

P/14/0056/CU

FAREHAM EAST

MR ROY HOLT

AGENT: ROY HOLT

CHANGE OF USE FROM CLASS A3 (RESTAURANT) TO CLASS C3 (DWELLING HOUSE)

68 HIGH STREET FAREHAM HAMPSHIRE PO16 7BB

Report By

Graham Pretty (Ext.2526)

Introduction

This application should be viewed in conjunction with application reference P/14/0025/FP elsewhere on this agenda. In the opinion of the officers these two applications are interlinked.

Site Description

The application site comprises a part of the curtilage of 68 High Street namely the western half incorporating the three-storey main building itself which fronts onto the High Street, and the garden between the building and the existing tarmaced car parking area.

The main building itself is Grade II* Listed whilst the site as a whole is part of an original burgage plot for No. 68 and sits within the Fareham High Street Conservation Area. The High Street comprises properties of a variety of building styles in a mixture of uses. The application site is understood to currently be vacant having last been used as a restaurant/brasserie.

Vehicular access to the rear of the site is via a carriage archway beneath the upper floors of the adjacent property. This access is shared with a number of properties in Lysees Court located to the immediate north and east of the application site.

An existing 1.8m high close boarded fence currently subdivides the site north - south to the west of the car parking area. This is unauthorised and permission has been granted for a diamond mesh fence adjacent to the west boundary of the car parking in a position previously occupied by a fence of similar form.

Description of Proposal

Permission is sought for the change of use of the red-edged area from its current lawful use as a restaurant (Use Class A3) to a single dwellinghouse and garden Use Class C3). The planning application forms and the submitted Design and Access Statement both refer to the provision of three car parking spaces (on the blue land subject of application P/14/0025/FP)but these are not identified on any plan and are not part of the application site. Further, the provision is not referenced in the application P/14/0025/FP

Policies

The following policies apply to this application:

Approved Fareham Borough Core Strategy

CS2 - Housing Provision

CS5 - Transport Strategy and Infrastructure

DSP6 - Protecting and Enhancing the Historic Environment

CS7 - Development in Fareham

CS17 - High Quality Design

Approved SPG/SPD

RCPSPG - Residential Car Parking Guide (replaced 11/2009)

Development Sites and Policies

DSP6 - Protecting and Enhancing the Historic Environment

Relevant Planning History

The following planning history is relevant:

<u>P/13/0100/CA</u>	ERECTION OF A DETACHED THREE STOREY BLOCK OF FIVE FLATS OVER THE CAR PARK REFUSE 08/04/2013
<u>P/13/0973/FP</u>	ERECTION OF 1.8 METRE HIGH GALVANISED DIAMOND MESH FENCE IN POSITION OF PREVIOUS FENCE APPROVE 29/01/2014
<u>P/13/0972/LB</u>	APPLICATION TO PLANNING & LISTED BUILDING CONSENT TO REPLACE A NEW FENCE IN THE POSITION OF AN ORIGINAL FENCE AND TO COPY AS FAR AS POSSIBLE THE APPEARANCE OF SAME. INVALID 09/12/2013
<u>P/13/0626/LB</u>	LISTED BUILDING APPLICATION FOR RETENTION OF 1800MM CLOSE BOARDED FENCE TO REAR OF SITE REFUSE 17/09/2013
<u>P/13/0625/FP</u>	RETENTION OF 1800MM CLOSE BOARDED FENCE TO REAR OF SITE REFUSE 17/09/2013
<u>P/13/0099/FP</u>	ERECTION OF A DETACHED THREE STOREY BLOCK OF FIVE FLATS OVER THE CAR PARK REFUSE 08/04/2013
<u>P/13/0096/LB</u>	CHANGE OF USE FROM CLASS A3 (RESTAURANT) TO CLASS C3 (DWELLING HOUSE) AND ERECTION OF DETACHED DOUBLE GARAGE AT REAR OF PROPERTY REFUSE 11/04/2013
<u>P/13/0095/CU</u>	CHANGE OF USE FROM CLASS A3 (RESTAURANT) TO CLASS C3 (DWELLING HOUSE) AND ERECTION OF DETACHED DOUBLE GARAGE AT REAR OF PROPERTY REFUSE 11/04/2013

Representations

Three letters have been received supporting the application for the following reasons:

- positive re-use of an empty commercial building
- will add to a better residential environment in the High Street

The Fareham Society have commented as follows:

- the principle of the change of use is acceptable
- the change of use should provide for the retention of the whole of the burgage plot without subdivision

Consultations

Director of Regulatory and Democratic Services (Environmental Health) - No objection.

Director of Planning and Environment (Transport) - The change of use would result in a significant reduction in people trips and consequent vehicle movements so that there would be no objection to the application in principle. It will be necessary, however, to ensure that car parking is secured within the proposals. Three car spaces should be provided and these be identified within an extension to the red lined site.

English Heritage - I have already commented before in relation to other applications on this site that it is important to maintain the former burgage plot, which currently makes up the garden and parking area for this property, as a single unit. While I understand that the fence (to be reinstated in its former position) has been in existence for many years the plot as a whole has remained in the same ownership and has been used in conjunction with the building. The historic burgage plots are important remnants of the medieval plan form of Fareham and make an important contribution to the character and appearance of the Conservation Area. This particular burgage plot also contributes to the significance of the grade II* listed building. Having this in mind, therefore, I would recommend that the subdivision of this garden be resisted.

Director of Planning and Environment (Conservation) - No. 68 High Street is a grade II* listed building (a designated heritage asset) dating from the 18th century which fronts Fareham High Street. It sits within a surviving medieval burgage plot. At the rear of the building the plot forms a garden with an area of ancillary parking at its eastern end. The rear of the plot is accessed through the former carriageway arch to no 67. The surviving undeveloped burgage plot retains its historic extent and remains ancillary to the main house, it makes an important contribution to the significance and setting of the listed building.

The site also lies within the boundary of the Fareham High Street Conservation Area (also a designated heritage asset). A key feature of the High Street Conservation Area is the survival of a medieval pattern of burgage plots that date from the late 12th /early 13th century and are of great importance to its significance. The long narrow plots, which are enclosed with brick boundary walls, define a strong urban grain that has persisted for many centuries. They are characterised by frontage buildings that are continuous along the street with undeveloped open gardens to the rear. The rear gardens remain ancillary to the use of the frontage buildings which retains their historic integrity and setting; some remain as lawns with trees and planting and others include ancillary parking. The long established and important historic burgage plot pattern is identified as a key feature to preserve and enhance in the adopted High Street Conservation Area Character Assessment. Its preservation has been recognized and supported on appeal.

The National Planning Policy Framework expects heritage assets to be conserved in a manner appropriate to their significance. It expects great weight to be given to their

conservation; the more important the asset the greater the weight. It advises that significance can be harmed or lost through alteration or destruction of a heritage asset or by development within its setting. It also advises that as heritage assets are irreplaceable any harm or loss must require clear and convincing justification and that any harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Whilst residential use of the frontage building would be supported in principle this application also proposes sub-division of the existing medieval burgage plot by removing the existing ancillary parking area from within the red line of the planning application. This would not be supported. Whilst this application does not specify the intended use of the severed piece of land a concurrent planning application P/14/0025/FP proposes building a 4 bedroom house in the same location.

The full extent of the historic burgage plot includes both the planted garden area and the area of ancillary parking at its eastern end and this existing intact historic curtilage provides a setting for the listed building. This proposal would sever the existing historic plot and erode the integrity of the historic burgage plot pattern which is a recognised key feature of the High Street Conservation Area. As a result the proposal would harm the significance of the grade II * listed building at no. 68 and the character and appearance of the High Street Conservation Area. In my view there are no public benefits that outweigh the harm identified to the significance of the heritage assets as set out above.

I would not support this proposal to which there is a strong objection in principle. The application would result in harm to the significance of designated heritage assets without clear and convincing justification in the public interest. To be supported the application red line should be amended to include the entirety of the historic burgage plot and return the whole of the site to residential use.

Planning Considerations - Key Issues

The Key issues are:

- Principle of Development
- Impact upon the Listed Building and the High Street Conservation Area
- Car Parking

Principle of Development -

The site is within the urban area and specifically within Fareham Town Centre and the Fareham High Street Conservation Area. Fareham High Street comprises a mix of commercial and residential properties. Whilst the development would result in the loss of a commercial unit nonetheless the proposed use of the building for its original residential purpose would be acceptable in principle.

Impact upon the Listed Building and the High Street Conservation Area -

Notwithstanding that there would be no objection to the principle of the change of use, this must also be viewed in the context of this Grade II* Listed Building and the High Street Conservation Area. The proposals do not include any alterations to the listed building itself and as such there would be no objections from this aspect (it is also the case that were alterations to prove necessary these could be subject of a separate listed building application).

However, the proposed development has implications for the setting of the listed building and the setting and character of the High Street Conservation area.

The application site identifies a clear subdivision of the existing plot with the existing tarmaced car park to the east being outside of the red line of the site. When considered with the concurrent planning application to develop the car park area with a 4 bedroomed detached dwelling it is evident that the intention is to subdivide the plot.

The plot (both red and blue areas) forms a medieval burgage plot now associated with the listed building. The burgage plot layout of the High Street is highlighted in the Fareham High Street Conservation Area Character Assessment. The Character Assessment states:

"The strong character of present day High Street derives from the remarkable survival of the burgage plots, which were laid out by the Bishops of Winchester in the late twelfth/ early thirteenth century." and

"The long narrow burgage plots, separated by tall brick walls, and the strong unbroken street frontage form an urban grain that has persisted for many centuries. It remains strong and legible and is fundamental to the historic character of High Street. The need to protect it has been

reflected in the council's development plan policies for many years and has been successfully defended on appeal"

Specific appeal decisions relating to development on burgage plots have been referred to in the associated application to this one (P/14/0025/FP). Whilst the current proposal does not itself result in development of the burgage plot, it does identify the subdivision of the plot and is reinforced by the development application. It is the strong view of the conservation advice received that the whole of the existing plot to No.68 should remain associated with it.

Car Parking - The Director of Planning and Environment (Transport) does not raise objection in principle but considers that three car parking spaces need to be identified as part of the application. The application forms and Design and Access Statement refer to the provision of three spaces on the plot of the associate planning application for a detached dwelling but the plans do not identify this provision and it is not referred to in the other application. Under these circumstances it is considered that the provision of car parking at the site has not been adequately demonstrated. In the absence of identified provision within the adjoining application site, the impact of further car parking provision within the site must be considered. In this respect officers consider that further hardsurfacing within the red lined site to provide car parking for the proposed use would be harmful to the setting of the listed building.

Conclusion

The site is that of an important Grade II* Listed building where not only the building but its plot are considered to be important heritage assets. Whilst the use of the building is considered to be acceptable, the application site identifies that a subdivision of the burgage plot would take place. The burgage plots are an important feature of the High Street Conservation Area whereby the subdivision and the consequent disassociation of the car park from the remainder of the plot would be harmful to one of the key characteristics of the area. In addition the application proposes that three car parking spaces will be provided for the proposed dwelling but these are not identified. If these spaces were to be provided within the current application site this would lead to a further erosion of the setting of the listed building.

REFUSE

The proposed development is contrary to Policy DG4 of the Fareham Borough Local Plan Review, Policies CS5, CS6 and CS17, of the adopted Fareham Borough Core Strategy and Policy DSP6 of the Local Plan Part 2: Development Site and Policies and is unacceptable in that:

(i) the proposed change of use would give rise to the severing of an historic burgage plot which is integral to the setting of the Grade II* Listed Building and the High Street Conservation Area. The erosion of this burgage plot would harm the setting of the Grade II* Listed Building and would fail to preserve or enhance the character and appearance of the Conservation Area;

(ii) the application plans fail to identify where the proposed 3 (No.) car parking spaces are to be provided. In the absence of such information it is considered that inadequate provision for the parking of cars has been made at the site in accordance with the Council's adopted Residential Car and Cycle Parking Supplementary Planning Document (2009).

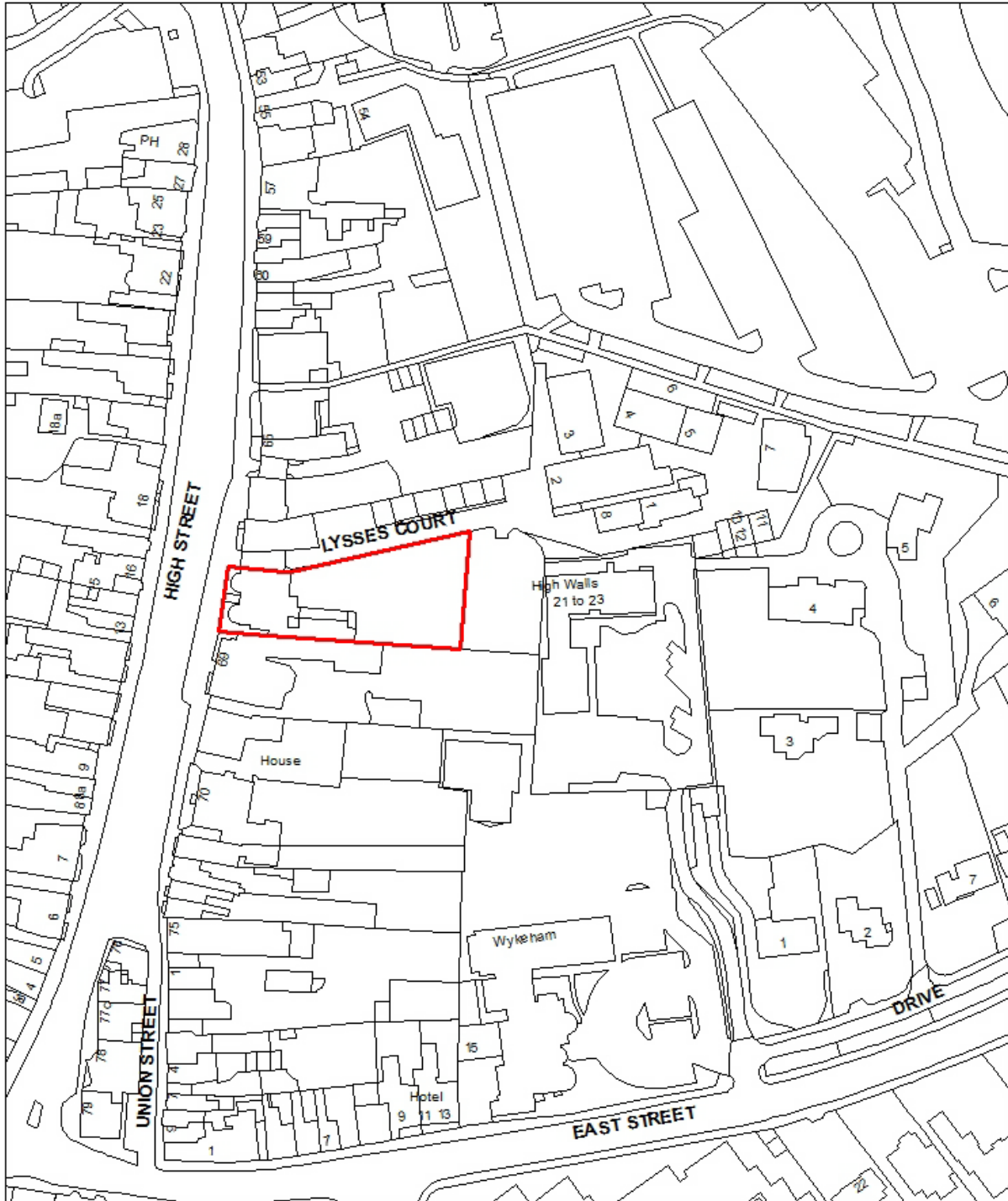
(iii) in the absence of a plan identifying the contrary, it is considered that the provision of car parking to comply with reason (ii) above would require such provision being made within the application site resulting in further harm to the setting of the listed building.

Background Papers

P/13/0095/FP; P/13/0095/CU; P/13/0625/FP; P/13/973/FP; P/14/0056/CU; P/14/0052/FP]

FAREHAM

BOROUGH COUNCIL



68 High Street
Scale 1:1250

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