

**P/17/0405/FP**

**STUBBINGTON**

LONDON AND CAMBRIDGE  
PROPERTIES LTD

AGENT: D2 PLANNING

CHANGE OF USE OF FIRST FLOOR FROM SNOOKER HALL (USE CLASS D2) TO 10  
RESIDENTIAL FLATS (6 X 2 BED AND 4 X 1 BED)

27A STUBBINGTON GREEN FAREHAM HAMPSHIRE PO14 2JY

***Report By***

Susannah Emery - direct dial 01329 824526

***Site Description***

This application relates to the first floor of a detached building which is located centrally in Stubbington Village within the urban area. The buildings within Stubbington Village are arranged facing towards Stubbington Green which lies directly to the south of the building subject to this application. The ground floor contains a number of commercial units and the first floor is currently used as a snooker hall. To the north of the site there is a public car park.

***Description of Proposal***

Planning permission is sought for a change of use of the first floor from a Snooker Hall (Use Class D2 'Assembly & Leisure') to ten residential flats. The flats would consist of 6 x 2bed and 4 x1bed. Access would be from the existing entrance on the east side of the building.

The changes to the external appearance of the building are minimal and include new windows, re-modelling of the existing entrance on the eastern elevation, rooflights and a canopy to the residential bike store to the north elevation.

No car parking is proposed to be provided for the residential flats. Cycle parking would be provided for ten bicycles. An internal bin store is proposed on the ground floor adjacent to the entrance. The existing fire escape to the western side of the building would be retained.

***Policies***

The following policies apply to this application:

**Approved Fareham Borough Core Strategy**

CS2 - Housing Provision

CS5 - Transport Strategy and Infrastructure

CS6 - The Development Strategy

CS11 - Development in Portchester, Stubbington and Hill Head

**Approved SPG/SPD**

RCCPS - Residential Car and Cycle Parking Standards Supplementary Planning Document,

**Design Guidance Supplementary Planning Document (Dec 2015)**

EXD - Fareham Borough Design Guidance Supplementary Planning Document

**Development Sites and Policies**

DSP3 - Impact on living conditions

DSP13 - Nature Conservation

DSP34 - Development in District Centres, Local Centres, and Local Parades

### ***Relevant Planning History***

The following planning history is relevant:

FBC 6500/2 Erection of 6 Shops with Offices Over  
Permission 2 December 1970

FBC 6500/15 Change of Use From Offices to Billiard and Snooker Club  
Permission 24 May 1983

### ***Representations***

Fifty-two letters have been received objecting on the following grounds;

- Increased traffic in the village
- Lack of resident parking adding to existing parking pressures
- Detrimental to other local businesses as a result of loss of car parking
- Increased parking in residential roads
- There is sufficient over shop accommodation in the village already
- The provision of flats would be out of character with the village
- Loss of snooker hall and function room harmful to the community
- The operators of the club have made a considerable investment of work and capital
- Where would refuse bins be stored?
- Noise disturbance to shops below
- Disruption during building works
- Additional pressure on local services (eg.GP, schools)
- The proposal is not in the best interest of the village and is purely for profit

### ***Consultations***

INTERNAL

Highways -

The Supporting Parking Statement is a comprehensive document covering many aspects of existing and prospective parking demand, alternative travel options to the car and local parking capacity.

Whilst it remains my view that the proposed development would be likely to result in parking in time-unrestricted parking areas and in streets surrounding Stubbington Green, this effect would be no greater, and probably less, than the potential parking demand associated with the current use of the first floor as a large snooker club with a large bar and function facility, apparently well-used.

The applicants have used both Council and National data to assess that the development, as 1 & 2-bedroom flats, would be likely to only generate some six cars. If this were entirely new development, it is considered that a highway objection could be sustained. However, the view is taken that the present club, open from 10am to midnight, could be expected to have a parking demand greater than six cars for many times during the day and particularly when daytime/evening functions are held in the premises. It is clear that, should the Club be

new development, we would require greater parking provision than the equivalent six spaces identified.

Consequent to the above, the earlier highway objection to the development is withdrawn.

### ***Planning Considerations - Key Issues***

#### Principle of Development

Policies CS2 (Housing Provision) and CS6 (The Development Strategy) of the adopted Fareham Borough Core Strategy place priority on reusing previously developed land within the defined urban settlement boundaries to provide housing.

Policy DSP34 (Development in District Centres, Local Centres and Local Parades) of the Fareham Borough Local Plan Part 2 states that the conversion of upper floors in centres and parades to residential units will be permitted provided there is no negative impact on the amenity of neighbouring development and the proposal meets with design requirements in all relevant documents.

There are no local plan policies which would protect the existing D2 use although officers appreciate that it may be a valued community facility into which the current tenant has invested time and money. The principle of the change of use is considered acceptable subject to an assessment of any other impacts arising from the proposal.

#### Impact on Character/Appearance of Area

There are no concerns with regards to the impact of the proposal on the character/appearance of the area. Only minor alterations are proposed to the external appearance of the building which would in officer's opinion be beneficial.

#### Design and Layout

Whilst the flats would not be provided with private amenity space this is not unusual for first floor flats located within a commercial centre. The Council's adopted design SPD recognises that there may be circumstances when the provision of outdoor space is not possible such as the conversion of existing non-residential buildings in local or town centre locations. The site is located within close proximity to the designated open spaces of Stubbington Green immediately to the south and the larger Stubbington House Park to the south of the village for recreational purposes.

An amendment has been sought to the internal bin store to ensure that the appropriate waste and recycling bins can be accommodated. The bin store would be located at ground floor level within the existing building adjacent to the entrance to the flats.

The proposed flats would meet the national space standards and are therefore considered acceptable in terms of their size.

#### Highways

The Council's adopted Residential Car & Cycle Parking SPD sets out the parking requirements for new development which would equate to sixteen allocated spaces or 10.5 unallocated spaces to serve the ten flats. The National Planning Policy Framework (NPPF) was introduced after the Council's parking standards which were adopted in 2009. In setting

local parking standards for residential development local planning authorities are advised to take account of;

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles

The proposal makes no provision for car parking for the intended occupants of the flats, referred to as a 'car-free development'. There is a public car park immediately to the north but parking is limited to one hour between 8am-6pm as this car park is primarily intended to serve the commercial units within Stubbington Village.

Officers initially raised concerns that the proposal did not meet the car parking standards and would therefore result in excessive demand for long-term parking which due to the waiting limit on the adjacent car park would be likely to occur on the residential roads surrounding The Green. It was considered that although the existing snooker hall would have generated a higher overall demand for parking this demand would peak in the evenings when the surrounding shops were closed whereas the proposed flats would have more of a daytime demand, particularly critical at the weekends.

A parking statement has been submitted in response to the concerns raised which examines the likely demand for car parking generated by the existing use and the proposed flats, car parking provision within the village and the implications of the change of use for the local highway network.

The Councils adopted Residential Car and Cycle Parking SPD sets out that it may be appropriate to provide significantly below the standards if the application site is in a highly accessible area. Accessible areas are those which have access to a varied means of transport and are in close proximity to key services and areas of employment. Stubbington Village is accessible by various modes of public transport with frequent bus services to Fareham town centre and train station and Gosport throughout the day. Exceptions may also be made for specific types of residential development that create a lower demand for parking. The parking statement suggests that parking demand associated with flats over shops in a local centre is very likely to be quite different from a standard housing development. Census (2001) data has been analysed for the Borough which suggests that 41% of households in flats do not own a car compared to just 9% in houses. It is therefore suggested that no more than 59% of the residents at the development are likely to own a car and therefore the parking demand for the proposal is likely to be closer to 6 than the 10 unallocated spaces indicated by the Council's parking standards.

An assessment has been provided of all public car parking available within close proximity to the application site. The local centre is served by approx. 263 spaces including on-street parking on The Green and the public car parks to the north of The Green, Longs Lane to the north of the site and at Crofton Community Centre. Whilst the on-street car parking spaces and public car park to the north of The Green have waiting limited to 1 hour between 8am-6pm the car parks at Longs Lane and the Community Centre are unlimited. The nearest residential roads such as Cutlers Lane and Burnt House Lane have waiting restrictions where required to keep visibility clear around junctions. Therefore there are options for the parking of a vehicle owned by the occupants of the flat and any parking on residential roads is unlikely to be hazardous to highway safety.

It is understood that the Snooker Club provides 12 full size snooker tables, six pool tables, darts and a licensed bar/lounge. There is also a function room for hire which has a late night drinks license and hosts a range of events including karaoke, live music, birthday parties, christenings and wedding receptions. The club is licensed to open 7 days a week from 10am to midnight, with extensions to 2am on Fridays and Saturdays. Existing car parking activity associated with the snooker club is not known and is difficult to survey as parking would be dispersed around the village. However it is suggested that both daytime and evening parking demand for the snooker club could easily exceed that from the proposed residential development and officers agree that this is a reasonable assumption.

In summary it is recognised that the proposed fails to meet the Council's adopted Residential Car & Cycle Parking SPD in terms of on-site car parking provision. The accessible location of the site and the low car ownership associated with flat occupation are suggested as mitigating factors in this respect. In addition it is necessary to weigh up the demand for car parking generated by the proposed development against the existing use of the first floor or in fact any potential D2 occupant.

### Solent Recreation Mitigation Partnership

Through the work of the Solent Recreation Mitigation Partnership (SRMP) it has been concluded that any net increase in residential development will give rise to likely significant effects on the Solent Coastal Special Protection Areas (SPA's), either 'alone' or 'in combination' with other development proposals. In accordance with Policy DSP15 of the adopted Fareham Borough Local Plan Part 2 all development will be required to mitigate the negative impact. This is achieved via a commuted payment which has been secured under section 111 of the Local Government Act 1972.

### Conclusion

The principle of the change of use complies with the relevant local plan policies and there would be no adverse visual impact on the surrounding area as a result of the proposal. The primary issue in the determination of the planning application is the lack of provision of any on-site car parking to serve the residents. The site is within a sustainable location and the form of development indicates that a reduced level of car parking provision may be appropriate. It is suggested within the parking statement that the occupants of the proposed flats would own approx. 6 vehicles. There are opportunities available within close proximity to the site for long term or overnight parking and it is considered that the existing D2 use would be more intensive in terms of vehicle activity. On this basis officers consider that a refusal on highway grounds would be difficult to substantiate on appeal.

### ***Recommendation***

PERMISSION

### Conditions:

1. The development shall begin before the expiration of three years following the date of this decision.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development shall be carried out in accordance with the following approved

documents:

- a) Site Plan - drwg No. 0601 001 P1
- b) Existing Elevations South & West - drwg No. 0601 020 P1
- c) Existing Elevations North & East - drwg No. 0601 021 P1
- d) Proposed Elevations South & West - drwg No. 0601 200 P1
- e) Proposed Elevations North & East - drwg No. 0601 201 P2
- f) Existing Ground Floor Plan - drwg No. 0601 010 P1
- g) Existing First Floor Plan - drwg No. 0601 011 P1
- h) Existing Roof Plan - drwg No. 0601 012 P1
- i) Proposed Ground Floor Plan - 0601 100 P2
- j) Proposed First Floor Plan - drwg No. 0601 101 P1
- k) Proposed Roof Plan - drwg No. 0601 102 P1

REASON: To avoid any doubt over what has been permitted.

3. The dwellings hereby approved shall not be occupied until the refuse bin store and cycle storage have been provided in accordance with the approved plans. The refuse bin and cycle storage shall thereafter be retained for those uses at all times.

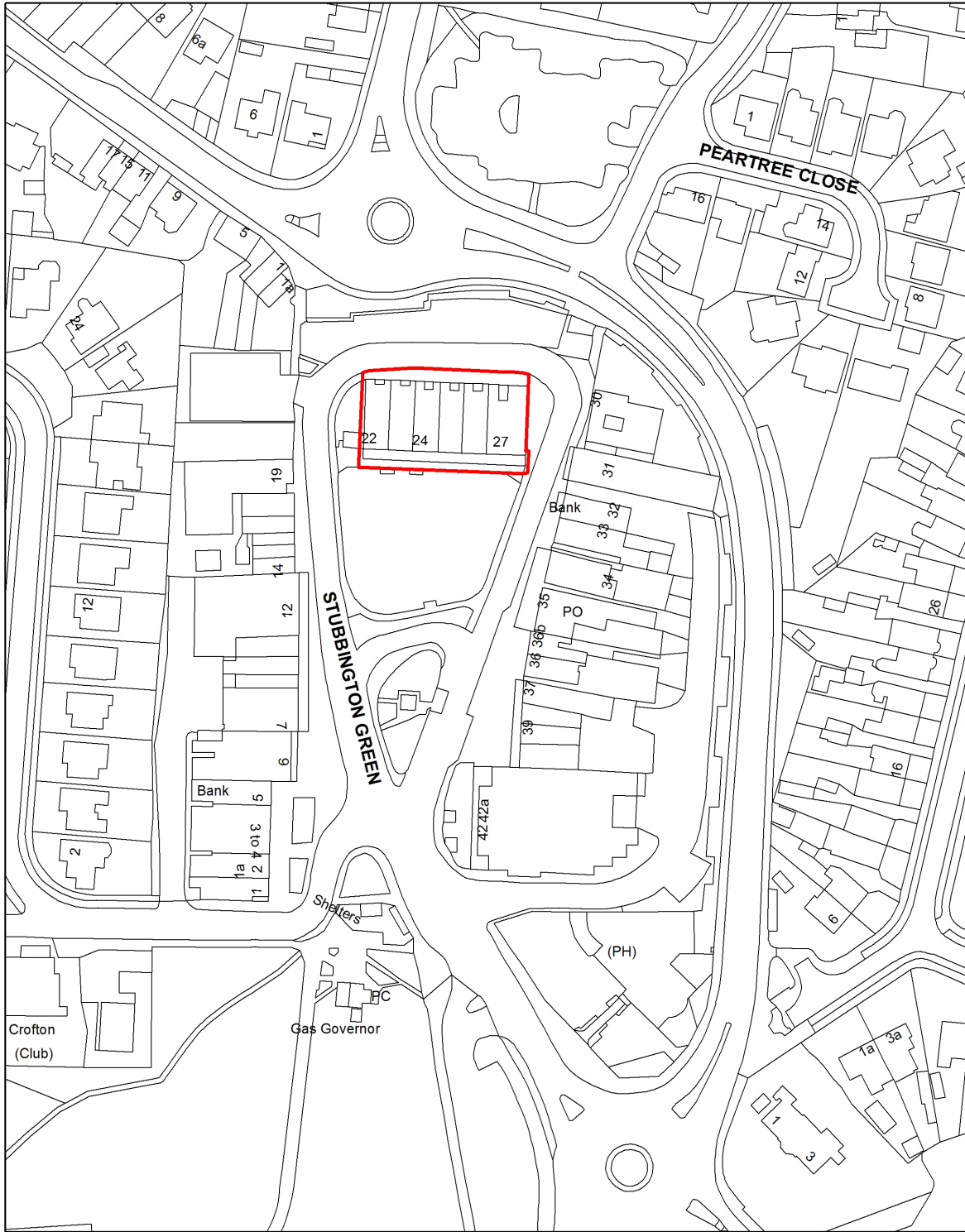
REASON: In the interests of visual amenity and in order to facilitate modes of transport alternative to the private car.

***Background Papers***

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# FAREHAM

BOROUGH COUNCIL



27a Stubbington Green  
Scale 1:2,500



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