

Date of Meeting	05 MAY 2011		
Application Number:	S/2011/0329		
Site Address:	Landford Manor Stock Lane Landford Salisbury SP5 2EW		
Proposal:	Retrospective application for change of use of second floor to offices		
Applicant/ Agent:	Mr R Hewson		
Parish:	LANDFORD/REDL/LANDFORD		
Grid Reference:	426180.733 120140.556		
Type of Application:	FULL		
Conservation Area:		LB Grade:	II*
Case Officer:	Mrs J Wallace	Contact Number:	01722 434687

Application Number S/2011/0329

Proposed Development Retrospective application for change of use of second floor to offices

Officer Report

Reason for the application being considered by Committee

Councillor Randall has requested that this item be determined by Committee due to:

Scale of development
Environmental/highway impact
Local interest

1 Purpose of Report

To consider the above application and to recommend that planning permission be GRANTED subject to conditions

Neighbourhood Responses

5 letters received objecting to the proposal

9 letters of support received

Parish Council response

Object to the application for the reasons set out on page 3 of the report

2. Main Issues

The main issues to consider are :

Policy Considerations
Impact upon listed building
Impact upon amenities
Impact upon highway safety

3. Site Description

Landford Manor House is listed grade II*. It is a large detached house with an imposing main block and a south wing. The building which has been recently restored and sub-divided into 3 residential units is on a prominent site and is visible from the A36 to the south and also from within the New Forest National Park. The site is accessed from the A36 trunk road, via Stock Lane, and through gates. Unit 1

is the main part of the Manor House and is fronted by a large hard surfaced area.

4. Planning History

375	Conversion of stable buildings into living accomm.	A	2.11.50	
440	Conversion of Landford Manor into tenements	A	22.2.51	
523	Change of use of Landford Manor from flats to school	A	9.8.51	
1869	Use of house for residential purposes & erection of single storey building to house 15 persons engaged in experimental & production work relating to naval instruments	A	20.12.56	
1978	Erection of one storey building to house 15 persons engaged in experimental work	A	23.5.57	
3444	Extension of existing permission to use the factory for experimental & production work	R	27.4.61	
4104	CoU from experimental work to drawing & photometric work chiefly in connection with aerial survey for Local Authorities & other public bodies	A	27.9.62	
98/548	Erection of 6 detached dwellings	R	22.12.98	
99/1966	Restoration and conversion of Manor House into four dwellings, restoration and conversion of brewery outbuilding into one dwelling, construction of four new dwellings	AC	20.08.02	
99/1967LB	Conversion and change of use of Manor into four dwellings, conversion of former brewery outbuilding into one dwelling, construction of 4 new dwellings on adjoining land (former chicken farm)	AC	08.01.01	
04/737	Restoration and conversion of manor house into 3 apartments, restoration and conversion of brewery outbuilding into one dwelling, construction of four dwellings on adjacent land	AC	05.08.05	
04/738LB	Conversion and change of use of manor into 3 apartments, conversion of former brewery outbuilding into 1 dwelling	AC	30.11.04	
07/1479	Erection of five detached houses as enabling development including as enabling development including assess of stock lane	REF	16/10/07	
07/2578	Erection of five detached houses as enabling development with access off stock lane.	AC	20/08/08	
10/0205	Erection of Triple Garage and Store at 2 Landford Manor	AC		
10/0206LB	Erection of Triple Garage and Store at 2 Landford Manor	AC		
10/0209	Erection of triple garage/store at 1 Landford Manor	REF	12/04/10	
			Appeal dismissed 3/09/10	
10/0829	Basement garage for unit 3	AC	18/11/10	
10/0830LB	Basement garage for unit 3	AC	18/11/10	
11/0423	Raise land levels in communal garden		not yet determined	

5. The Proposal

Retrospective consent is sought for the use of the 2nd floor of unit 1 of Landford Manor as offices for a temporary period for ICUK Ltd.

6. Planning Policy

The following Local Plan policies are considered relevant to this proposal

G1 and G2	Aims and criteria for development
CN4 and CN5	Setting of Listed Building
D2	Design Criteria
C6	Special Landscape Area
E17	Employment
HA1	Development in the New Forest Heritage Area
PPS4	Planning for sustainable economic growth
PPS5	Historic Environment

7. Consultations

Parish Council

Refusal recommended.

Concern regarding the limited and confusing information available (e.g. application for change of use but no change in residential or non-residential floor space) Surprised that as a grade II* listed building, English Heritage had not been consulted. Concerns regarding fire safety as offices are on 2nd floor and there is only one exit via a narrow staircase.

English Heritage

Only require to be consulted if material alteration to fabric or setting of Listed Building involved.

Highways

No objections

Highways Agency

Not yet received

New Forest National Park

Not yet received

Conservation

Subject to no unauthorised physical changes to the fabric as a consequence of the change of use; no objections

Building Control

No application for building regulations approval has been received

Fire safety officer

As ICUK Ltd were actively seeking a move from these premises to a more suitable location, provided a fire risk assessment was undertaken, the means of escape were monitored more effectively and a robust method of fire detection and warning was installed, agreed that the use was suitable for a short space of time. If ICUK decide to stay, more robust methods of fire precautions will be required as the fire precautions are less than ideal and will require further upgrading works to bring them up to an acceptable standard.

Fire and rescue

Comments regarding need for adequate access to sufficient water supplies for fire fighting and provision of domestic sprinklers

8. Publicity

The application was advertised by site notice/press notice /neighbour notification with an expiry date of 14 April 2011

Nine letters of support have been received.

Summary of key points raised

Top floor is used in evenings and weekends for domestic purposes
Office use is not disruptive to remainder of property
Using the space in the roof, encourages maintenance of a large listed building
Plenty of space to park, does not create traffic congestion
Not an excessive level of traffic using Stock Lane
No effect on neighbours
Should support small businesses, UK economy needs small start up firms, impossible to get loans from the banks
Government encourages people to work from home
Should support modern working practices not use archaic out-dated legislation
Many successful companies started working from home and all small companies should be given time to develop
It is a small company providing a useful service for local business community
Providing jobs
Council should promote employment in rural areas

Five letters of objection/comment has been received

Summary of key points raised

Inadequate notification to neighbours.
English Heritage should have been consulted.
Enabling development was permitted in order to fund conversion to residential
Landford Manor should be used for residential purposes only
Landford Manor became dilapidated due to use as offices in the past; sets an unfortunate precedent.
Application is retrospective; offices have been in existence for a number of years.
Concerns due to change in character of area from wholly domestic.
Concerns regarding effect on neighbours.
Loss of privacy, due to unauthorised alterations to listed building.
Concerns regarding potential fire risk
Detrimental to value of attached property
Concerns regarding parking.
Concerns regarding increase in traffic using Stock Lane

9. Planning Considerations

9.1 Policy considerations.

The application site is located in the open countryside within the Special Landscape Area and the New Forest Heritage Area, adjacent to the New Forest National Park. The building which has recently been converted into three residential units is listed Grade II*. This application relates to the top floor (the roof space) of unit1, within Landford Manor House.

The business which is web based, is run by the applicant's son, who lives locally. The applicant's wife is a director of the Company and the business employs up to 12 people on a part-time basis. Planning permission is not necessarily required to work from home. The key test is whether the overall character of the dwelling has changed as a result of the business. In very general terms, if the property remains primarily a private residence, there is no marked rise in traffic or people calling and the business does not disturb neighbours at unreasonable hours or create other forms of nuisance such as noise or smells, then permission is not normally required. However, this can be a matter of fact and degree and in this case, whilst the property is still clearly mainly a private residence, the number of people employed and the number of cars visiting the premises has resulted in this retrospective application.

The business is not in strict terminology 'working from home' as neither the Mr B Hewson nor his employees are working from their own homes, but clearly, the building is still primarily a private

residence; which is in the ownership of a close relation and would be unsuitable for use as offices by a company without close/familial links with the occupier of the remainder of the house. This is because the access to the 2nd floor is via the central staircase which serves the private dwelling. The office space is also used at weekends and evenings by the owner of the property for private business purposes and by other members of the family in connection with their domestic/residential occupation of the building.

An objective of the Local Plan is to encourage a diverse and healthy economy however, as the location of the building is technically in the open countryside, outside of any village, and in the New Forest Heritage Area, policy E17 would not support the conversion of a building in this location to offices. However, the application is not for the conversion of the whole building and has been amended so that the proposal is for a temporary change of use of only the 2nd floor of the property for the current occupier, Innovative Consultancy UK Ltd (ICUK). More recent government guidance as expressed in PPS4 supports new working practices such as working from home and suggests that planning policies should be flexible enough to accommodate new or emerging sectors of employment particularly those producing low carbon goods and services. This is relevant in this case, where the business is web design, copy writing, IT and other similar technical services.

When considering the use of the 2nd floor on a temporary basis for a B1 use, it would be appropriate to consider it against the criteria for establishing a new business. Whilst access to the site via the local highway network is adequate; the location is not sustainable as there is no public transport; so the site is not easily accessible by the local workforce and all the employees must use private transport to travel to the site,. However, there is a large parking area in front of the dwelling and therefore access to the remainder of the site should not be impeded. In overall terms the dwelling is a very large property and therefore, the use of the top floor for home working, is not out of scale as; it is considered that the main use of the building remains domestic.

9.2 Impact upon the Listed building

After various unsympathetic uses, the Manor House was in a very dilapidated condition and was recently restored into three residential units with the financial support of enabling development. The latter is still under construction. Because of the historic importance of the Landford Manor, both English Heritage and the Council's Conservation Officer have been much involved with the re-construction and restoration work of the listed building. The proposed use of the upper floor will not have an impact on the external appearance of the building as no works to the building externally or internally are proposed. Therefore on the basis, that this use involves no changes to the fabric of the building there is no objection to the temporary use of the upper floor as offices. But the office use has resulted in a very large number of cars being parked in front of the Manor. Visually, this is considered by your officers to be detrimental to the setting and appearance of the listed building contrary to policy CN4 and CN5. However, this has to be considered in the context that the office use will only be for a temporary period.

The views of the Fire officer with regard to the adequacy of the fire precautions for an office use in this type of building and with this location of the occupants are noted. In the light of his views that for anything more than a temporary use, the fire protection would require substantial upgrading ,including the provision of a ½ hour protected route, it is considered that the permanent use of the top floor for offices would be likely to have an unsympathetic impact upon the internal fabric of the Listed Building

9.3 Impact upon amenities

Concerns have been expressed that the use of this upper floor for business will change the ambiance of the area to commercial. However, the Manor is a very large property and whilst a part of one unit is to be used for commercial purposes, the other two units in the building remain wholly residential. Similarly Cauldron House and the five properties currently under construction on the adjacent land are also primarily in a residential use. The general context of the area will therefore be residential. Though the use of the upper floor will not have an impact on the external appearance of the building, as no works to the building are proposed, the change of use has resulted in a very large number of cars being parked in front of the Manor. Visually, this is considered by your officers to be detrimental to the setting and

appearance of the listed building.

Concerns have also been expressed regarding a loss of privacy from such a large number of people working in the property. However, the front elevation of the Manor House is separated from Caldron House by the Manor House's parking area as well as the access to the remainder of the site and with a separation distance of approximately 20m between the properties it is not considered that the detrimental impact of the perception of overlooking warrants refusal of the proposal on these grounds alone.

9.4 Impact upon highway safety

Concerns have been expressed regarding the increase in vehicles using the access from the A36. However, the office users are mainly part-time and Stock Lane is used by farm vehicles as well as construction traffic and domestic vehicles. Whilst the views of the Highways Agency are awaited, on the basis of the submitted information which includes the number of full time employees as being eight with the average being approximately six, the Highway Authority does not consider the traffic likely to be generated by the proposed development to be significant and therefore recommends that no highway objection be raised subject to any permission being temporary and personal to ICUK.

10. Conclusion

An objective of the Local Plan is to encourage a diverse and healthy economy and recent government guidance as expressed in PPS4 supports new working practices such as working from home and suggests that planning policies should be flexible enough to accommodate new or emerging sectors of employment particularly those producing low carbon goods and services. The business currently using Landford Manor is web based and has received support from the business community. As regards, Landford Manor; it was restored to three residential units with the financial support of enabling development, after becoming very dilapidated following various unsympathetic uses. The use of the upper floor as offices has so far, had no impact on the external appearance of the building though the scale of the use has resulted in a very large number of cars being parked in front of the Manor, which is visually detrimental to the setting of the listed building. Whilst the concerns of the fire officer, are not a material consideration, the changes that would be required to the structure and fabric of the Listed Building in order to facilitate the provision of adequate fire precautions; are likely to be unsympathetic to the historic interest of the building and would be unlikely to obtain listed building consent. So whilst the use of the top floor for 'home working', which would retain the primary use of the building as domestic might be acceptable, the scale of the existing office use, is likely to have unacceptable long term implications for the historical integrity of the building, though the use does not appear to have adversely effected the existing character of the surrounding New Forest Heritage Area. In view of the above factors, in this case, as the use by ICUK, does not appear to have a detrimental impact upon the amenities of the neighbours, it is considered reasonable to grant permission for a temporary period in order to enable the business sufficient time to be transferred to more suitable premises

Recommendation

APPROVE for the following reasons

The proposed development conditioned so as to be for only a temporary period for the current occupier (Innovative Consultancy UK Ltd) accords with the provisions of the Development Plan, and in particular Policies G2 (General Criteria for Development), CN4 and CN5 (Listed buildings) of the saved policies of the adopted local plan, and PPS4 insofar as the proposed development is considered compatible in terms of its scale and impact upon the listed grade II* Landford Manor, and would not adversely affect the amenities of neighbours, .

subject to the following conditions

1. This decision relates to documents/plans listed below. No variation from the approved documents should be made without the prior approval of this Council. Amendments may require the submission of a further application.
 Drawing ref.no. 1543-01 received on 24 February 2011.
 Drawing ref.no. 1543-03 received on 24 February 2011.
 Drawing ref.no. 1543-04 received on 24 February 2011.
 REASON For the avoidance of doubt

2 The use of the 2nd floor of Landford Manor as offices hereby approved shall only be by Innovative Consultancy UK Ltd., and when the site ceases to be occupied by Innovative Consultancy UK Ltd., or at the end of 2 years whichever shall first occur, the use hereby permitted shall cease and all materials and equipment brought on to the premises in connection with the use shall be removed and the accommodation restored to its former condition as domestic accommodation
 REASON. The premises are unsuitable for permanent use as office without substantial works to the building to satisfy the fire officer, which would unlikely to obtain listed building consent. Permission is therefore only given on the basis that it allows the business a generous period to seek and relocate to alternative premises.
 POLICY CN4 and CN5 (Listed buildings)

Appendices:	NONE.		
Background Documents Used in the Preparation of this Report:	Drawing ref.no. 1543-01 received on 24 February 2011. Drawing ref.no. 1543-02 received on 24 February 2011. Drawing ref.no. 1543-03 received on 24 February 2011. Drawing ref.no. 1543-04 received on 24 February 2011. Supporting statement		