                |                                    |

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Policy:</b></p> <p><b>National Planning Policy Framework<br/>Planning Practice Guidance</b></p> <p><b>Development Plan:</b><br/>The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1 and S2; and Development Management policies DM1, DM2, DM3, DM8, DM11, DM13, DM14, DM15, DM23 and DM30.</p> <p><b>Supplementary Planning Documents:</b><br/>Quality Places; Residential Parking Standards; Character Area Appraisal for Eastleigh (ELAC 36)</p> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Assessment:</b></p> <p><b><u>Site context and surroundings</u></b></p> <p>5 Pirelli Way is a ground floor commercial unit within a three-storey mid-terraced building, located in Pirelli Way near Eastleigh town centre. It forms part of a mixed-use development that originally established a number of live/work units. These units typically comprise residential accommodation at upper level and commercial workspace at ground floor. A number of the ground floor units have historically operated as salons, studios, and offices, though over time some have transitioned to residential use either through permitted development rights or with planning permission.</p> <p>During a recent site visit, it was noted that the unit is no longer in active commercial use and appeared vacant, with no evidence of ongoing office activity.</p> <p><b><u>Background</u></b></p> <p>5 Pirelli Way forms part of a mixed-use development located close to Eastleigh Town Centre. The wider Pirelli Way development was originally approved under planning permission Z/04771/124/00, which included the provision of a number of live/work units as part of a mixed-use scheme. Condition 50 of that consent restricted the use of 14no. live/work units, including 5 Pirelli Way, by prohibiting uses falling within Classes A3, B2, C1, and C2 of the Use Classes Order, unless otherwise agreed in writing by the Local Planning Authority.</p> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Over time, there has been a gradual shift in the use of a number of ground-floor units within Pirelli Way from commercial/live-work to residential use.

Given the site's planning history and the relevant policies relating to the retention of employment and commercial uses in accessible urban locations, the applicant was requested to provide formal marketing evidence to demonstrate that the unit had been actively marketed for a reasonable period, and that there was no realistic prospect of the unit being retained in commercial use. A marketing package was submitted covering a 15-month period (from October 2023 to January 2025), including documentation from separate marketing agents, email correspondence, and listings/sales particulars. These indicated minimal market interest and no viable commercial offers during that time.

It is accepted that the submitted evidence reasonably demonstrates a lack of market demand for the continued commercial use of the unit.

### **Proposal**

The application seeks full planning permission for the change of use of the ground floor unit at 5 Pirelli Way from an office to a self-contained residential flat.

No external alterations are proposed as part of the development. The existing shopfront and access arrangement would be retained, and the proposed changes relate solely to the internal configuration of the ground floor unit. The revised layout would comprise a one-bedroom flat, with a walk-in wardrobe, an open-plan living and kitchen area, and a bathroom. One off-street parking space would continue to be provided on site.

### **Policy and Principle**

- The application site lies within the urban edge, where the principle of residential development is generally supported, subject to meeting other relevant planning policies. The proposed change of use from a commercial unit (Use Class E) to a self-contained residential flat (Use Class C3) is therefore acceptable in principle, provided that the loss of commercial space can be robustly justified and the scheme complies with policies relating to design, amenity, and parking.
- Policies S1, S2, DM1, DM2, DM3, DM8, DM11, DM13, DM14, DM15, DM23 and DM30 of the Eastleigh Borough Local Plan (2016–2036) are considered relevant. These policies collectively seek to ensure sustainable development, support suitable residential development in urban areas, and secure acceptable standards of design and living conditions.

### **Layout, design, and impact upon the character of the area**

- The proposal would retain the current shopfront appearance, and no changes are proposed to the fenestration, materials, access arrangement, or frontage treatment. It only involves internal alterations to create a separate bedroom, an open plan living and kitchen area, a walk-in wardrobe, and a bathroom. As such, the proposal would preserve the external appearance of the unit and maintain the existing rhythm and visual coherence of the terrace.
- The change of use would not appear incongruous within the street scene or undermine the established character of the area. Over time, a number of ground floor units within Pirelli Way have transitioned from commercial to residential use through permitted development rights or with planning permission. This reflects an ongoing pattern of changing demand for commercial space in this location. The proposed residential use would be consistent with this evolving context and would not result in visual harm to the surrounding area.
- The absence of any external alterations, signage, or newly built form ensures that the proposal would integrate discreetly into its surroundings. Given the mixed-use

nature of the development and the established presence of similar residential conversions nearby, the proposal is considered compatible with the character and appearance of the area.

- While the loss of commercial floor space is noted, the applicant has provided evidence of extensive marketing over a 15-month period, during which no viable commercial interest was demonstrated. This suggests limited demand for such units in this location. In this context, and given the proximity to Eastleigh town centre, where employment provision is more appropriately directed, the conversion is not considered to materially undermine the borough's wider employment land strategy.

#### **Amenity for future occupiers**

- The proposed flat would benefit from its own private entrance and would be internally laid out to provide a functional one-bedroom residential unit, comprising a bedroom, a walk-in wardrobe, an open-plan living and kitchen area, and a bathroom. While the unit only has window openings to the front and rear and lacks private outdoor amenity space, it is acknowledged that this constraint is typical of similar live/work units within the terrace.
- The property lies within walking distance of Eastleigh town centre, where access to public open space, facilities, and services can help offset the absence of private outdoor space. The internal arrangement is constrained but broadly functional, and while the amenity standards may fall short of ideal, these limitations would be apparent to any future occupant who chooses to rent or purchase the unit. On balance, the proposed accommodation is considered to offer a reasonable standard of amenity given the site's constraints and urban context.
- The Council's Environmental Health Team has been consulted and raised no objection on air quality or contaminated land grounds. However, due to the proposed flat's location adjacent to existing commercial premises and beneath a residential property, concerns have been raised regarding potential noise transmission. To address this, a condition is recommended requiring a sound insulation test to be carried out by an ANC-registered acoustician to ensure compliance with the minimum standards outlined in Part E of the Building Regulations. Should the unit fail the test, suitable mitigation measures will be required and re-tested to safeguard the living environment of future occupiers.

#### **Impact on residential amenity**

- The proposal does not involve any external alterations, extensions, or changes to the existing fenestration. As such, there would be no resulting impact in terms of overlooking, loss of light, or overbearing effects on neighbouring occupiers.
- The proposed use as a one-bedroom residential flat is compatible with the surrounding mix of residential and commercial uses within the terrace. The introduction of a residential use at the ground floor is not considered to give rise to unacceptable levels of noise, disturbance, or other forms of harm to the living conditions of nearby occupiers, including those within the upper floor flat above.

#### **SPA Mitigations**

- The Council, as the responsible body for Habitats Regulations Assessment (HRA), must ensure as part of a planning application that development will not have an adverse impact upon any European protected sites, and specifically in this case, it is recognised that the addition of residential development would have an adverse impact upon the surrounding designated European protected sites.

- Due to the nature of the proposals, a HRA was undertaken and submitted to Natural England for their review. They raised an objection. However, the LPA, as the competent body under the Habitats and Species Regulations (2019) are satisfied that the mitigation proposed is sufficient to address the impacts arising from the development upon European Protected Sites. In accordance with the provisions of Section 281 (6) of the Wildlife and Countryside Act (1981), Natural England was formally notified and a period of 21 days was observed prior to determination.
- In terms of water quality, Natural England have advised that new housing development should achieve nutrient neutrality in order to mitigate the impacts of additional nitrogen and phosphorus arising from the sewage generated by the future residents. This wastewater then feeds into the Solent Complex via Chickenhall Waste Water Treatment Works, which discharges into the river network and so causes eutrophication affecting the features for which it is designated. The Council has adopted its own strategy for achieving nutrient neutrality whereby it identifies areas of agricultural land and removes these from nitrate- and phosphate-intensive use, thus reducing the nutrient input into the protected sites. The level of reduction is used to offset the impacts of development proposals within the Borough. In this instance, the HRA confirmed the development would result in a net increase of 3.41kg/TN/year of nitrogen and 0.07kg/TP/year of phosphorus, and that the necessary mitigation credits would be secured via condition.
- Furthermore, Natural England has also raised concern with regard to additional residential development within 13.8km radius of the New Forest. This is considered to have an adverse impact upon the New Forest by way of additional trips resulting in further recreational disturbance. There is a monetary mitigation of £3,038.94 per residential unit to offset the impact upon the New Forest National Park, which was covered within the HRA. As noted above, Natural England have raised an objection, however the Council is satisfied with the mitigation and have received these monies (11 November 2025).

### **Highways and parking**

- Concern has been raised regarding the adequacy of parking provision and the potential impact of the development on highway safety. These comments are noted. However, the application was reviewed by Hampshire County Council (HCC) Highways, who raised no objection to the proposed change of use.
- HCC Highways advised that no alterations are proposed to the site's access arrangement and that the change from commercial to residential use would likely result in a reduction in vehicular trip rates.
- The site retains one on-site parking space and is situated within reasonable walking distance of Eastleigh Town Centre, where a range of services, facilities, and public transport links are available.
- As such, the proposed development is not considered to result in a severe impact on the safety or operation of the highway network and is considered acceptable in this regard.

### **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. 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:**

Permit subject to conditions.

Recommendation:

**PERMIT** ☒

**REFUSE** ☐