

Planning Statement

108 High Street, Odiham,
Hampshire, RG29 1LP

Prepared For

LAMRON DEVTS (ODIHAM) LTD

9542

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CHARTERED TOWN PLANNERS

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1 INTRODUCTION

- 1.1 This Statement supports a resubmission of a planning and listed building application following refusal of a Decision by Hart District Council under LPA refs: 20/0299 20/02996/FUL and 20/02997/LBC. This application relates to the subdivision of the existing ground floor retail unit and change of use of part of the ground floor to residential use. In addition, the existing first floor flat is to be converted into 2 smaller flats, all to provide a total of 2 x retail units and 3 x flats (net gain of 2 flats).at 108 High Street, Odiham.
- 1.2 The remainder of this section will set out the character of the site and surrounding area and the relevant planning history.
- 1.3 Section 3 sets out the development plan and Section 4 provides the justification for the principle of the residential development and the continued need and support for housing. This section also considers the development plan as the starting point for consideration and then other material considerations of weight to justify the proposal.
- 1.4 This Planning Statement is to be read alongside the Design and Access Statement, the Heritage Statement prepared by JP Heritage and the Highway Representations prepared by Stuart Michael Associates.

SITE AND SURROUNDINGS

- 1.5 The property is vacant and located within the Local Centre of Odiham as defined in the Policies Map, within the Odiham Conservation Area and it is a Grade II listed comprising a retail unit which has traded as a Martins McColls newsagents for many years with residential above.
- 1.6 The Odiham Conservation Area was designated in 1979 by Hart District Council and then covered the High Street, The Bury and West Street.
- 1.7 The development of the town from the 12th century onwards is reflected in the surviving medieval burgage plots, the long thin strips of land which stretch back from the High Street and which provide such a distinctive plot layout. Many of the secular buildings are also very earlier such as The Priory, with 15th century origins; The Vicarage of c1500; and The Old Church House (c1350).



- 1.8 The principal spatial features of the Odiham Conservation Area are the gently bending High Street with its medieval burgage plots; the former market square in front of All Saints Church (The Bury), leading to Church Street and through narrow lanes to King Street; and the open fields or parkland to the north and south of the town, mostly within the conservation area. Overall, the High Street and The Bury contain the more concentrated built form, with the density of development reducing further away from the street frontages. Narrow carriageways and alleys are a notable feature of the townscape in the High Street area.
- 1.9 The Conservation Area Appraisal describes the high street as:

The High Street is lined with mainly listed houses and cottages which front the medieval burgage plots behind. These long thin plots survive particularly well on the northern side of the High Street, where they back onto the Deer Park, the boundary defined for much of its length by a very important high brick wall. These long plots are a survivor of a remarkable piece of medieval town planning. These plots would have been leased from the landowner, and date from the early 13th century when the centre of commercial life moved from the Bury to the High Street. Here, within the High Street there would have been a large market with pens for livestock and stalls for traders. The whole space would have been surrounded and enclosed by the houses of the more wealthy inhabitants, called "burgesses". The building plots which they had leased belonged to the lord and he would have fitted in as many as possible, hence the narrow street frontage and the long rear gardens and yards. These strips of land were used for gardens, workshops and sometimes additional cottages for the more lowly inhabitants of the town. This pattern of development continues today with many barns, sheds and workshops to the rear of the fine buildings which front onto the High Street. In Odiham, the boundary of the town's development in the Middle Ages is marked clearly to the north by the wall which backs onto the Deer Park. This wall is not listed (but probably should be) and marks a medieval boundary. It contains early bricks which may date to the 17th century. More research is needed into the history and development of this wall.

On the south side of the High Street, the plots between the main street and The Bury are shorter and more irregular. However, beyond King Street, and going eastwards, the plots deepen in depth and several of them stretch back to a boundary which lines



through with Tudor Cottage in King Street. These large gardens, visible in part from the public footpath which connects the lane to the cemetery to the town, are a vital component of the character of the conservation area, providing green space and many mature trees. Recent development, off Reyntiens View and Archery Fields, has had an adverse effect on the rural, green qualities of these back gardens. To the west, The Close is a long straight footway which marks the extent of historic plots along the south-west end side of the High Street. Attractive views southwards over Crown Fields are an important aspect of this pathway. The main High Street is wide, particularly at its eastern end where it divides into London Road and Farnham Road. Similarly wide grass verges add to the rural feel of this end of the High Street. The almost continuous lines of historic buildings on either side enclose the street, leading the eye along the street into the far distance.

The western end of the High Street also contains residential properties but here they are detached and sit in large gardens, usually set back from the street. High brick walls contain the street and reduce visibility into the private gardens from the public viewpoint. Palace Gate Farm retains some of the layout associated with the former agricultural use and despite most of the buildings being converted for other uses, and the alteration of some of the intermediate spaces into car parking, it is just possible to interpret how the group would have originally functioned.

- 1.10 In terms of the property itself, at first floor there is an expansive 4 bedroom flat with separate side and middle ground floor access via the archway. The apartment is arranged all at first floor comprising 3 bedrooms, lounge and kitchen towards the front section with 1 bedroom and bathroom in the rear section.
- 1.11 The listing for 108 High Street was made on 8th July 1952 and was amended on 26th June 1987. The listing description reads as follows:

C18, C19. 2 storeys, 4 windows. Red tile roof, hipped at west end, moulded eaves cornice on brackets. Red brick walling in header bond, with rubbed flat arches, stone cills, plinth. Sashes in reveals to 1st floor. 1 ground floor Victorian sash. Centre of ground floor has an early C19 shopfront with angular bay flanked by a door on each side, enclosed in pilasters, having a 2-pane fanlight, frieze and cornice above, the east door now fixed. Square carriage arch at east side leads to yard, the west side having a



rear extension of the early C19, of 2 storeys, 3 windows, with red tile roof, dentil eaves, red brickwork, sashes and a good doorcase with moulded dentil cornice, architrave, fanlight, 6-panelled door. North end returns as ½-hipped gable with timber-framed upper wall, 1st floor band. Listing NGR: SP7175251134

- 1.12 The character and significance of the building and relevant heritage assets are described and considered further in the accompanying Heritage Statement.

RELEVANT AVAILABLE PLANNING HISTORY

- 20/02996/FUL - Subdivision of existing ground floor retail unit, change of use of part of the ground floor to C3 and existing first floor flat subdivided to provide a total of 2 x retail units and 3 x flats (2 x 1 bed and 1 x 3 bed). Refused 3rd December 2021 on the grounds of:
 - The removal of the elements of the original floor plan and substantial amounts of historic fabric will negatively impact on the special architectural and historic interest and character of the listed building and harm its significance. The harm is at the higher end of the 'less than substantial' and is without convincing justification that this is the Optimal Viable Use. The proposal does not therefore comply with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the NPPF and policy NBE8 of the Hart District Local Plan (2032).
 - Insufficient information has been submitted to demonstrate that elements of the proposal including structural alterations will not harm the significance of the listed building, and is in conflict with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the NPPF and policy NBE8 of the Hart District Local Plan (2032).
 - The proposal will not conserve or enhance the character and appearance of the conservation area due to its negative impact on the listed building which contributes positively towards the character of the conservation area and is therefore contrary to the provisions of Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the NPPF and policy NBE8 of the Hart District Local Plan (2032).
 - Insufficient parking has been provided for the dwellings proposed and the proposal is therefore in conflict with Policy INF3 of the Hart District Local Plan (2032), saved policy



GEN1 of the Hart Local Plan 2006 and the Council's adopted Interim Parking Guidance (2008).

20/02997/LBC - Subdivision of existing ground floor retail unit, change of use of part of the ground floor to C3 and existing first floor flat subdivided to provide a total of 2 x retail units and 3 x flats (2 x 1 bed and 1 x 3 bed). Refused 6th December 2021 on grounds of 1 to 3 under application 20/02996/FUL above.

- 20/00080/PREAPP - Subdivision of the existing ground floor retail unit and change of use of part of the ground floor to residential use. In addition, the existing first floor flat is to be converted into 2 smaller flats, all to provide a total of 2 x retail units and 3 x flats (net gain of 2 flats)
- 15/01962/LBC - Installation of an air conditioning condenser unit to floor within basement and internal air conditioning indoor ceiling mounted units within ground floor shop. Granted 14th October 2015.
- 15/01961/FUL - Installation of an air conditioning condenser unit to floor within basement and internal air conditioning indoor ceiling mounted units within ground floor shop. Granted 14th October 2015.
- 96/01107/LBC - Form a door opening within structural internal wall. Granted 17th Feb 1997.
- 94/01036/LBC - Internal alterations. Granted 11th October 1994.
- 94/01026/LBC – Replacement of Oak supporting beam with steelworth to 1st floor & secondary steelwork to support ground floor. No further action 07 November 2001
- 94/02036/LBC – Internal alterations (Approved);



2 PLANNING POLICY

2.1 The development plan for Hart District Council is the Adopted Local Plan 2032 and saved policies of the Hart Local Plan (Replacement) 1996-2006 (updated 1st May 2020), saved policy from the South East Plan and the Odiham and North Warnborough Neighbourhood plan. The main material consideration is the recently adopted Revised National Planning Policy Framework and Conservation Area Appraisal.

DEVELOPMENT PLAN

2.2 The policies that are relevant to this application include:

- GEN1
- GEN2
- URB1
- URB11
- SD1
- SS1
- H1
- H6
- ED4
- ED6
- NBE7
- NBE8
- NBE9
- Policy 1
- Policy 4
- Policy 5
- Policy 6
- Policy 9

PRINCIPLE OF DEVELOPMENT

2.3 Policy URB1 defines those areas in which URB policies apply and their settlement boundaries, of which this site falls within.

2.4 Policy SD1 states that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. This is to be assessed in this statement.

2.5 As part of this assessment Policy SS1 Spatial Strategy and Distribution of Growth states that development will be focused within defined settlements, on previously developed land in



sustainable locations, and on allocated sites. This is mirrored in the Neighbourhood Plan under Policy 1.

- 2.6 Policy 9 covers areas of Odiham High Street, of which this site falls within, whereby proposals for new or extended A1 (now class E(a)) retail development will be supported. Development for proposals for a change of use from retail to no-retail uses at ground floor level in the High Street will not be supported unless it can be demonstrated that the premises are no longer suited to, or are not commercially viable, for retail) use.
- 2.7 In this case the property is permanent and of substantial construction and capable of conversion without major or complete reconstruction (Policy GEN2) and has been vacant for 2 and a half years and marketed throughout this period with a Local Agent, London Clancy.
- 2.8 The proposal seeks to optimise the use of the building by removing a large 4 bedroom flat to be replaced with smaller units of residential accommodation, better suited to its village centre location. The retail unit through marketing has proven to be unattractive largely due to the introduction of the Co-op further along the High Street. The proposal therefore seeks to separate the retail space into smaller units with flexibility to be used for alternative town centre uses such as a small coffee shop, ice cream parlour, professional services or a small clinic for sports therapy or such like in accordance with Policy ED4. All falling within use Class E to enhance the centre's viability and vitality and retaining the desirable active shop frontage to the High Street in accordance with Policy ED6.
- 2.9 Although residential is proposed on the ground floor, this is to be located to the rear of the premises, physically detached from the ground floor retail use by the existing entrance vestibule/ hall to the upper floor residential apartments, so as not to compromise the active and traditional shop frontage.
- 2.10 Where there is a move away from the traditional A1 (E(a)) retail use the Neighbourhood Plan requires that one third of the High Street remains as the traditional A1 (E(a)). In this case it is plausible that the proposal could add a retail unit to the High Street frontage, but in the event it does not it may retain the status quo even if one of the 2 proposed retail units were to move towards a coffee shop professional service or clinic. Based on the 2016 survey undertaken of the village centre it was clear that well over a third of the High Street was in traditional retail



uses and the change of this would not therefore harm the vitality and viability of the High Street, to the contrary the addition of a further town centre use can only improve this.

- 2.11 The above aside, a further material consideration arises due to the introduction of the recent Class E, which allows the premises, as existing, to turn into a non-town centre use.
- 2.12 The principle of development is therefore acceptable and fully policy compliant. This was accepted under application 20/02996/FUL.

HOUSING MIX

- 2.13 Policy H1 is a supporting policy where developments provide an appropriate mix of dwelling types and sizes having regard to the most up to date evidence on housing need, and the size, location and characteristics of the site and its surroundings.
- 2.14 Neighbourhood Plan Policy, however, only requires a mix of dwellings sizes and types on development sites of more than 5 dwellings (Policy 4). As the proposal is for only 3 units a mix is not required.
- 2.15 That said the 2016 SHMA confirms that across the housing market area (HMA) a mix of property sizes will be required as follows:
- 7% 1 bed
 - 28% 2-bed
 - 44% 3-bed
 - 21% 4-bed

- 2.16 Whilst the Neighbourhood Plan recommends that the appropriate mix would be as follows:

Market Housing Mix			
	1/2 bedrooms	3 bedrooms	4+ bedrooms
Policy Objective	50%	30%	20%
Hart stock	26%	36%	38%
Odiham stock	31%	38%	30%

- 2.17 The proposed mix equates to 2 x 1 bed flat and 1 x 2 bed flat, thus policy H1 and Policy 4 compliant.



- 2.18 The accommodation also meets the national described space standards being 37.5 sq m for Unit 1 a 1-bedroom single storey dwelling (shower only), 59.1 sq metres for Unit 2 a 1-bedroom single storey dwelling and 78 sq m for a 2-bedroom single storey dwelling. In accordance therefore with Policy H6.

AFFORDABLE HOUSING

- 2.19 Policy H2 requires a 40% affordable housing contribution on major development sites. As this site is a development of less than 10 and on a site area of less than 0.5ha an affordable housing contribution is not justified in policy terms.

ACCESS AND PARKING

- 2.20 Saved policy GEN1 and Policy 5 of the Neighbourhood Plan permit development which has adequate arrangements on site for access, servicing or the parking of vehicles, and does not give rise to traffic flows on the surrounding road network, which would cause material detriment to the amenities of nearby properties and settlements or to highway safety.
- 2.21 Hart Districts Council's Parking Provision Guidance (adopted in 2008) provides parking provision standards based on three 'zones of accessibility' within the District, Zone 1 being the most accessible areas and Zone 3 being the least accessible area. The application site is located within Zone 2.
- 2.22 The site at present does not provide any cycle or vehicle parking. The proposal is for the change of use of the existing floor space from a single retail unit to 2 smaller retail units, an overall reduction in ancillary retail space to make way for a single studio flat and separation of the existing 4 bedroom dwelling into a 1 and 2 bedroom flat above.
- 2.23 The accompanying report prepared by Stuart Michael Associates confirms that the application is policy compliant and addresses reason for refusal 4 of application 20/02996/FUL.

HERITAGE

- 2.24 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 explains that the council should 'determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desired to preserve or enhance'. Regarding listed buildings, Section 66(1) of the same Act sets out that 'in considering when to grant planning permission which affects a listed building or its setting, the local planning



authority ... shall have special regard to the desirability of preserving the buildings or its setting ...'. Section 72(1) of the same Act then goes on to state that, 'in the exercise, with respect to any buildings or other land in a conservation area ... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

2.25 Paragraph 197 of the NPPF sets out that in determining planning applications, local planning authorities should take account of:

- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) The desirability of new development making a positive contribution to local character and distinctiveness.

2.26 In considering the potential impacts, paragraph 198 states that, 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

2.27 The NPPF then goes on to set out the tests for substantial harm and less than substantial harm (paragraphs 199, 200 and 201). Relating to this proposal, the development could not reasonably result in substantial harm to the heritage assets (in terms of listed buildings, this is generally reserved for partial or complete demolition), therefore any harm could only be considered as 'less than substantial harm', if there is any harm identified. Paragraph 201 sets out that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'.

2.28 Policy NBE8 and Policy 6 of the neighbourhood plan notes that Development within the Odiham Conservation Area and its setting, including alterations and extensions to existing buildings, will be supported, provided that it is in accordance with other statutory, local and Neighbourhood Plan policies



- 2.29 Accompanying this application is a Heritage Statement describing the significance of identified heritage assets and the impact of the proposal upon these.
- 2.30 In summary, it is considered that the revised scheme, the subject of this application, would minimise harm to the significance of the listed building by making the minimal alterations required to make the proposed scheme viable. With regards to the historic floor plan, the revised proposals have minimised the impacts and retain a high degree of legibility, including the hierarchy and proportions of spaces and historic circulation routes. With regards to features of special architectural or historic interest, it is proposed to retain existing architraves in-situ and to re-use doors within the proposed layout. The making good and retaining in-situ of the late 18th century and 19th century grates on the first floor will better reveal the significance of the listed building. In this manner the historic floor plan and internal character will to a large extent be preserved.
- 2.31 The proposed floor plans would enhance the historic integrity of ground floor layout by reinstating a central hall or passage that incorporates two sections of historic partition. The revised first floor layout has due regard for the historic floor plan, historic circulation routes and character of the interior. The low level of harm resulting from the revised layouts are necessary for sustaining an optimum viable use for the building and its long term future.
- 2.32 As noted above, the proposed external alterations are minimal. The proposed alterations to the ground floor windows on the west elevation would not materially impact on the character and appearance of the conservation area.
- 2.33 Policy NBE8 states that proposals which would lead to the loss of, or harm to, the significance of a heritage asset and/or its setting, will not be permitted unless they meet the relevant tests and assessment factors specified in the National Planning Policy Framework. Due to some minor loss of historic fabric and slight changes to the historic floor plan required by the revised layouts, the proposal would represent less than substantial harm to the heritage asset, although this considered to be to a minor degree. Where less than substantial harm is identified the tests set out in NPPF state that the harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. The optimum viable use is the one likely to cause the least harm to the significance of the heritage asset. The Marketing Report produced by London Clancy (October 2021) sets out that at that time the premises had been comprehensively marketed for two and a half years and highlights



the condition of the building as well as the potential for a future use. The report concludes that the proposed commercial and residential layouts represent the only viable option.

- 2.34 Policy NBE9 relates to design and states that all developments should seek to achieve a high quality design and positively contribute to the overall appearance of the local area. As set out the Heritage Statement, the proposed external alterations would impact on 20th century windows and a small area of brick wall. The proposed sash window would reference the established form of windows that characterise the listed building. It is considered that the proposals would be in keeping with the character of the listed building and would have a neutral impact on the character and appearance of the of the conservation area.
- 2.35 The revised scheme has a much-reduced direct physical impact on historic fabric and on the historic floor plan of the listed building. Historic fixtures such as doors and architraves that will be impacted by the proposals will be recycled or retained in-situ so that the historic character and circulation routes remain defined. Newly historic revealed fixtures and fittings such as fireplaces will be retained in-situ and will enhance the character of the interior. Impacts on historic fabric would remain but it is considered that the revised scheme successfully mitigates these impacts while ensuring an optimum viable use for and, therefore, the long-term preservation of this currently redundant building.
- 2.36 Such alterations to the retail element of the property will provide for a public benefit in making the retail units more attractive enhancing vitality of the High Street and supporting the local economy.
- 2.37 It has, therefore, been demonstrated that the proposed development is in accordance with local and national planning policy in heritage terms and that the proposals represents the optimum viable use for the listed building, addressing reasons for refusal 1 to 3 of application 20/02996/FUL and 20/02997/FUL and supported by a structural report.

DESIGN

- 2.38 Policy GEN 1, NBE9 and Policy 5 of the Neighbourhood Plan are policies of general application relating to the assessment of the proposal against its impact.
- 2.39 Policy 9 of the Neighbourhood Plan is relevant to this proposal in so far as it proposes an alteration to the shop fronts in the high street and has a desire to ensure there is no loss of an



existing shop front of heritage value and that the design, colour, materials and details of alterations to and replacements of shop fronts and signage sustain or enhance the character of the building and surrounding shop frontages and are in keeping with the Odiham Conservation Area and that separate access to upper floors is preserved where this exists. This builds on Policy URB 11.

- 2.40 As detailed in the accompanying Heritage Statement this application largely relates to the change of use of the property and associated internal alterations. Planning permission is not required for these internal alterations, only listed building consent. The proposal does not include any external alterations so as to affect the external appearance of the building or character of the Conservation Area. In particular, the separation of the retail unit on the ground floor includes the creation of a lobby for access to two retail units. This allows the shopfront to remain in-situ without alteration. This ensures that the established character of the façade of the listed building will be preserved.
- 2.41 We do not intent to reiterate the internal design rational behind the proposal and revert to the Heritage Statement and Design and Access Statement for this.
- 2.42 It is pertinent to note that the properties will be designed to meet the water efficiency standard of 110/litres/person/day in accordance with Policy NBE7.

AMENITY

- 2.43 Policy GEN1 and Policy 5 of the Neighbourhood Plan requires the assessment of the proposal in terms of amenity relating both to existing neighbouring and those of future occupiers.
- 2.44 The uses proposed for the kiosks all fall within use Class E, which could take place in the existing premises without the need for planning permission and as no external alterations are proposed there are limited concerns relating to the impact of the proposal on the amenity of neighbouring properties or future occupiers of the residential accommodation above.
- 2.45 Satisfactory space standards are provided for in the development with windows provided for in all principle rooms.

FLOOD RISK AND DRAINAGE

- 2.46 Policy NBE5 permits development that can demonstrate that it would not increase the risk of flooding elsewhere and will be safe from flooding and that Sustainable drainage systems



(SuDS) are used in, but only in major development. For the avoidance of doubt this is not, and the proposal will utilise the existing mains connections and surface water measures.



3 CONCLUSIONS

- 3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The proposed development has been carefully considered in the context of all the relevant policy requirements.
- 3.2 The principle of development is acceptable, being located within a sustainable location in the village centre. The property as existing is already used form residential and commercial uses within Class E.
- 3.3 The significance of the heritage assets have been fully assessed and factored into the proposal and minimal external design alterations are proposed.
- 3.4 The proposed development would meet the housing needs of the local area, within the settlement boundary, without compromising future generations to meet their own needs, respecting the character and setting of heritage assets and is therefore sustainable development consistent with the NPPF.
- 3.5 Accordingly, we conclude that that this planning application and listed building consent should be approved.