
Site Address: 250 Havant Road, Hayling Island, PO11 0LN
Proposal: Change of use from Bed and Breakfast (Class C1) to dwelling house (C3).
Application Type: Change of Use
Application No: APP/22/00202 Expiry Date: 25/04/2022
Applicant: Mr and Mrs Roberts
Agent: Mr G Gard Case Officer: Joseph Toole
ACE Designs
Ward: Hayling West

Recommendation: **GRANT PERMISSION**

1 Site Description

The existing property is currently a Bed and Breakfast use with owner's accommodation at first floor level. The property comprises of white render, tile hanging and concrete roof tiles. It is located on the corner of Havant Road and New Road.

2 Planning History

01/58272/003 - Two storey rear extension incorporating accommodation for elderly relative and extension to rear of existing store., PERM, 14/01/2002
93/58272/000 - Construction of a dormer on the South elevation., REF,
93/58272/001 - Construction of 2 dormers on the south elevation., PERM, 10/12/1993

3 Proposal

The proposal is for a change of use from Bed and Breakfast to dwellinghouse. This is following attempts to market the dwelling as a current B&B with no concrete interest being shown in the business.

4 Policy Considerations

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS17 (Concentration and Distribution of Development within the Urban Areas)
CS5 (Tourism)
CS9 (Housing)
DM3 (Protection of Existing Employment and Tourism Sites)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)
AL2 (Urban Area Boundaries and Undeveloped Gaps between Settlements)

Submission Version Havant Local Plan

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Councillor Brenda Linger - Hayling West

No Comment.

Councillor Clare Satchwell - Hayling West

No Comment.

Councillor I Scott Hayling West

No Comment.

Planning Policy

Policy Status:

The Local Plan (Core Strategy) and the Local Plan (Allocations), together with the Hampshire Minerals and Waste Plan, provide the development plan for the borough.

The following Adopted Local Plan policies are of particular relevance:

- CS5 – Tourism
- CS9 – Housing
- CS17 – Concentration and Distribution of Development within the Urban Areas
- DM3 – Protection of Existing Employment and Tourism Sites
- AL1 – Presumption in Favour of Sustainable Development
- AL2 – Urban Area Boundaries and Undeveloped Gaps between Settlements

Principle of Development:

The site lies within the urban area as defined by policies CS17 and AL2 of the adopted local plan. As such, the principle of development is acceptable subject to other material considerations.

Loss of tourist accommodation:

As the existing property is currently used as bed and breakfast accommodation with owners' accommodation at first floor level, Policies CS5 and DM3 are of relevance. Paragraph 3.64 of the Core Strategy supporting text sets out:

"Policy CS5 will protect all existing tourist facilities and accommodation that are fit for purpose.

However, the council recognises the need for flexibility in order to respond to an evolving tourist and day visitor market. The Development Management Policy DM3 deals with the protection of existing tourism sites. All applications that would result in the loss of land or premises used for tourism must comply with all aspects of this policy and thus prove through an active and exhaustive marketing exercise that the site is no longer fit for purpose." Policy DM3 indicates the change of use or development of land or premises currently or last used for tourism purposes to non-tourism uses will only be permitted where it has been demonstrated that the land or premises are not fit for purpose and financially unviable for any tourism use. The active and exhaustive marketing process should cover 12 months and as a minimum

should include:

- i) Confirmation by the marketing agent on headed company paper that the premises were appropriately and extensively marketed for the required length of time as set out by the council.
- ii) Dated photographs of marketing board/s of an appropriate quality, size, scale, location and number, during this time, on the premises.
- iii) An enquiry log, how it was followed up and why it was unsuccessful.
- iv) A copy of all advertisements in the local press and trade journals (should be at least four weeks' worth of advertisements spread across a six month period).
- v) Evidence of marketing via the internet.

The submitted Planning Statement indicates there has been protracted attempts to market the dwelling as a current B and B and "no interest" has been shown in the business. Whilst there was not any evidence to substantiate this statement, the applicant has subsequently provided the following:

- Email correspondence from High Hickman & Son which confirms that the premises were marketed from 2017 until the property was removed from the market in January 2022, including a copy of the property particulars.
- Copies of marketing information from Christie & Co including analysis of marketing, in terms of an email campaign, online marketing and the level of interest received as a result which was limited.

Whilst the applicant has not completely fulfilled the requirements for an active and exhaustive marketing process, it is evident that the premises have been actively and appropriately marketed for an extensive amount of time with no reasonable offer for sale and rent. On this basis, it is considered unlikely that a policy objection could be sustained in the context of Policies CS5 and DM3.

Housing land supply:

It should be noted that the Council is not currently able to demonstrate an up-to-date five year housing land supply. Whilst the existing premises hosts a linked dwelling to the current B and B, it is noted that the change of use would result in the creation of a permanent dwelling which would be available on the open market. This must be afforded weight in the overall planning balance.

Summary:

Though the change of use is acceptable in principle, there is a need to show the tourist accommodation is no longer fit for purpose and/or no longer financially viable. The applicant has submitted evidence which indicates the premises have been marketed for an appropriate length of time and on an appropriate basis. On this basis a policy objection could not be sustained in the context of Policies CS5 and DM3. It is also noted that the restoration of a permanent dwelling which would be available on the open market in the context of the Council's housing land supply should also be afforded weight.

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: 9

Number of site notices: Not applicable.

Statutory advertisement: Not applicable.

Number of representations received: 0

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) Loss of tourist accommodation
- (iii) Impact upon the character and appearance of the area
- (iv) Impact upon residential amenity
- (v) Highway matters
- (vi) Housing Land Supply
- (vii) Developer Contributions

(i) Principle of development

7.2 The site lies within the urban area as defined by policies CS17 and AL2 of the adopted local plan. As such, the principle of development is acceptable subject to other material considerations.

(ii) Loss of tourist accommodation

7.3 As the existing property is currently provides bed and breakfast accommodation with owners' accommodation at first floor level, Policies CS5 and DM3 are of relevance.

Policy CS5 states:

"Planning permission will be granted for appropriate development proposals around the Borough that:

1. Provide sustainable and small scale recreational opportunities.
2. Provide hotel and other types of tourist accommodation.
3. Safeguard existing tourist facilities, hotels, holiday centres and caravan parks.
4. Improve existing tourist facilities, hotels, holiday centres and caravan parks."

7.4 This policy effectively sets the scene for the consideration of any proposal related to tourism. The White House is deemed to represent a tourist facility under this policy being open to all types of clientele including people visiting the Borough or wider area as a tourist. It is therefore necessary to assess the potential change of use under point 3 of the policy and the requirement to, 'Safeguard

existing tourist facilities, hotels, holiday centres and caravan parks'.

7.5 Under policy CS5, the loss of tourist facilities is to be resisted. The Council do however recognise the need for some flexibility in order to respond to the evolving tourist market and policy DM3 sets out in detail how applications which would result in the loss of tourist

accommodation will be assessed.

7.6 The relevant part of policy DM3 states:

"2. The change of use or development of land or premises currently or last used for tourism purposes to non-tourism uses will only be permitted where it has been demonstrated that the land or premises are not fit for purpose and financially unviable for any tourism use.

For both employment and tourism sites this shall be demonstrated through an active and exhaustive marketing process covering at least 18 months for a major site and 12 months for all other sites.

In all cases the marketing process requires as a minimum:

- i) Confirmation by the marketing agent on headed company paper that the premises were appropriately and extensively marketed for the required length of time as set out by the council.
- ii) Dated photographs of marketing board/s of an appropriate quality, size, scale, location and number, during this time, on the premises.
- iii) An enquiry log, how it was followed up and why it was unsuccessful.
- iv) A copy of all advertisements in the local press and trade journals (should be at least four weeks' worth of advertisements spread across a six month period).
- v) Evidence of marketing via the internet."

7.7 As stated the change of use to non-tourism purposes will only be permitted where it is demonstrated that the land or premises are not fit for purpose and financially unviable for any tourism use. This is tested by marketing and points i) - v).

7.8 The existing use is not considered to be a major site and therefore the relevant marketing period is 12 months.

7.9 The property was marketed as a B&B from 2017 to January 2022. It was marketed on various estate agent website's including Hugh Hickman and Son, The Bed and Breakfast Association, Christie and Co. etc. Based on the evidence provided it was noted there were some viewing however no concrete offers were made. Therefore the

applicant's were unable to sell the B&B.

- 7.10 The compliance with policy has been assessed in detail by the Planning Policy Officer who has concluded that: "The applicant has submitted evidence which indicates the premises have been marketed for an appropriate length of time and on an appropriate basis. On this basis a policy objection could not be sustained in the context of Policies CS5 and DM3."
- 7.11 It is considered on the balance of probability that on the basis of the information submitted the change of use and subsequent loss of tourist accommodation whilst regrettable in tourism terms meets the tests set by the Development Plan and can therefore be supported in principle subject to other development control criteria.

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

- 7.12 The proposal is for a change of use with no additional built form being created. The intensity of use would also be reduced to that of a single dwelling house as opposed to a commercial B&B use with 8 bedrooms including owners' accommodation. On this basis it is considered that there would be no additional impact on the character and appearance of the area.

(iv) Impact upon residential amenity

- 7.13 The proposals would not lead to any significant changes to the external appearance of the building and would be likely to result in less activity at the site including use of the garden and vehicle movements. It is not anticipated that the proposed change of use would result in additional impacts on neighbours residential amenities.

(v) Highway matters

- 7.14 In relation to highway matters, the development is likely to lead to a reduction in vehicle movements and car parking when compared to the existing use.

(vi) Housing Land Supply

- 7.15 It should be noted that the Council is not currently able to demonstrate an up-to-date five year housing land supply. Whilst the existing premises hosts a linked dwelling to the current B&B, it is noted that the change of use would result in the creation of a permanent dwelling which would be available on the open market.

(vii) Developer Contributions

- 7.16 With regard to developer contributions, no additional floorspace would be created as a result of the proposals and there is existing owner accommodation. No CIL contribution would be applicable to the development.

8 Conclusion

- 8.1 In conclusion, the application is supported in terms of marketing information. It is considered that on balance the policy tests relevant to the loss of tourist accommodation have been met in this case.

- 8.2 The impact on the character and appearance of the area and on the residential amenities of neighbouring residents are considered acceptable given the reduction in the intensity of the use at the site.
- 8.3 The proposed development would result in the gain of a permanent dwelling creating a small increase in Housing Land Supply.
- 8.4 In the light of the above conclusions planning permission can be recommended.
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9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/22/00202

- 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:

Location Plan - 220202-01
Site and Block Plan - 220202-01
Proposed Ground Floor Plan - 220202-04
Proposed First Floor Plan - 220202-05
Marketing Information (1)
Marketing Information (2)
Marketing Information (3)
Correspondence with Hugh Hickman and Son
Marketing on B&B Association
Planning Statement

Reason: - To ensure provision of a satisfactory development.