
Site Address: 234 Sea Front, Hayling Island, PO11 0AU
Proposal: Change of Use from A1 retail to C3 residential with alterations and additions including rear extension and new mansard roof to form five self-contained flats; with associated car parking with access from Green Lane.
Application No: APP/17/00278 Expiry Date: 12/05/2017
Applicant: Mr Wakefield
Wilson Wakefield Solicitors
Agent: Mr Critchley Case Officer: David Eaves
Martin Critchley, Architect
Ward: Hayling West

Reason for Committee Consideration: Applicants are Wilson Wakefield Solicitors - Councillor Wilson has an interest in the application as a result

Density: 169/ha

HPS Recommendation: **GRANT PERMISSION**

Executive Summary

The proposal would result in the conversion and extension of the existing A1 retail and residential unit to form five No. 1 bedroom flats. The loss of the retail unit has been previously approved and the building has been vacant for over a year. The use for residential proposes is considered acceptable in principle.

The proposed works are considered to retain important features and character of the building especially the front facade. The extensions subject to the imposition of conditions would have an acceptable appearance.

The impact on the amenities of neighbouring residents and future occupants is considered acceptable. An acceptable vehicular and pedestrian access is provided and car and cycle parking in accordance with the Councils standards can be secured.

Developer contributions in relation to CIL and Solent Recreation Mitigation Project will be secured as a result of the development.

1 Site Description

- 1.1 The site lies to the north of Sea Front close to Beachlands. The property is a prominent two storey building with a shallow pitched roof behind a rendered Georgian style facade when viewed from Sea Front. The east elevation is brick and can be viewed across the forecourt of small shops and residential properties set back to the east of the site.
- 1.2 To the west is the two storey Premier Clapps Convenience Store and this building is physically attached to the application site building. The vehicular and pedestrian access would be via a shared access from Green Lane to the rear of Clapps where there is an existing dropped kerb.
- 1.3 To the rear of the main building are a low range of brick outbuildings.

2 Planning History

2.1

APP/16/00834 - Conversion of house to 2No. self contained 3 bedroom flats together with parking and amenity., PERM,13/10/2016

It is noted that this planning permission for a conversion of the building to two flats has recently been granted. At the time of the application the Officers report stated:

The applicant has advised that the building was originally constructed as a butchers shop with a residential unit over and that the shop has been closed for well over 4 years and since then the whole property has been used as a residential dwelling. However, even if this were not the case, under current permitted development legislation, the unit could be converted from an A1 use to residential under permitted development as it is not within a defined local centre.

3 Proposal

- 3.1 Change of use from A1 retail to C3 residential with alterations and additions including rear extension and new mansard roof to form five self-contained flats; with associated car parking with access from Green Lane.

4 Policy Considerations

National Planning Policy Framework 2012

Havant Borough Local Plan (Core Strategy) March 2011

CS16	(High Quality Design)
CS17	(Concentration and Distribution of Development within the Urban Areas)
CS21	(Developer Requirements)
CS6	(Regeneration of the Borough)
CS9	(Housing)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)
DM2	(Protection of Existing Community Facilities and Shops)

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
DM24	(Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Building Control, Havant Borough Council

No comments

Crime Prevention

No comments received

Economic Development - Retail and Town Centres

Economic Development raise no objections

Highways Engineer, Development Engineer

The Highway Authority have no adverse comment to this application

Traffic Management, HBC

From the information received, there are no traffic management issues with this proposal

Waste Services Manager

No comments received

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 76

Number of site notices: 2

Statutory advertisement: Not applicable.

Number of representations received: 1

Summary:

6.1 Five more flats in this already congested small area is a step too far.

6.2 More traffic for this already busy area which has the extra shop traffic.

7 Planning Considerations

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity including future occupants
- (iv) Highways and parking
- (v) Developer Contributions/Ecology

(i) Principle of development

7.2 The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria.

7.3 The proposal would lead to the subdivision of the property and the addition of an additional floor utilising a mansard roof design. This would result in the creation of five one bedroom flats. It is understood that part of the ground floor area was originally a

butchers shop with a residential unit above, and therefore the loss of this retail use must be assessed in the context of the policy requirements for marketing set out in the Havant Borough Local Plan (Core Strategy) 2011 Policy DM2.

- 7.4 In the previous application APP/16/00834 determined last year it was stated that the shop had been closed for well over 4 years and since then the whole property was used as a dwelling. The agent for the current application has provided the following information from the Estate Agent who marketed the property from 26th October 2016:

The property was advertised on the internet and in local papers and had a board put up but received no retail enquires.

The property had been empty for about a year before that.

The previous business failed and the tenants stopped paying rent some 5 years ago. During that time the property grossly deteriorated.

The use in the last 20 years or more started as an antique shop, then it closed its doors to the public and became a junk yard operated to the rear.

- 7.5 The principle of converting the former retail area to a residential use has been established by planning permission APP/16/00834 and this permission remains extant and could be implemented. Even if this were not the case, under current legislation the unit could be converted from A1 use to residential under permitted development allowances as it is not within a defined local centre. In addition marketing has been carried out and has not resulted in interest in a retail use. It is also noted that the Council's Economic Development team raise no objection to the proposal.
- 7.6 Whilst the full marketing requirements associated with Policy DM2 have not been demonstrated, it is considered that given the long period of vacancy, the extant permission for residential use and the current permitted development rules, the loss of the retail element is acceptable.
- 7.7 The development would also make a modest but valuable contribution towards the Council's housing requirements.

(ii) Impact upon the character and appearance of the area

- 7.8 The premises has an attractive appearance from Sea Front with a rendered facade, parapet wall, symmetrical windows, doors, quoins and other features including 'Twine' incised sign and decorative bull heads reflecting the former use as Twines butchers shop.
- 7.9 The proposal would seek to retain many of the existing frontage features utilising existing openings where possible and ensuring that symmetry is retained in the conversion elements of the alteration.
- 7.10 The most significant change from public vantage points would be the addition of an additional floor to the building. This would be achieved by the replacement of the existing shallow pitched roof with a new mansard roof which would provide the additional floorspace required for a second floor flat. The area is characterised by commercial and residential properties of various heights including opposite on Sea Front and in Green Lane, where there can be found 6-storey and 4-storey flats. There are a variety of roof types in the area including flat roofs, shallow and steeper pitched roofs. There is no doubt that the proposed mansard style roof would be prominent in the street scene, particularly from the east as a result of the building's set forward position in the streetscene. It is considered important that the proposed materials for the roof are of a good quality to ensure that the appearance of the roof is acceptable

and it is noted that the application form confirms that natural slate is proposed - this would match the existing building and the adjacent convenience store and would be appropriate on a building of this age. The proposed alteration to provide an additional storey is on balance considered acceptable subject to an appropriate condition in relation to materials.

- 7.11 To the rear of the site there is a single storey brick and tile stable/store building which is proposed to be demolished to provide parking and amenity areas for the proposed flats. Whilst the buildings are of some interest in terms of their links to the former butchers shop, they are in a poor state of repair and are not listed. Their removal is considered acceptable.
- 7.12 The proposal includes the relatively minor extension of the building to the rear with altered windows and doors, Juliet (non-step out) style balconies and a small dormer the new Mansard roof. These alterations are considered acceptable.

(iii) Impact upon residential amenity including future residents

- 7.13 The main impacts on neighbouring residents are considered to relate to the flat above 232 Sea Front, 2 Green Lane, to the flat above 236 Sea Front and to flats in Anne's Court.
- 7.14 In relation to the flat above 232 Sea Front, this property faces south and has a main window in the front elevation which already faces onto the blank two-storey side elevation of the application site. Whilst the mansard roof would add additional height to the application property and there would be a degree of impact on light in the afternoon, this is considered to be insufficient to warrant a refusal of planning permission.
- 7.15 No.2 Green Lane is located to the north of the site with the rear courtyard, a double width drive and blank gable set closest to the application site. The occupant of No. 2 has raised an objection to the proposal (see part 6 above). The new proposals would result in car parking and turning to the south of the neighbours site with increased activity (although it should be noted that the former commercial use would have also resulted in activity within this area). It is considered important to ensure a robust boundary treatment and a condition is recommended to ensure that this is the case. Further information is being sought in relation to retaining a boundary wall which is currently formed by the building to be demolished. Members will be updated in relation to this matter.
- 7.16 The proposal would result in amended rear windows set within the extension at first and second floor level facing No.2. These would serve a staircase and bedrooms at first floor level and a bathroom at second floor level. The extension would face a blank flank wall to No.2 and be set approximately 21m off. The Council's Design Guide requires a 10m set off between facing windows and a blank elevation. The proposal is therefore considered acceptable.
- 7.17 The flat above 236 Sea Front would not be overlooked by the proposed development. There would be access and turning taken to the rear of this property, however, the previous uses would have resulted in commercial activity to the rear of 236. The proposal is therefore considered to have an acceptable impact on the residential amenities of this property.
- 7.18 Anne's Court lies to the south of the site on the opposite side of Sea Front. Whilst there would be additional windows facing Anne's Court including dormer windows at

second floor level, the two buildings are in excess of 20m apart facing each other across a busy road. It is considered that any additional impact would be limited and acceptable.

7.19 The proposals would provide 5 No. one-bedroom flats. The smallest flat has a floorspace of approximately 45sqm and the largest approximately 72sqm. The Council do not have minimum space standards for residential development, however, the Department for Communities and Local Government have published the document 'Technical Housing Standards - Nationally Described Space Standard 2015'. The minimum internal floor areas for 1 bed units described in this document range between 39 and 50 sqm depending on occupancy for 1 or 2 people. The proposals are considered to be in general compliance with these standards.

7.20 The ground floor flats would be provided with small external patio areas and there would also be a small shared external area. Bin storage is provided to the rear of the flats. It is considered that the proposals would provide acceptable accommodation for future occupants.

(iv) Highways and parking

7.21 Pedestrian and vehicular access would be taken from Green Lane where there is an existing dropped kerb. It is likely that this would need to be slightly widened and the agent has been asked to clarify this aspect. The Council's Development Engineer (Highways) has raised no objection to the proposals.

7.22 Parking is provided to the rear of the site in the location of the demolished outbuildings. Five car parking spaces are provided for the proposed development. This would meet the Council's Parking Standards which require 1 space per 1 bed flat for allocated spaces. Cycle parking is also required at a rate of 1 space per flat and this is indicated on the site plan. A planning condition in relation to car and cycle parking is recommended.

(v) Developer Contributions/Ecology

7.23 The development would be liable for the Community Infrastructure Levy (CIL). The proposal would result in additional residential floorspace. The level of the CIL liability is currently being assessed and members will be updated in relation to the relevant calculation.

7.24 The proposal would include the demolition of an outbuilding and whilst there is no indication that there are bats using the building an informative is recommended in relation to the applicants obligations in relation to bats.

7.25 This development would also increase the number of dwellings within the 5.6km zone identified as significant in potentially increasing recreational pressure on the Solent SPA. Natural England's advice with regard to all new housing development within this zone is that it is likely to have a significant effect on the SPA. Policy DM24 of the Allocations Plan which was adopted on 30 June 2014, covers this issue and allows for a financial contribution to be made towards mitigation measures. This is set at £181 per dwelling to the Solent Recreation Mitigation Project. For the proposed dwellings, plus admin and monitoring fee, a payment of £970 is due. This requirement is being addressed with the agent and members will be updated in relation to securing the required contribution.

8 Conclusion

- 8.1 In conclusion, the principle of development including the loss of A1 retail use is considered acceptable. Whilst the building is prominent in the street scene, it is considered that the proposals including the extension would have an acceptable impact on the character and appearance of the area.
- 8.2 The impacts on neighbours and future occupants residential amenities have been carefully considered and are acceptable. The development would have access from Green Lane and is provided with adequate car and cycle parking. Developer contributions will be secured to address ecological requirements and CIL contributions.

9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/17/00278 subject to the following conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.
Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 The development hereby permitted shall be carried out in accordance with the following approved plans:

Design, Access, Flood Risk and Sustainability Statement March 2017
Location Plan and Block Plan Drawing No. 1694-101
Survey Plan Ground Floor Drawing No. 1694-201
Survey Plan First Floor Drawing No. 1694-202
Survey Elevations Drawing No. 1694-301
Survey Elevations Drawing No. 1694-302
Proposed Elevations Drawing No. 1694-521
Proposed Elevations Drawing No. 1694-522
Proposed Ground Floor Plan Drawing No. 1694-421
Proposed First Floor Plan Drawing No. 1694-422
Proposed Second Floor Plan Drawing No. 1694-423
Proposed/Existing Roof Plan Drawing No. 1694-203

Reason: - To ensure provision of a satisfactory development.

- 3 No development shall take place until plans and particulars specifying the following matters have been submitted to and approved in writing by the Local Planning Authority:
- (i) The provision to be made within the site for contractors' vehicle parking during site clearance and construction of the development;
- (ii) The provision to be made within the site for a material storage compound during site clearance and construction of the development.

Thereafter, throughout such site clearance and implementation of the development, the approved parking provision and storage compound shall be kept available and used only as such.

Reason: To safeguard the amenities of the locality and/or in the interests of traffic safety and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 4 Notwithstanding any description of materials in the application no above ground construction works excluding internal alterations shall take place until samples and a full specification of the materials to be used externally on the building(s) have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The proposed mansard roofing materials shall consist of natural slate. Only the materials so approved shall be used, in accordance with any terms of such approval.

Reason: To ensure the appearance of the development is satisfactory and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 5 No development hereby permitted shall be commenced above ground level with the exception of internal alterations until a more detailed soft landscaping scheme for all open parts of the site not proposed to be hardsurfaced has been submitted to and approved in writing by the Local Planning Authority. Such scheme shall specify the proposed finished ground levels in relation to the existing levels, the distribution and species of ground cover to be planted, the positions, species and planting sizes of the trees and shrubs to be planted and/or retained, and timing provisions for completion of the implementation of all such landscaping works.

The implementation of all such approved landscaping shall be completed in full accordance with such approved timing provisions. Any tree or shrub planted or retained as part of such approved landscaping scheme which dies or is otherwise removed within the first 5 years shall be replaced with another of the same species and size in the same position during the first available planting season.

Reason: To ensure the appearance of the development is satisfactory and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 6 No development hereby permitted shall be carried out above ground level excepting internal alterations until a specification of the materials to be used for the surfacing of all open parts of the site proposed to be hardsurfaced has been submitted to and approved in writing by the Local Planning Authority. The development / use hereby permitted shall not be occupied until the implementation of all such hardsurfacing has been completed in full accordance with that specification.

Reason: In the interests of the amenities of the locality and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 7 No part of the development shall be first occupied until details of the type, siting, design and materials to be used in the construction/retention of all means of enclosure including boundaries, screens or retaining walls, have been submitted to and approved in writing by the Local Planning Authority and the approved structures have been erected in accordance with the approved details. The structures shall thereafter be retained.

Reason: To safeguard the amenities of the locality and occupiers of

neighbouring property and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 8 The car parking and cycle parking, servicing and other vehicular access arrangements shown on the approved plans to serve the development hereby permitted shall be made fully available for use prior to the development being first brought into use and shall be retained thereafter for their intended purpose.

Reason: In the interests of highway safety and having due regard to policy DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 9 The following existing features of the front elevation shall be retained on the building as shown on Drawing No.1694-521:

'Twine' Sign
Bulls Head details
Dentil Course detailing

Reason: In order to retain important features which are of benefit in maintaining the history or character of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

Appendices:

- Appendix A - Location Plan
- Appendix B - Block Plan
- Appendix C - Proposed Ground Floor Plan
- Appendix D - Proposed First Floor Plan
- Appendix E - Proposed Second Floor Plan
- Appendix F - Existing and Proposed Roof Plans
- Appendix G - Existing North, South & East Elevations
- Appendix H - Existing West Elevation
- Appendix I - Proposed North & South Elevations
- Appendix J - Proposed East & West Elevations