



Planning Committee

Application Address	86 Churchill Road, Poole, BH12 2LU
Proposal	Convert semi-detached property to an HMO (8 units)
Application Number	APP/25/00143/F
Applicant	67 KR Ltd
Agent	Mr Martingales – Martingales Ltd
Ward and Ward Member(s)	Newtown & Heatherlands Cllr Millie Earl Cllr Marion Le Poidevin Cllr Sandra Mackrow
Report Status	Public
Meeting Date	15 January 2026
Summary of Recommendation	Approval for the reason(s) set out below
Reason for Referral to Planning Committee	More than 20 letters against the proposal were received.
Case Officer	Babatunde Aregbesola
Is the proposal EIA Development?	No

Description of Proposal

1. Planning permission is sought for the conversion of semi-detached property to an HMO (8 units). For clarity, the same permission is being sought to the adjacent property number 88 Churchill Road APP/25/00144/F.

Description of Site and Surroundings

2. The application site relates to a two storey semi-detached dwellinghouse with accommodation within its roof slope. It is located on east side of Churchill Road. To the front is a garden laid in hardstanding with low level brick wall as boundary treatment and pedestrian access taken from Churchill Road. To the rear is an outdoor amenity area. The application site slopes downward towards the rear of the site.
 3. Vehicular access is taken from the rear of the site via Beaconsfield Road.
 4. The application site falls beyond 13.8km radius out to 15km of New Forest Recreation Zone.
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Relevant Planning History:

5. APP/23/00827/F: Demolition of existing single storey rear extensions; erection of extensions to east and west (front and rear) elevations; alterations and enlargement to roof, raising the ridge height to provide habitable accommodation within roofspace, including dormers to east elevation. Approved.
6. Adjacent to the site is the application at 88 Churchill Road for 'convert semi-detached property to an HMO (8 units)' – APP/25/00144/F.

Constraints

7. The application site falls within the New Forest Recreation Zone.

Public Sector Equalities Duty

8. In accordance with section 149 Equality Act 2010, in considering this proposal due regard has been had to the need to — eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Other relevant duties

9. In accordance with regulation 9(3) of the Conservation of Habitats and Species Regulations 2017 (as amended) ("the Habitat Regulations), for the purposes of this application, appropriate regard has been had to the relevant Directives (as defined in the Habitats Regulations) in so far as they may be affected by the determination.
10. With regard to sections 28G and 28I (where relevant) of the Wildlife and Countryside Act 1981, to the extent consistent with the proper exercise of the function of determining this application and that this application is likely to affect the flora, fauna or geological or physiographical features by reason of which a site is of special scientific interest, the duty to take reasonable steps to further the conservation and enhancement of the flora, fauna or geological or physiographical features by reason of which the site is of special scientific interest.
11. For the purposes of section 40 Natural Environment and Rural Communities Act 2006, in assessing this application, consideration has been given as to any appropriate action to further the "general biodiversity objective".
12. For the purposes of this application, in accordance with section 17 Crime and Disorder Act 1998, due regard has been had to, including the need to do all that can reasonably be done to prevent, (a) crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); (b) the misuse of drugs, alcohol and other substances in its area; and (c) re-offending in its area.
13. For the purposes of this report regard has been had to the Human Rights Act 1998, the Human Rights Convention and relevant related issues of proportionality.

Consultations

14. Environmental health – Has no comment.
 15. Highway Officer – No highway objections subject to condition.
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16. Waste Service – the plans submitted are suitable.

Representations

17. Site notice was posted outside the site on 13th March 2025 with an expiry date for 3rd April 2025.

47 representations were received against the proposal on the following grounds:

- Inappropriate development application given the already built-up area, lack of infrastructure and adequate parking.
- Highway safety
- Impact on residential amenity in terms of daylight.
- Increase in occupancy resulting to substantial increase in noise, rubbish, vehicles, and deliveries to the properties, deviating from their intended single-family usage.
- The proposed conversion would place an undue burden on local services and infrastructure, including healthcare services.
- The proposed bin storage provision is likely to be inadequate, leading to potential hygiene and vermin issues.
- Detrimental impact on residential character and community stability.
- Inadequate amenity space and overdevelopment.
- Development would set a concerning precedent for further HMOs in the area, degrading the residential character.
- Inadequate parking provisions and increased traffic congestion

Key Issue(s)

18. The key issue(s) involved with this proposal are:

- Impact on character and appearance
- Impact on residential amenity of future occupant and neighbouring properties
- Highway impact
- Sustainability considerations
- Biodiversity
- Waste
- SAMM/CIL/S106

19. These issues will be considered along with other matters relevant to this proposal below.

Policy context

20. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the development plan for an area, except where material considerations indicate otherwise. The development plan in this case comprises the...

Planning Policies

Poole Local Plan (Adopted November 2018)

- PP01 Presumption in favour of sustainable development
 - PP02 Amount and Broad Location of Development
 - PP27 Design
 - PP28 Flats and Plot Severance
 - PP32 Poole's Nationally, European and Internationally Important Sites
 - PP33 Biodiversity and Geodiversity
 - PP34 Transport strategy
 - PP35 A Safe, Connected and Accessible Transport Network
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- PP37 Building Sustainable Homes and Businesses
- PP38 Managing Flood Risk
- PP39 Delivering Poole's Infrastructure

Supplementary Planning Documents:

- BCP Parking Standards SPD (adopted January 2021)
- The Dorset Heathlands Planning Framework 2020-2025 SPD (Adopted March 2020)
- The Dorset Heathlands Interim Air Quality Strategy SPD (2020-2025)
- Nitrogen Reduction in Poole Harbour SPD
- Poole Harbour Recreation 2019-2024 Supplementary Planning Document (SPD)
- National Planning Policy Framework ("NPPF" / "Framework") (December 2024)

Planning Assessment

Presumption in favour of sustainable development:

21. "At the heart of the NPPF is the presumption in favour of sustainable development. NPPF paragraph 11 states that in the case of decision making, the presumption in favour of sustainable development means that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless policies in the Framework that protect areas of assets of particular importance provide a clear reason for refusing the development proposals or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
22. Footnote 8 of paragraph 11 provides that in the case of applications involving the provision of housing, relevant policies are out of date if the local planning authority is (i) unable to demonstrate a five-year supply of deliverable housing sites or (ii) where the Housing Delivery Test (HDT) result is less than 75% of the housing requirement over the previous three years.
23. The NPPF (2024) paragraph 78 requires local planning authorities to identify and update a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing. Paragraph 78 goes on to state that the supply should be demonstrated against either the housing requirement set out in adopted strategic policies, or against the local housing need where the strategic policies are more than five years old. Where the Housing Delivery Test indicates delivery has fallen below the local planning authority's housing requirement over the previous three years, a buffer should be included as set out in paragraph 79 of the NPPF.
24. At 1 April 2024 BCP Council had a housing land supply of **2.1 years** against a 5-year housing requirement that includes a 20% buffer. For the purposes of paragraph 11 of the NPPF, it is therefore appropriate to regard relevant housing policies as out of date as the local planning authority is unable to demonstrate a five-year supply of homes.
25. The proposed HMO would provide 8 smaller units of residential accommodation that are likely to be a more affordable type of housing that would provide greater choice and meet the needs of those people who might otherwise be unable to afford to rent or purchase a flat or house, whilst making an efficient use of the site. This affords significant weight in the planning balance.
26. The Poole Local Plan sets out a spatial planning framework to meet objectively Assessed needs to 2033. In accordance with Policy PP01, the Council will take a positive approach when considering development proposals that reflects the presumption in favour of sustainable development contained in the NPPF. In terms of meeting housing needs, a strategic objective of the Poole Local Plan is to deliver a wide range and mix of homes in the most sustainable locations.

Principle of development

27. In terms of meeting housing needs, a strategic objective of the Poole Local Plan is to deliver a wide range and mix of homes in the most sustainable locations. Policy PP2 identifies the amount and broad locations of development and states that the majority of new housing will be directed to the most accessible locations within Poole, these being the town centre, district and local centres and locations close to the sustainable transport corridors. A sustainable transport corridor is defined by the Poole Local Plan as being 400 metres either side of a road capable of extending service provision by the end of the plan period to four buses per hour (each way) or within 500 metres radius of a railway station. The intention of this policy is that within these areas the majority of higher density development will place a greater number of people within close walking distance of public transport and a range of services/facilities as a convenient alternative to use of the car.
28. This approach is reinforced by Policy PP34 which also states that new development will be directed to the most accessible locations which are capable of meeting a range of local needs and will help to reduce the need for travel, reduce emissions and benefit air quality, whilst PP35 also states that proposals for new development will be required to maximise the use of sustainable forms of travel. Significant weight therefore must be applied to the provision of additional residential accommodation which meets these policy objectives.
29. In this instance, the proposal represents a form of high-density development located within the sustainable transport corridor as identified by Policy PP2 and indicated on the Proposals Map, being located in a highly sustainable location in proximity to the local services and facilities and with access to the high frequency public transport service stops (bus stations), where the majority of housing and higher density development should be directed. As such, the principle of the proposed use of the property as a large-scale HMO (higher density development) is therefore acceptable in this sustainable location where higher density development is supported in accordance with the provisions of Policies PP2, PP34 and PP35, subject to compliance with other development plan policies.

Impact on the character and appearance of the area

30. Policy PP27 of the Poole Local Plan (2018) states that development will be permitted where it reflects or enhances local patterns of development in terms of layout, height, scale, massing, materials, landscaping and visual impact.
31. Policy PP28 is reinforced by Policy PP27 of the Poole Local Plan, which also seeks to ensure that development exhibits a high standard of design that will complement or enhance Poole's character and local distinctiveness by respecting the setting and character of the site, surrounding area and adjoining buildings by virtue of function, siting, landscaping and amenity space, scale, massing, height, design details, materials and appearance.
32. Policy PP27 also states that development should respond to natural features on the site and not result in the loss of trees that make a significant contribution, either individually or cumulatively, to the character and local climate of the area. Any scheme that requires the removal of trees should, where appropriate, include replacement trees to mitigate their loss.
33. The proposal involves a change of use of the building from single dwelling house to House of Multiple Occupation with no changes to the external façade of the building. The character of this side of Churchill Road is presented by an array of detached, semi-detached and terrace dwellings, punctuated by the occasional flatted block. The surrounding area is a mixture of styles and types of Residential properties. The buildings are of a variety of sizes and heights. The site is currently occupied by a three-storey building.
34. The proposal relates to a single dwellinghouse to be converted to a house of multiple occupation with associated amenities within the site. There is evidence of bins been placed within front
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forecourt of neighbouring properties along the street. It is also a material consideration that the attached dwelling, number 88 is applying for the same.

35. It is not considered that the intensification of the occupation of the dwelling alone or in combination with the adjacent, would in itself result in harm to the character and appearance of the area, subject to addressing issues of bin storage.
36. It is expected that given the number of occupants more refuse storage will be required. Most buildings along this side of Churchill Road have bins placed within the side and front forecourt. No details of the bin store have been submitted with this application, but it is proposed to be located to the front of the property behind the brick wall. The dwelling and its forecourt are set at a level lower than the street, with the bins being a similar height to the wall, and as such would be largely screened from street scene views. The same would be for the adjacent property. As such, on this basis it is not considered that the proposal would result in adverse harm to the character of the area.
37. The proposed cycle store would be located in the garden. The existing recreational amenity area to the rear of the building is of good size that can comfortably accommodate the cycle parking structure without any detrimental effect to the wellbeing of the future occupier.

Impact on Neighbouring Residential Amenity

38. Poole Local Plan Policy PP27 expects that all forthcoming developments are required to have a good standard of design. Sub section C of the policy requires proposals to be compatible with the surrounding uses and should not prejudice and result in a harmful impact on neighbouring residential amenity when considering levels of sunlight/daylight, privacy, noise and whether the development is overbearing or oppressive.
39. The proposal does not provide any additional windows to serve its proposed habitable rooms, and would not increase its scale, bulk and massing. As such, the proposal would not result in additional harm by way of loss of privacy, overbearing impacts or loss of daylight or sunlight.
40. Concerns were raised by residents regarding the potential for harmful noise impacts. The proposal would increase the occupancy of the dwelling; however, it would still be residential in its nature and would result in noise associated with any other residential accommodation. When considered in conjunction with the proposal for the same at number 88, it is still not considered to result in a significant enough intensification of residential noise to result in adverse harm. Any antisocial behaviour – that could occur with any residential unit – can be addressed outside of the planning system in the usual way.

Living conditions of future occupiers

41. The proposed HMO would have 8 bedrooms set over three floors, all single bedrooms. The maximum occupancy of 8 will be secured by condition. Each unit will have access to natural light. One of the units will not have a good level of outlook, but will have access to a shared living area. There is also a shared garden. Overall, the proposal would provide an acceptable standard of living condition.
42. As such, it is considered that the proposed scheme would accord with the provisions of Policy PP27 of the Poole Local Plan.

Impact on highways and parking

43. The proposal would utilise existing access and parking arrangements. There is already a dropped kerb crossing allowing vehicle access to the rear via Beaconsfield Road.
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44. The retention of the existing car parking would meet Parking Standards SPD (2021) guidelines of one parking space per HMO. The site is within a sustainable location (Zone B), with access to shops, services and public transport. The proposals include provision of cycle parking, which would meet guidelines. This has been secured by condition.
45. Therefore, the scheme is considered acceptable from highway perspective and development would not compromise highway safety. The proposal, therefore, would accord with Policy PP34 & PP35 of Poole Local Plan and BCP Parking Standards.

Waste collection considerations

46. With regards to refuse and recycling provision, Policy PP27 of the Poole Local Plan states that, amongst other criteria, development must provide convenient waste and recycling arrangements in accordance with the relevant standards.
47. The Council's Waste team have been consulted and raised no objection. With regards to the quantum of occupancy, they advised that should the waste produced exceed than standard, then they will need to address this via private disposal. In the interest of the character and appearance of the area, a condition has been imposed requiring the submission of a management plan of how excess waste produced by the use will be managed. It is considered that there is sufficient space on the forecourt to accommodate additional bins, if necessary.
48. Subject to this, the proposal would comply with policy PP27 of the Poole Local Plan.

Sustainability considerations

49. Policy 37 of the Poole Local Plan requires new development, where appropriate, to incorporate a proportion of future energy use from renewable sources. As this proposal is for a change of use to a HMO, and does not involve any built development, it is not considered appropriate to require such provision in this instance.

Biodiversity

50. Policy PP33 of the Poole Local Plan requires, where relevant, development to incorporate ecologically sensitive design features to secure a net gain in biodiversity. As this proposal is for a change of use to a HMO, and does not involve any built development, it is not considered appropriate to require such provision in this instance.
51. The proposal is for a change of use, and aside from a bin store and cycle store, does not propose any built development. The proposal therefore falls below the threshold for the consideration of BNG, as it would not impact priority habitat and impacts less than 25dwm of on-site habitat.

52. Section 106 Agreement/CIL compliance

Contributions Required			Dorset Heathland SAMM	Poole Harbour Recreation SAMM
Flats	Existing	6	@ £360	@ £129
	Proposed	8		

	Net increase	2	£720	£258
Total Contributions			£720 (plus 5% admin fee, min £75)	£258 (plus 5% admin fee, min £25)
CIL	Zone B	@	£240.85sq m	

53. Mitigation of the impact of the proposed development on recreational facilities; Dorset Heathlands and Poole Harbour Special Protection Areas; and strategic transport infrastructure is provided for by the Community Infrastructure Levy (CIL) Charging Schedule adopted by the Council in February 2019. In accordance with CIL Regulation 28 (1) this confirms that dwellings are CIL liable development and are required to pay CIL in accordance with the rates set out in the Council's Charging Schedule.

54. The site is within 5km (but not within 400m) of Heathland SSSI and the proposed net increase in dwellings would not be acceptable without appropriate mitigation of their impact upon the Heathland. As part of the Dorset Heathland Planning Framework a contribution is required from all qualifying residential development to fund Strategic Access Management and Monitoring (SAMM) in respect of the internationally important Dorset Heathlands. This proposal requires such a contribution, without which it would not satisfy the appropriate assessment required by the Habitat Regulation.

55. The applicant has signed section 106 legal agreement and paid the relevant contributions towards Dorset Heathlands and Poole Harbour Recreation SAMM.

Other matters

56. The site is located within the 13.8KM – 15Km buffer zone for the New Forest Zone of Influence. The Footprint Ecology Report (2023) [New-Forest-SAMM-report-Footprint-Ecology.pdf](#) in paragraph 6.7 states that large sites just beyond the 13.8km, out to 15km may also need to provide mitigation and will be assessed on a case-by-case basis. Whilst there is no definition of a 'large site' – It is considered that the current scheme is not a large scheme and therefore would not have a significant impact upon the integrity of the New Forest SAC/ SPA/ Ramsar. Therefore, no mitigation would be required. It is considered that the proposal would accord with Policies PP32 & PP33 of Poole Local Plan and Paragraph 193 of the NPPF.

Planning Balance / Conclusion

57. The Council cannot currently demonstrate a 5-year supply of deliverable sites for housing. Furthermore, the results of the latest Housing Delivery Test, published in December 2024, confirm that an insufficient number of homes have been built in the Poole area over recent years. As a result of the shortfall, policies related to the location and supply of housing are deemed to be out of date. In such circumstances, Paragraph 11d and footnote 8 of the National Planning Policy Framework (the Framework) require that permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole.

58. The proposal would not result in adverse harm to the character of the area, to residential amenity or highway safety. The proposal would accord with the policies within the development plan, and therefore is recommended for approval, subject to conditions.

Recommendation

59. Grant, subject to the following conditions:

Conditions

1. The development hereby permitted shall begin not later than the expiration of three years beginning with the date this permission is granted.

Reason: As required by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall only be carried out in accordance with the following approved plans:
Proposed Floor Plans and Elevation; G. N0. 25/558-04A received 12/02/2025
Existing Floor Plans & Elevation; DRWG. N0. 25/558-03 received 12/02/2025
Cycle store; DRWG. N0. 25/558-05 received 12/02/2025 received 12/02/2025
Site Plan; DRWG. N0. 25/558-02 received 12/02/2025
Block and Location Plans; DRWG. N0. 25/558-01 received 12/02/2025

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The use hereby permitted shall not be occupied by any more than 8 persons at one time.

Reason: In the interest of the quality of living accommodation provided.

4. Prior to the occupation of the 6th person within the development hereby approved there shall be submitted and approved in writing by the Local Planning Authority a management plan. This management plan shall detail;
 - Details of waste storage facilities to cater for 8 persons – including their location on a block plan and elevations.
 - How such waste is disposed of including its frequency

Reason: in the interest of the character and appearance of the area.

5. No part of the development hereby permitted shall be occupied unless the access, turning and parking areas shown on approved plan have first been fully constructed and laid out in accordance with [the specification as set out in that approved plan/a specification that has first been submitted to and approved in writing by the local planning authority. Thereafter, these areas shall at all times be retained, kept free from obstruction, be available for use for the purposes specified and maintained in a manner such that the areas remain so available.

Reason: In the interests of highway safety.

6. No part of the development hereby permitted shall be occupied unless the visibility splay areas as shown on approved drawing have first been cleared to a level not exceeding 0.6 metres above the relative level of the adjacent highway. The visibility splay areas shall at all times thereafter be retained at that level, kept free from all obstructions and maintained in a way that ensures that they provide clear visibility to and from the highway and any access associated with the visibility splays.

Reason: In the interests of highway safety.

7. No part of the development hereby permitted shall be occupied unless the bicycle store has been fully provided and laid out in accordance with the approved details. The bicycle store shall thereafter at all times be retained, and shall at all times be available for use by [all the households of the development].

Reason: To secure the provision of a secure bicycle store and access which is safe to use and to help promote alternative sustainable means of transport in relation to the development.

Informatives:

1. In accordance with paragraph 39 of the revised NPPF the Council, as Local Planning Authority, takes a positive, creative and proactive approach to development proposals focused on solutions. The Council works with applicants/agents in a positive and proactive manner by offering a pre-application advice service, and as appropriate updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions. In this instance:

The application was acceptable as submitted and no further assistance was required.

2. The applicant should note and inform future residents of the approved scheme that they may be excluded by the Council from being able to purchase on-street residents parking permit or visitors parking permits in the locality of the site. This is to reduce the transport impacts from the development due to the low levels of car parking provision being proposed.
3. This grant of permission is to be read in conjunction with the Legal Agreement dated 4TH November 2025 entered into between BCP Council and 67KR Limited.

Background Documents:

Documents uploaded to that part of the Council's website that is publicly accessible and specifically relates to the application the subject of this report including all related consultation responses, representations and documents submitted by the applicant in respect of the application.

Notes.

This excludes all documents which are considered to contain exempt information for the purposes of Schedule 12A Local Government Act 1972.

Reference to published works is not included

Case Officer Report Completed

Officer: BAR

Date: 12/25

Agreed by: Katie Herrington

Date: 29/12/2025

Comment:
