

● Headley House, Grayshott

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# HEADLEY HOUSE, HEADLEY ROAD, GRAYSHOTT, HAMPSHIRE. GU26 6TU

## BRIEF

This document has been prepared by Barton Willmore on behalf of Citicourt Investment Partners Limited in response to the Project Briefing Meeting held on Wednesday, 23 March 2005. A subsequent site visit was made by Nigel Normington on 18 April 2005 to identify key site constraints and opportunities with the site boundary confirmed by the client on 24 May 2005.

The initial brief requests an analysis of Headley House, Grayshot (and adjacent vacant land areas), it's context, constraints, future opportunities and identify the potential design principles for the site.

The primary objectives of this redevelopment feasibility report were initially established as:

- Analysis and appraisal of the site and adjacent land and properties.
- Surrounding land context and constraints impacting on the site.
- Examine and appraise the planning history for the site and current planning guidelines and legislation at national, regional and local levels with regard to redevelopment of the site.
- Identify potential general design principles and concepts for the site for future discussion with letting agents and client.
- Identify specific future redevelopment options for both the existing building and general site, including possible expansion and alternative use for the existing building.
- Examine options for current and future tenants and alternative letting opportunities.

Specific objectives identified for site:

- Examine options to rationalise and refurbish the existing building into residential units.
- Establish options to infill rear undercroft parking area into additional residential units.
- Re-align existing site access and parking provision to provide required parking and amenity provision for possible residential units.

Initial planning guidance was provided by Tim Burden (Barton Willmore – Planning), tel: 0118 943 0105.

**This report has been prepared incorporating all information available at the present time and should be considered an initial appraisal of the site and its future potential leading to future detailed design analysis and investigations by other consultants where identified and appropriate.**

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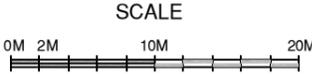
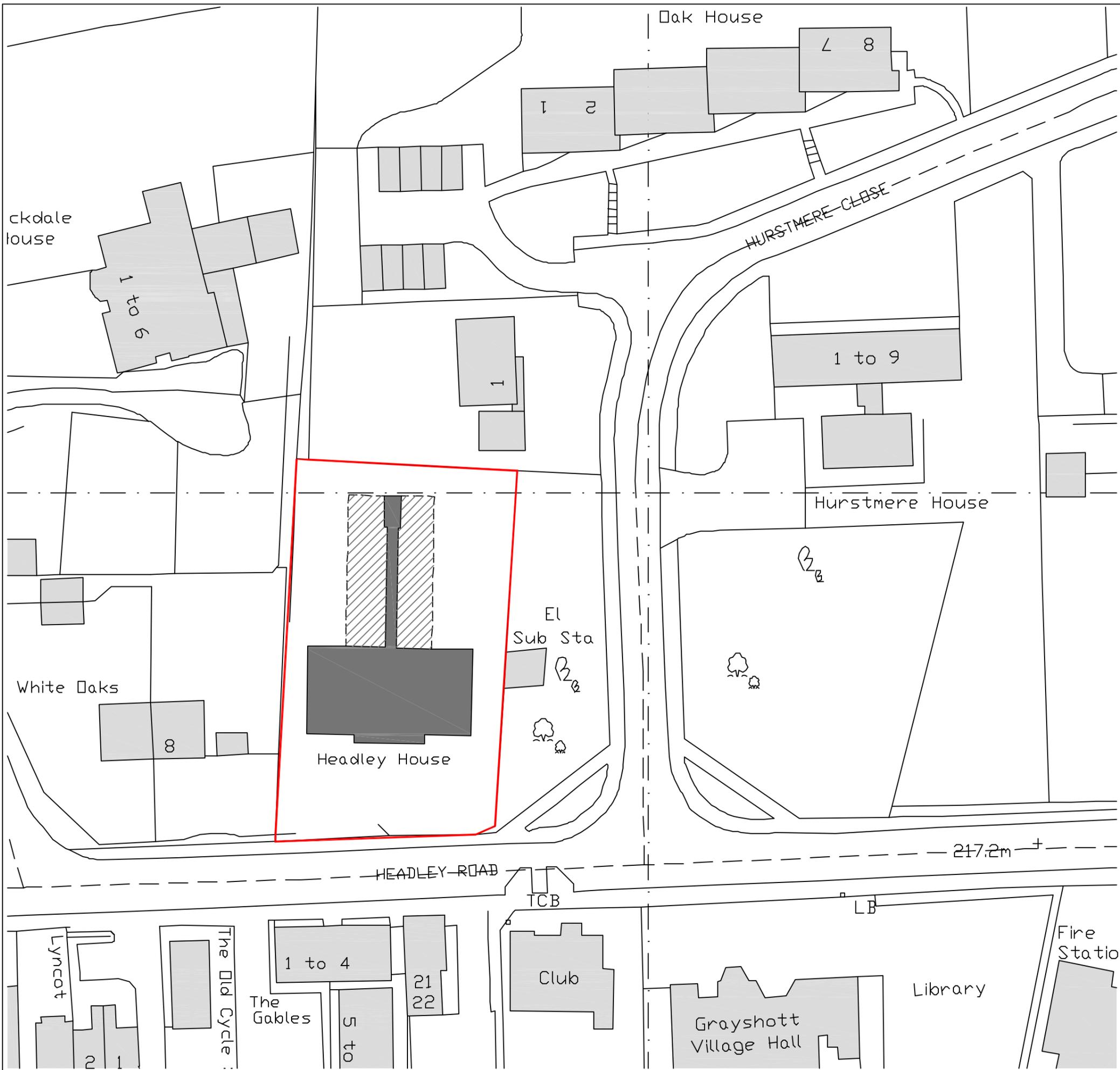
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DRAWING BASED ON O.S. BAASE RECEIVED 19.05.05

Project  
**HEADLEY HOUSE  
 GRAYSHOTT**  
 Drawing Title  
**Site Plan**

Date May 2006	Scale 1:500 @ A3	Drawn by AB
Project No 13816	Drawing No SK001	Revision

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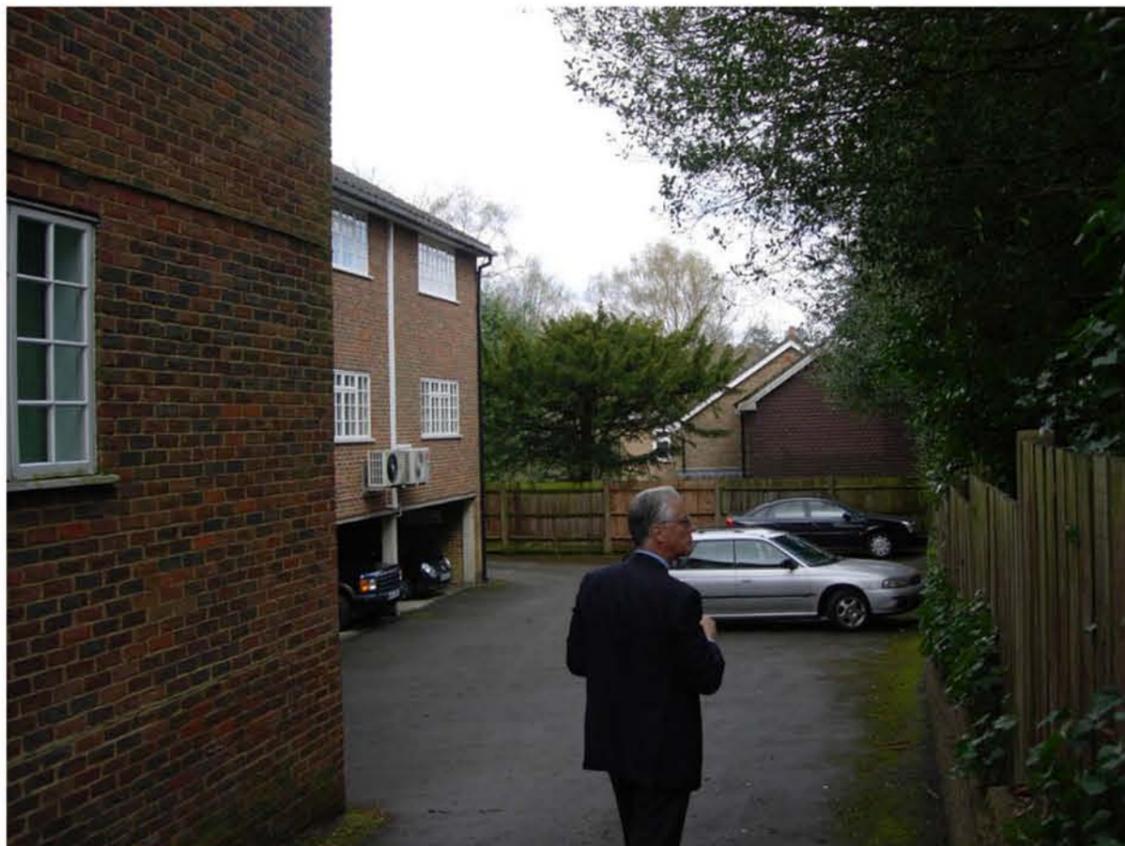
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April 2005	-	MS
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13816	001	-

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Date  
April 2005

Project No  
13816

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Drawing No  
002

Drawn by  
MS

Revision  
-

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# HEADLEY HOUSE, HEADLEY ROAD, GRAYSHOTT, HAMPSHIRE. GU26 6TU

## PLANNING GUIDANCE

### Introduction

Headley House is located on Headley Road, approximately 100 metres to the east of Grayshott town centre. The site falls within the designated Settlement Policy Boundary of Grayshott, and is within 50 metres of the town centre boundary. As such the site is in a highly sustainable location, close to town centre facilities and job and shopping opportunities.

### Relevant Planning History

At the time of writing this appraisal the Council had not made the planning history of the site available to us. Therefore further investigation is needed in this regard and we hope to make this available at a later date.

### PLANNING POLICY

#### PPG3 'Housing' (March 2000)

PPG3 maintains that in order to promote more sustainable patterns of development and make better use of previously-developed land, the focus of additional housing should be existing urban areas. Of particular relevance to the redevelopment of the site are paragraphs 21 and 22, set out below:

**"Government is committed to promoting more sustainable patterns of development, by:**

- **concentrating most additional housing development within urban areas;**
- **making more efficient use of land by maximising the re-use of previously-developed land and the conversion and re-use of existing buildings;**
- **assessing the capacity of urban areas to accommodate more housing;**
- **adopting a sequential approach to the allocation of land for housing development;**
- **managing the release of housing land; and**
- **reviewing existing allocations of housing land in plans, and planning permissions when they come up for renewal.**

- 22. The Government is committed to maximising the re-use of previously-developed land and empty properties and the conversion of non-residential buildings for housing, in order both to promote regeneration and minimise the amount of greenfield land being taken for development.”**

PPG3 emphasises the Government’s commitment to the re-use of urban land for housing provision in order to both promote regeneration and minimise the amount of greenfield land being taken for development. At paragraph 23 it states that the national target is that by 2008, 60% of additional housing should be provided on previously developed land. Paragraph 31 discusses the sequential test for site identification, providing a list of criteria against which a site should be assessed to establish its suitability and potential:

- “• the availability of previously-developed sites and empty or under-used buildings and their suitability for housing use;**
- the location and accessibility of potential development sites to jobs, shops and services by modes other than the car, and the potential for improving such accessibility;**
- the capacity of existing and potential infrastructure, including public transport, water and sewerage, other utilities and social infrastructure;**
- the ability to build communities to support new physical and social infrastructure and to provide sufficient demand to sustain appropriate local services and facilities; and**
- the physical and environmental constraints on development of land; including, for example, the level of contamination, stability and flood risk, taking into account that such risk may increase as a result of climate change.”**

Of key relevance to the proposals are paragraphs 41 and 50 which refer to the re-use of existing buildings and conversions. Paragraph 41 states that:

**“Conversions of housing, buildings formerly in other uses and the upper-floor space over shops, can provide an important source of additional housing, particularly in town centres. Local planning authorities should adopt positive policies to:**

- identify and bring into housing use empty housing, vacant commercial buildings and upper floors above shops, in conjunction with the local authority's housing programme and empty property strategy and, where appropriate, acquire properties under compulsory purchase procedures; and**
- promote such conversions, by taking a more flexible approach to development plan standards with regard to densities, car parking, amenity space and overlooking.”**

Paragraph 50 states that local planning authorities should facilitate mixed-use development by:

- “- encouraging more housing, including affordable housing, in town centres by, for example, converting space above shops and vacant commercial buildings;**
- identifying appropriate sites in development plans;**
- preparing development briefs for sites likely to become available for development;**
- assembling sites for redevelopment; and**
- adopting flexible planning standards for car parking and density which facilitate such developments.”**

Paragraphs 54 to 56 encourage developers and local authorities to think imaginatively about layouts and design in order to make the best use of previously developed land. They are also encouraged to consider proposals within the wider context, and to take a flexible approach to planning standards, and to create places and spaces with the needs of the people in mind which have a distinctive identity whilst respecting the character of the area.

In January 2005, the government published an “Update to PPG 3: Housing: Supporting the Delivery of New Housing”. This introduced a new paragraph 42 (a) of PPG3 is as follows:

**“42(a) Local planning authorities should consider favourably planning applications for housing or mixed use developments which concern land allocated for industrial or commercial use in saved policies and development plan documents or redundant land or buildings in industrial or commercial use, but which is no longer needed for such use, unless any of the following apply:**

- the proposal fails to reflect the policies in this PPG (including paragraph 31), particularly those relating to a site's suitability for development and the presumption that previously-developed sites (or buildings for re-use or conversion) should be developed before greenfield sites;**
- the housing development would undermine the planning for housing strategy set out in the regional spatial strategy or the development plan document where this is up-to-date, in particular if it would lead to over-provision of new housing and this would exacerbate the problems of, or lead to, low demand;**
- it can be demonstrated, preferably through an up-to-date review of employment land<sup>1</sup> (refer to Annex D for practice guidance), that there is a realistic prospect of the allocation being taken up for its stated use in the plan period or that its development for housing would undermine regional and local strategies for economic development and regeneration.”**

### **PPG13 'Transport' (March 2001)**

PPG13 echoes the principles of PPG3. It identifies accessibility to jobs, shopping, leisure facilities and services via public transport, walking, and cycling as a key objective. It also seeks to reduce the need to travel, especially by private car. In order to do this, the guidance states that housing should be accommodated principally within existing urban areas.

Paragraph 21 states that Local Planning Authorities should seek to make maximum use of the most accessible sites, while paragraph 14 reiterates paragraph 31 of PPG3 by advocating a sequential approach to site allocation and development, starting with the re-use of previously developed land and buildings within urban areas.

### **HAMPSHIRE COUNTY STRUCTURE PLAN 1996-2011 REVIEW (MARCH 2000)**

The strategic planning policy framework is provided by the Hampshire County Structure Plan 1996-2011 (Review), adopted in March 2000. The Structure Plan sets out how much new housing should be built and how proposals for economic growth should be considered. **Policy H4** identifies a reserve housing requirement of 1,500 dwellings for the period up to 2011, to be released subject to monitoring by the strategic planning authorities. The Structure Plan requires that District's clearly demonstrate that a sequential approach has been followed before confirming that any Greenfield sites should be released.

Paragraph 231, supporting text to **Policy H2**, states that the best use of opportunities within existing built-up areas should be made in order to extend the housing stock, particularly of smaller and affordable dwellings. The following paragraph 232, states that the recycling of urban land is a key element in the strategy.

**Policy H5** states:

**"Within the provisions of Policy H1, land will be allocated in local plans for housing development on land vacant, under-used, derelict or released from its former use; or on new sites adjacent to existing built-up areas, provided that:**

- (i) it can be well served by existing, or proposed public transport routes; and**
  - (ii) either by itself, or cumulatively with other existing or proposed development in the vicinity, does not:**
    - (a) conflict with the transport policies in this Plan: or**
    - (b) overload or require extensive improvements to social, community or basic infrastructure;**
- and**

- (iii) retains formal or informal open space and respects the character of the surrounding area; and
- (iv) it would not cause significant harm to other interests of acknowledged importance; and
- (v) it does not result in the significant loss of land suitable for employment or other uses."

The Structure Plan, in **Policy H11**, specifically allows for windfall sites to come forward. The Policy states:

**"To make the best and most economical use of land, sites which unexpectedly become available for development and redevelopment over the plan period and which are suitable for housing development, and are not for the time being identified in a local plan, will be considered on their merits having regard to overall land availability and the other relevant policies of this Plan."**

Supporting paragraph 263 states that:

**"It is important to secure the best and most economical use of land for housing development. Where major windfall sites are released for redevelopment, in particular sites which are surplus to the requirements of private companies and public agencies, ... local planning authorities will first assess whether they are suitable to meet future housing land supply requirements under the provisions of Policies H2 and H4. Where sites are suitable in planning terms for housing development and are consistent with the policies of this Plan, there may be opportunities for windfall sites to help meet future housing needs, where development would contribute towards urban regeneration or conserve land of greater value."**

Paragraph 264 adds further that:

**"The detailed consideration of major windfall sites on their merits, should normally be carried out through the development control process."**

**Policy TR4** identifies that planning permission should only be granted for development where the LPA is satisfied that the transportation requirements of the development can be accommodated. Developers are expected to contribute towards any transport improvements related to the development proposed.

## **EAST HAMPSHIRE DISTRICT LOCAL PLAN (NOVEMBER 1993)**

### **Residential Development**

**Policy ENV3** applies to the whole of **Inset Map 6 (Grayshott)** which includes the appraisal site. It states that the District Council will not normally allow development which would detract from the character and scenic quality of the Area of Particular Landscape Importance as defined on the Proposals Map.

**Policy GS3** states that planning permission will normally be granted for new development within the policy boundary of Grayshott but restricted to limited amounts of infilling and conversion if it meets the criteria set down in Policy GS5. **Policy GS5** sets out a number of criteria regarding design standards for development. It states that new development should be of a high design standard and should make a worthwhile contribution towards improving the quality of the environment of the District.

**Policy H3** states that residential development will normally be permitted on appropriate sites within the identified policy boundaries, including Grayshott.

**Policy H6** states that higher densities of development may be permitted on certain sites within the policy boundaries of settlements if it will result in the provision of accommodation to meet a special housing need, for example, smaller units for single person households or dwellings designed specifically for the elderly or the disabled.

### **Affordable Housing**

**Policy H7** states that the District Council will seek to negotiate with developers for the inclusion of a suitable element of affordable housing where appropriate and required by a demonstrated need on the larger new housing sites. The affordable housing should be available for all time for local residents in proven housing need who cannot compete in the open housing market. The District Council will negotiate with applicants to secure an appropriate Section 106 Obligation to ensure that the affordable housing will always be available for local people who need to stay in the area but cannot afford to rent or buy a home locally.

### **Highways and Transportation**

**Policy T8** states that planning permission will normally only be granted for new development provided that adequate vehicle parking spaces can be provided either on or near the site in accordance with the Council's parking standards. Appendix D states that states that two spaces should be provided for units of 1-3 bedrooms, and three spaces for 4 bedroom units.

## **East Hampshire District Local Plan: Second Review. Second Deposit Draft January 2002**

A Second Review of the District Local Plan is needed to make sure that the policies and proposals are still up to date and take the Local Plan up to 2011. A "First Deposit" version was published in October, 1999. A Second "Deposit" was published on the 31st January for a six week period of consultation ending on the 14th March, 2002. This Plan together with the Pre-inquiry changes will be considered by the Inspector at the Local Plan Inquiry.

### **Residential development**

**Policy H2** of the emerging Local Plan states that within the Settlement Policy Boundaries, residential development will be permitted where it involves the redevelopment of previously developed land or buildings; the use of under used land; the conversion, subdivision or change of use of buildings or infilling.

**Policy H3** states that within the Settlement Policy Boundaries, residential development will only be permitted subject to the provision of a range of house sizes, types and tenures reflecting the variety of housing requirements identified in the appropriate Parish Housing Profile. The Council advised that an up to date Parish Profile is being prepared

**Policy H4** states that higher densities of residential development, above 30 dwellings per hectare, will be permitted on sites within the Settlement Policy Boundaries if this contributes to a more sustainable pattern of development by being close to town or village facilities or a good public transport service, and the layout and design of the development is of such a high quality that it enhances the environment.

### **Affordable Housing**

**Policy H11** states that planning permission will be granted for residential development within Settlement Policy Boundaries, provided that, on sites which fall within the prescribed site size thresholds, the proposed development includes a proportion of affordable housing as agreed between the Council and the applicant on a site-by-site basis in the light of proven local need, location and particular site characteristics. The affordable housing should be available for local residents in proven housing need for as long as that need continues. The District Council will negotiate with applicants to secure a legal agreement to ensure that the affordable housing is available in continuity for local people who need to stay in the area, but who cannot afford to rent or buy a home locally on the open housing market.

The Local Plan advises that "*Affordable housing is appropriate on all housing sites that meet the Government's criteria set out in paragraph 10 of Circular 6/98.*" The plan advises that in certain circumstances it may be preferable for the provision to be off site and that a payment in lieu in the form of a developer contribution may be appropriate.

## Highways and Transportation

**Policy T12** states that development will only be permitted if the internal road layout is appropriate to the locality and measures are incorporated to achieve safe traffic speeds which are in keeping with the surrounding area. Policy T16 states that development will only be permitted where it provides vehicle and cycle parking in accordance with the relevant standards.

## Retention of employment sites

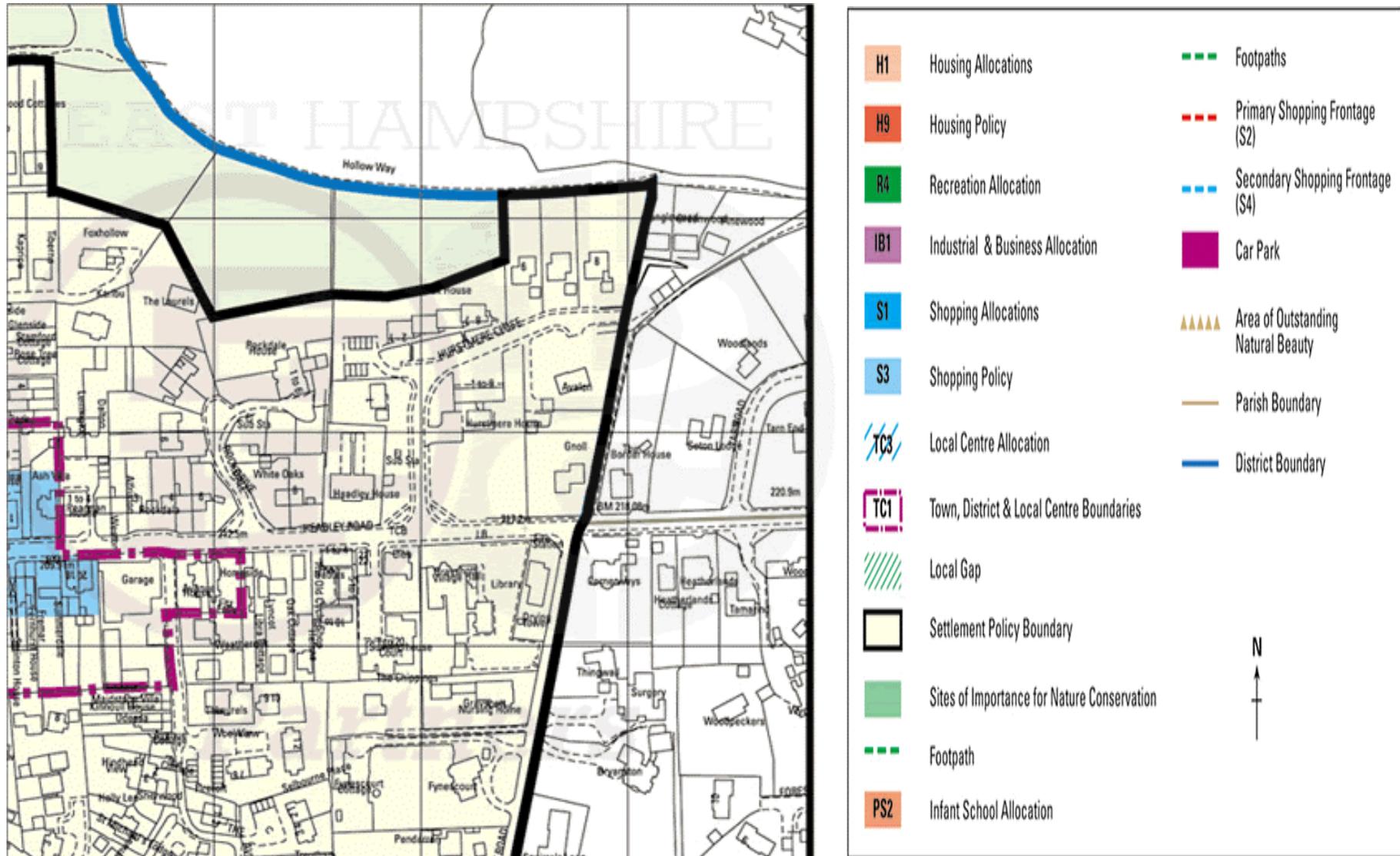
**Policy IB4** of the emerging plan states that:

**“In order to retain industrial or business uses, planning permission will only be granted for the redevelopment of existing industrial or business sites to other uses if the present use significantly harms the character or amenity of the nearby area and, or overriding local benefits would come from the proposed development.**

**Where planning permission is granted which results in the loss of an existing industrial or business site a planning obligation may be negotiated with the developer to provide compensatory provision to offset that loss where it is directly related to the development.”**

The supporting text to this policy advises that the council considers the retention of existing sites is necessary to maintain the supply of industrial and business land, to provide a range and choice of sites and to provide a wide range of employment opportunities in the District. In recent years, there has been increasing pressure to redevelop industrial or business sites (particularly those in town centres) for other uses, most notably housing. The subtext advises that in the Council's opinion if these sites are released for other uses then any replacement industrial or business sites would almost inevitably be located on 'green field' sites on the edge of settlements. The District Council is clear that a cycle of redevelopment and replacement land should not be allowed to occur; to do so would conflict with the overall aims of the Plan. It is noted however that the Council has not designated the appraisal site in the local plan as a specific site for retention of employment uses.

An extract of the emerging East Hampshire District Local Plan: Second Review Second Deposit draft Proposals Map and key showing the appraisal site is attached below:



## **PROSPECTS OF ACHIEVING RESIDENTIAL DEVELOPMENT ON THE SITE**

The prospects of achieving a residential consent on this site are considered to be extremely good. The site is in a highly sustainable location, with good public transport links, and access to employment opportunities and shops. The conversion and redevelopment of the existing offices would therefore appear to comply full with Local Plan policy H2 and national planning guidance contained in PPG3 (Housing) at paragraphs 21, 22, 41 and 50.

It is considered that there are a number of issues that would need to be further examined in order to achieve a residential consent at the site. It is considered that in principle the existing building could be converted into a number of self contained dwellings.

It is clear however that although the site may in principle be suitable for residential use, the Council is likely to resist the loss of the B1 office space at the site. This is reinforced by the strongly worded policy IB4 of the emerging plan as set out above. It is however noted that recent guidance in PPG3 at paragraph 42 (a) should supersede the wording of this policy and places the emphasis on the Council through the commissioning of up to date employment land surveys to justify why a commercial use should not be developed for housing. Nonetheless, it appears that the Council may still resist the loss of this office space, and it is suggested that an appropriate marketing / office availability report is commissioned from an appropriate consultant to examine office supply in the Borough in order to justify that the loss of this site would not undermine the Council's overall employment land strategy.

The site also currently has significant built form covering much of its area. It will therefore be necessary for any conversion to strive to provide an appropriate level of car parking and amenity space provision, and it is likely that some element of commuted sums would be required to meet any shortfall.

Further liaison is needed with East Hampshire District Council to ascertain whether the Council would seek an affordable housing contribution on this site. It is however considered that under the guidance of Circular 1/97 the Council is unlikely to be seek a contribution for any scheme of 14 units or less.

### **Conclusions**

It is considered that the introduction of further residential development in Grayshott town centre would positively contribute towards the areas vitality and viability, and in principle should be supported by the Council. However the fundamental issue of the loss of employment space will need to be overcome in order to allay any concerns that the Council may have in this regard.

## Recommendations

- 1) As it is considered that the principle of residential conversion of this site is acceptable, it is considered advisable to enter into detailed pre-application discussions with Council Officers to ensure that all matters are satisfactorily addressed in any future planning application on the site;
- 2) In particular it is considered that the matter of s106 contributions should be discussed, particularly with regard to the level of contributions, if any, that the Council will seek for the proposal, including affordable housing;
- 3) We would advise that a consultant is commissioned to provide a marketing / employment land supply report to accompany any application. It may also be necessary to provide further transport advice, although it is likely that the proposed residential use would have a lower trip generation than the existing office use.
- 4) We would advise that a full planning application should be submitted as soon as possible following pre-application discussions with Council Officers. The submission should be supported by a Planning Statement setting out how the proposal complies with relevant national and local plan policies and should address the matters raised previously in this letter.

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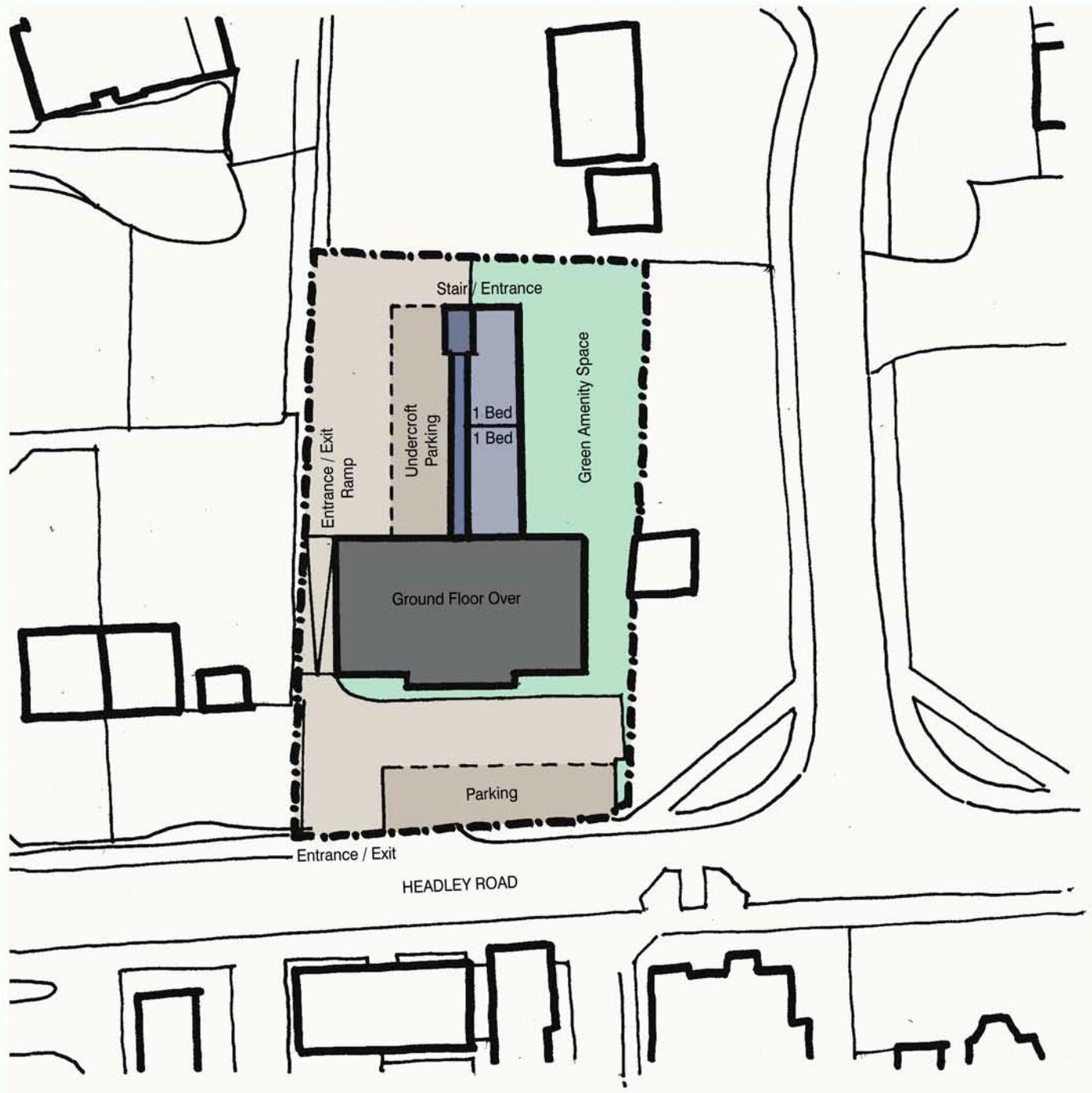
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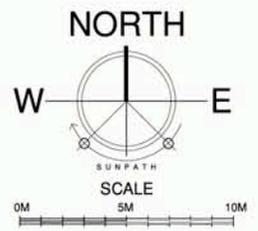
Redevelopment Options

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**Notes / Schedule Of Areas (Approx)**

- PARTIAL CONVERSION OF REAR UNDERCROFT & CONVERSION OF UPPER FLOORS TO RESIDENTIAL
- Residential Accomodation Provided:  
12no. 1 Bed Flats  
4no. 2 Bed Flats
- Approx 16 Parking Spaces Provided With Additional Amenity Space
- Additional 2 Bed Units Could Be Provided To Reduce Overall Number Of Flats If Over LA Affordable Housing "Trigger" Level



Project  
**HEADLEY HOUSE**  
**GRAYSHOTT**  
 Drawing Title  
**Sketch Proposals**  
**Option 1.1 Lower Ground Floor**

Date	Scale	Drawn by
June 2005	1:250 @ A3	NC / GC
	1:500 @ A4	
Project No	Drawing No	Revision
13816	SK003	

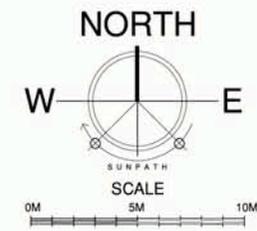
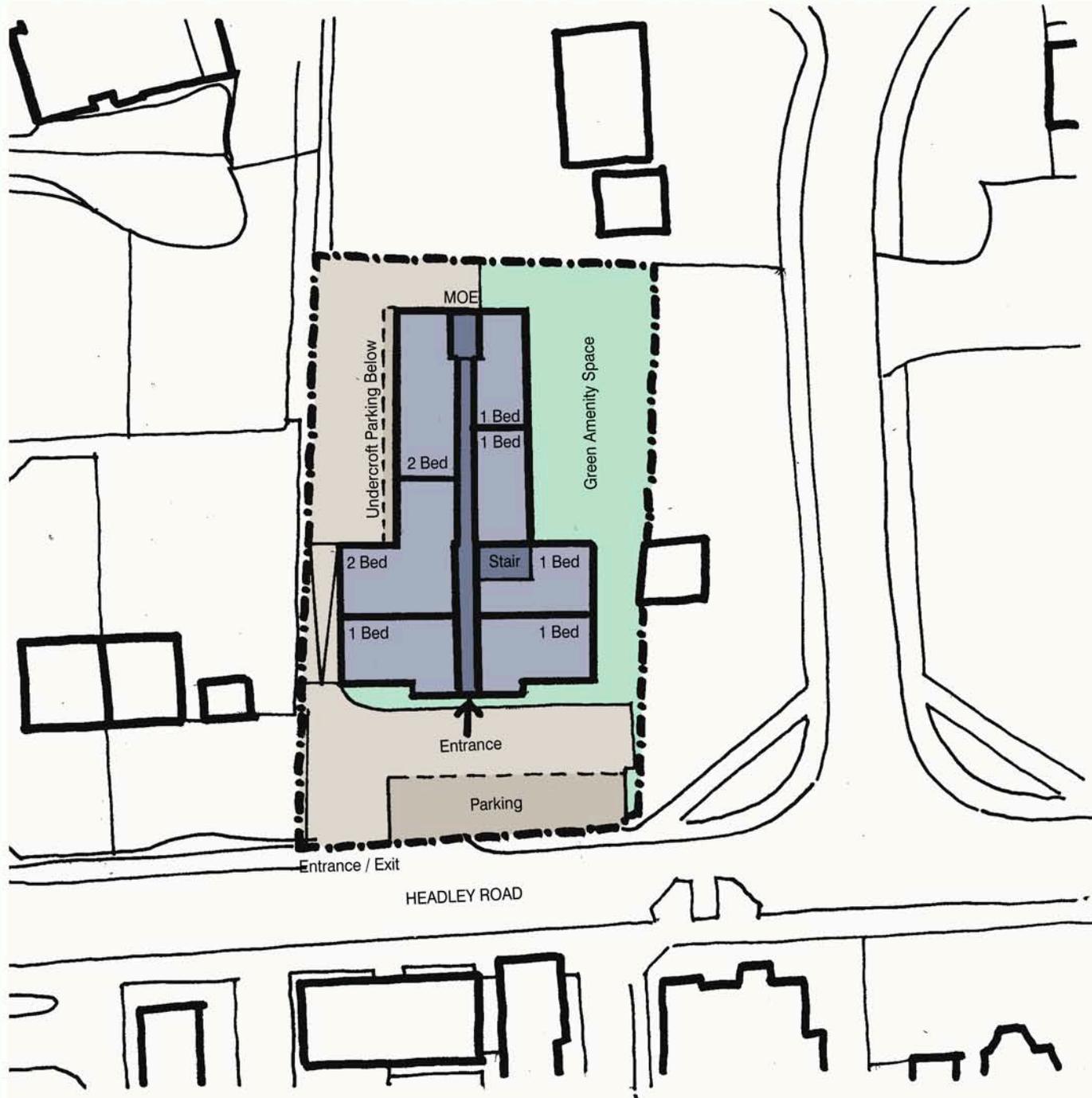
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Project  
**HEADLEY HOUSE**  
**GRAYSHOTT**

Drawing Title  
**Sketch Proposals**  
**Option 1.2 Upper Ground & First Floor**

Date	Scale	Drawn by
June 2005	1:250 @ A3	NC / GC
	1:500 @ A4	
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## CONCLUSION

### Planning Context:

- The principle of residential use of this site is considered acceptable in terms of national and local plan policy.
- However, the issue of employment land supply will need to be investigated further in order to satisfy any concerns of the local planning authority with regard to the loss of existing office space.

### Development Potential

- Although detailed information on the existing internal arrangement was not available it appears that conversion to residential units would be possible utilising the existing stairs and entrance lobby. The frame structure of the rear undercroft parking would also easily allow for conversion to additional residential units.
- Whilst alternative uses such as care home could be considered this decision would need to be driven by the commercial viability.

**We consider that subject to satisfying concerns relating to the loss of employment floor space this site could be taken forward for residential.**

Clearly with each of the above options it will be important that your decisions are informed by both local agent market advice and the legal constraints of existing leases.

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