
Site Address:	Raebarn House, Hulbert Road, Waterloo		
Proposal:	Proposed change of use of first floor retail area to form 8No. self contained 1 and 2 bedroom flats.		
Application No:	APP/17/00184	Expiry Date:	23/06/2017
Applicant:	Mr Hussey Oakdene Construction Ltd		
Agent:	Mr Jenkins Wildern Architecture Ltd	Case Officer:	Daphney Haywood
Ward:	Waterloo		

Recommendation: **GRANT PERMISSION**

1 Site Description

Raebarn House is a former 4 storey office block with ground floor retail frontage (with first floor storage) located at the roundabout junction of London Road and Hulbert Road adjacent to the main Waterloo shopping area. . Planning permission has been granted and implemented for the refurbishment and change of use of the office floorspace to flats. Vehicular access is taken off Curzon Road and provides parking for the existing flats and 7 spaces for the retail floorspace.

The application site comprises the now vacant first floor retail space formerly occupied by Fabric Warehouse. The ground floor retail space formerly occupied by Fabric Warehouse does not form part of the proposal.

2 Planning History

APP/10/00604 - Change of use from Class B1 (office use) to Class D1 (dance studio for educational purposes)., DEL,
APP/10/00631 - Change of use of second and third floors from B1 office use to 6No. 2 bed flats and 20No. 1 bed flats with associated parking and use of part of ground floor for access and ancillary facilities including lobby and cycle store.
, PERM,10/11/2011
APP/10/00604 - Change of use from Class B1 (office use) to Class D1 (dance studio for educational purposes). , NPW,26/03/2012
APP/12/00100 - Change of use of ground and first floors from B1 office use to 4No. 2 bed and 4No. 1 bed flats with associated parking and use of part of basement for ancillary facilities including cycle store. , PERM,05/02/2013
APP/13/00479 - Extension to form fourth floor to accommodate 8No. apartments with associated cycle and refuse stores., REF,05/08/2013

3 Proposal

Proposed change of use of first floor retail area to form 8No. flats (7no. 1 bed and 1no. 2 bed) . The plans have been amended from 9 flats. The area occupied by three of the parking spaces formerly serving the retail floorspace would be allocated to the proposed flats and this area would be reconfigured to provide for bike storage (8 spaces), an area for waste bins and two car parking spaces (Nos. 5 and 6 as shown on the amended Site Plan). No external alterations to the building are proposed. The

flats would range in size from 46 sq m to 61 sq m.

4 Policy Considerations

National Planning Policy Framework 2012

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16	(High Quality Design)
CS4	()
CS9	(Housing)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)
DM14	(Car and Cycle Parking on Development (excluding residential))
DM3	(Protection of Existing Employment and Tourism Sites)

Havant Borough Local Plan (Allocations) July 2014

DM18	(Protecting New Development from Pollution)
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Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Building Control

It is unclear from the electronic plans as we are unable to scale from plans, whether adequate fire brigade access will be provided. It should be ensured that fire brigade access is possible within 45m of all points within the flats.

Officer note *The applicant is aware of this matter, which will need to be addressed under the building regulations, and is in discussions with HFRS.*

Crime Prevention -Minor Apps

some provisions of approved document Q may apply to this proposal

Officer note *The applicant is aware of this*

Development Engineer - Highways

The Highway Authority have no adverse comment to this application

Economic Development - Retail and Town Centres

No objection to the proposal

Environmental Health Manager, Community Group

Contamination

the proposed scheme is inherently low risk and does not involve any significant groundwork. As such it is not considered necessary for the applicant to consider contamination risks further.

Air Quality

The facade of Raebarn House is set back from the Kerbside by only 7m, where limited air volume is present between the source & receptor to facilitate effective pollutant dispersion/dilution. Future occupants of properties taking ventilation air from this facade would be at risk of unacceptable exposure to poor air quality, especially where ventilation air is taken from the lower floors.

It is considered that the risk is sufficient that mitigation should be required in order to ensure long-term protection for future occupants. The most practical means of achieving protection for future residents is to implement a scheme of mechanical (MEV/MVHR) or passive ducted ventilation (passive stack) to provide sufficient air exchange as to meet or exceed building control requirements with all windows closed. Air should be drawn from roof level, or a position on the building facade which is at least 15m linear from the kerb of the B2150 Hulbert Road, measured in plan view (not accounting for elevation).

With reference to the proposed floor plans, it is considered that this protection is necessary for units marked 4, 5, 8 & 9 on drawing Ref W16-030 101 Dated Feb 17 (North Facade, and Northern end of West Facade). Permitting this development without adequate protection risks the creation of a breach of statutory air quality standards, which would require remedial action to be undertaken by the Council. Appropriate planning controls can avoid unnecessary permitting unacceptable exposure to poor air quality, in line with policy DM10.

I have no objection to the proposals *subject to the inclusion of a suitable condition to secure appropriate mitigation of exposure to poor air quality for the residents of unit numbered above.*

In the event that you are minded to grant consent for this scheme, please contact me to discuss appropriate condition wording.

Noise

The northern facade of Raebarn House is also subject to significant noise from road traffic, exacerbated by the inclined approach to the Hulbert Rd. / Maurepas Way / London Road junction (increased power requirement in slow moving traffic), and the route representing a principal commuter route with direct access to the A3(M) just 1.2m to the East.

Previous residential conversion within Raebarn House has incorporated substantial noise mitigation to reduce the impact upon residents. I anticipate that Laurent will provide detailed comment on technical aspects such as glazing specifications (etc.), I raise this issue here as the proposed mitigation of exposure to air pollution / poor air quality (e.g. MEV or MVHR fresh-air ventilation system), if specified with duct silencers would also serve to substantially mitigate against noise impact by facilitating adequate ventilation without the need to open windows.

I would however highlight that problems have arisen with residential units of previous developments within this building, where openable window casements were not provided, and MVHR units were installed within non-accessible void spaces. This has resulted in the failure of units to operate effectively (due to inaccessibility for maintenance, or a lack of clarity on how these units are powered, controlled and operated), leading to overheating of the flats and several housing complaints.

For this reason, it is recommended that each flat be provided with at least one openable window. If MEV/MVHR units are specified, it is acceptable for to be installed within a

service void, however it is recommended that i) the unit is permanently accessible for maintenance purposes (e.g. behind openable service hatch or removable panel), ii) that controls be clearly identified, and iii) that the unit be supplied by a clearly labelled & separately fused circuit or by a clearly marked fused spur with a wall plate located in an accessible place.

Hampshire Fire & Rescue

Standard non site specific advice provided

Property Services Manager, Corporate Group

No comment in respect of the proposed development.

Southern Water

Non site specific advice provided. Informative requested. The proposed development would lie within a Source Protection Zone around one of Southern Water's public water supply sources as defined under the Environment Agency's Groundwater Protection Policy. Southern Water will rely on your consultations with the Environment Agency to ensure the protection of the public water supply source

Officer note: In respect to the Source Protection Zone the proposal is for conversion to the existing floorspace and no building works are proposed.

Traffic Management Team

The traffic team has no adverse comments to make on this application

Waste Services Manager

My only concern over waste collection is in regard to providing enough space / area for the additional waste containers required for the additional flats for this proposed planning application, thank you.

Officer note: The plans have been amended to provide additional waste storage.

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 48

Number of site notices: One

Statutory advertisement: Not applicable.

Number of representations received: 2

Comment	Officer Comment
The drawings entitled Existing and Proposed Elevations do not show any meaningful information for the Proposed Elevations.	No changes are proposed to the external appearance.
Sharing the refuse bins is a totally unrealistic proposal insofar as the existing arrangement is already	The plans have been amended to provide addition separate waste storage

inadequate to meet the needs of the residents	
There are insufficient car spaces for all the residents at Raebarn House and for all the residents at Maple Brook Court, plus seven spaces for use by the retail outlet customers. Reducing the car spaces set aside for use by the customers of the (new) retail outlet and establishing just two car spaces for 9 new residents will only serve to aggravate the existing finely-balanced parking arrangements. It is a nonsense to expect the unlucky seven new flat dwellers not to possess a vehicle between them.	See section 7
The Hampshire Fire and Rescue Service (HFRS) and safety standards are not met	See consultee responses
Nowhere in the Design Statement is there any mention of an intention NOT to utilize the existing sewage pipework infrastructure. Consideration should be given to this matter quickly and thoroughly and details included in the Proposal for all to see. Without a thorough investigation into the adequacy and service-state of the existing system it is expected that any additional loading on an already inadequate system will result in major downstream issues.	An informative as recommended by Southern Water is proposed in connection to the sewer. Internal pipework would be covered by the building regulations.

7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Parking
- (v) CIL and Contribution Requirements

(i) Principle of development

The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria. The existing ground floor retail floorspace fronting the shopping area would be retained in accordance with Policy CS4. The property occupies a town centre location and lies within an area where upper floor residential development is acceptable in principle.

In terms of housing requirements, the Council's Adopted Local Plan (Core Strategy 2011 and Allocations Plan 2014) covers the period until 2026 and continues to form the basis for determining planning applications in the Borough. However the Core Strategy was adopted prior to the NPPF and the housing target was based on the now revoked South East Plan. The NPPF sets out that it is a key requirement for the Council to prepare a Local Plan that will meet the full, objectively assessed need (OAN) for housing in its area. In March 2016 research commissioned by the Partnership for Urban South Hampshire (PUSH) produced an Objectively Assessed Housing Need study for the whole area and for Havant identified a need for 11,250 homes by 2036 (450 dwellings per annum). This far exceeds the housing target in the existing Pre-NPPF Local Plan of 6,300 by 2026 (315 dwellings per annum). In response the Council adopted the Local Plan Housing Statement in December 2016, which is the first stage in a review of the Local Plan which will address the housing need for the Borough in light of the updated evidence. Guiding Principle 3 of the Housing Statement affirms the Council's commitment to promote the use of brownfield land for residential development, and in this context the proposal would provide eight additional dwellings within a previously developed site which would make a valuable contribution to the Council's housing requirements.

(ii) Impact upon the character and appearance of the area

Raebarn House is currently in mixed residential/commercial use and the introduction of additional units of accommodation would also fall within this mixed use and the proposal is consistent with this existing use. The proposal would involve changes to the rear service/parking area with the provision of an enclosure to provide for cycle parking and bin storage, comprising a flat roofed rendered block work structure with felt roof to be located adjacent the existing bin enclosure. The structure whilst utilitarian in appearance would be consistent with the existing enclosure, is set back from the road and would be viewed against the existing 3/4 storey building. As such it would not be dominant nor detrimental to the appearance of the area.

(iii) Impact upon residential amenity

The representations raise concerns regarding fire access and sewage pipework which would be addressed under the building regulations. In respect to car parking and issues regarding the adequacy of the existing provision, this is a town centre location where no on-site car parking provision is considered to be acceptable. This is explained further in the Council's adopted Parking SPD which states in respect of Waterlooville Town Centre:

3.04 Waterlooville Town Centre provides a variety of bus routes across the Borough and beyond to Portsmouth. The town centre also provides a range of shops and services which lessen the need for individual travel. This is considered to be the second most accessible part of the Borough.

3.05 Proposals within the Havant and Waterlooville Town Centre boundaries will be expected to have a reduced or even zero standard of vehicle parking provision in order to maximise the use of land and discourage the use of private motor vehicles in accordance with the requirements of the NPPF.

In this particular case there would be 2 car parking spaces and 8 cycle parking spaces to serve the proposed development. Additionally the proposal relates to existing floorspace. As such it is considered that a refusal based on inadequate car parking provision could not be substantiated.

In terms of amenities for the proposed occupants the Environmental Health Officer has recommended conditions in respect to air quality and noise to safeguard the amenities of future residents and a condition in this respect is recommended.

(iv) Parking

Four parking spaces would be retained for the retail floorspace and provision made within the parking area for bin and cycle storage. This would result in the provision of only two spaces to serve the proposed flats, however, the site is well located in respect to local services and public transport and lies within a sustainable area where reduced parking provision is acceptable (see extract from Parking SPD above).

(v) CIL and Contribution Requirements

The proposal relates to existing recently occupied floor space and the CIL liability is therefore nil.

This development would increase the number of dwellings within the 5.6km zone identified as significant in potentially increasing recreational pressure on the Solent SPA. Natural England's advice in regard all new housing development within this zone is that it is likely to have a significant effect on the SPA. The measures of mitigation adopted by the LPA at the end of June 2014 require a payment to the Solent Recreation Mitigation Project and the required deed and payment have been received.

8 Conclusion

The application is considered acceptable and approval is recommended.

9 **RECOMMENDATION:**

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/17/00184 subject to the following conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.
Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 The development hereby permitted shall be carried out in accordance with the following approved plans:

OS plan
Plans and elevations as existing W16-030/001
Plans and elevations as proposed W16-030/101 Rev A
Existing and north elevations as proposed W16-030/003 rev A

Reason: - To ensure provision of a satisfactory development.
- 3 No development hereby permitted shall commence until a detailed design & specification for appropriate fresh air ventilation systems has been submitted to, and approved in writing by the Local Planning Authority (the 'mitigation

scheme') to protect unit no's 3,5,7 & 8 as identified on drawing number W16-030 101 Rev A from locally poor air quality.

The ventilation systems may be of active or passive design, but shall be of sufficient capacity to provide adequate ventilation to each residential unit (in accordance with the requirements of current building regulations) with all openings (windows, doors) closed.

The submitted scheme shall:

- a) Identify the position of the system air intake duct to each residential unit, to be located no closer than 15m to the carriageway of the B2150 (disregarding elevation),
- b) State the ventilation standards to be achieved (e.g. as m³/min or air changes per hour (% total volume/hr)), with reference to CIBSE & HVCA recommendations,
- c) Omit trickle vents, passive vents or extract fan outlets located within 15m of the carriageway of the B2150 (disregarding elevation), and;
- d) Have due consideration for achievable indoor noise levels, to meet BS8233 or WHO standards

All measures forming part of the approved mitigation scheme for the development shall be undertaken and fully adhered to, prior to occupation of the units.

Reason: To protect future residents from unacceptable exposure to traffic related air pollutants, and to prevent the breach of an national air quality objective at a relevant location. Having due regard to policies CS16 and DM18 of the Havant Borough Local Plan (Core Strategy) 2014, the approved development is in a position subject to both elevated ambient Nitrogen Dioxide & highly localised emissions sources, and the existing building design is likely to exacerbate locally poor air quality for residents of units on the First Floor at the Northeastern Façade in particular.

- 4 No development shall take place until plans and particulars specifying the following matters have been submitted to and approved in writing by the Local Planning Authority:

(i) The provision to be made within the site for contractors' vehicle parking during site clearance and construction of the development;

(ii) The provision to be made within the site for a material storage compound during site clearance and construction of the development.

Thereafter, throughout such site clearance and implementation of the development, the approved parking provision and storage compound shall be kept available and used only as such.

Reason: To safeguard the amenities of the locality and in the interests of traffic safety and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 5 The external materials used in the construction of the new bike and bin store shall match, in type, colour and texture, those of the existing building so far as practicable.

Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 6 The development hereby approved shall not be occupied until car parking spaces 5 and 6 and the cycle/bin provision shown on plan W16-030/10 Rev A have been provided and shall thereafter be retained to serve the development hereby approved unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of amenity and having due regard to policies CS16 and DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.