
Site Address: St James Church Hall, 20A Church Path, Emsworth, PO10
7DP

Proposal: Proposed external storage structure and ramped access installation to
Parish Hall building.

Application Type: Full Planning Permission

Application No: APP/24/00415 Expiry Date: 05/08/2024

Applicant: Mr Warnock

Agent: Mr Reading Case Officer: Kayleigh Taylor
JB Architecture Design

Ward: Emsworth

Recommendation: **GRANT PERMISSION**

1 Site Description

The application site comprises St James Church Hall, a large single storey, red bricked building, located to the west of Church Path. The site is to the immediate southwest of St James Church, a Grade II Listed Building and to the east is Emsworth Community Centre.

The application site is bound by St. James Road to the west, which is residential in character. The western site boundary comprises a 1.5m high closeboard fence enclosing a small area of land cleared of landscaping and with ground level slightly higher than the adjacent footpath.

2 Planning History

04/66021/000 - Construction of disabled access ramp to the east elevation.,
PERM,13/12/2004
APP/10/00174 - Construction of small extension for disabled WC, creation of wider
entrance door for disabled persons and new porch., PERM,21/07/2010
APP/15/01332 - Removal of existing hedge and erection of 1.8m fence.,
PERM,09/02/2016

3 Proposal

Proposed external storage structure and ramped access installation to Parish Hall building.

4 Policy Considerations

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS1 (Health and Wellbeing)
CS11 (Protecting and Enhancing the Special Environment and Heritage of
Havant Borough)

- CS16 (High Quality Design)
- CS17 (Concentration and Distribution of Development within the Urban Areas)
- CS19 (Effective Provision of Infrastructure)

Havant Borough Local Plan (Allocations) July 2014

- AL1 (Presumption in Favour of Sustainable Development)

Emsworth Neighbourhood Plan Post Examination Version 2020

- ENP_H2 (Buildings of Local Historic Interest)
- ENP_C1 (Community & Public Services Hub)
- ENP_H1 (Design & Heritage)

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Conservation Officer

The application site is situated on St James Road in Emsworth. It comprises a single storey church hall, associated with St James Church, which is a Grade II listed building, which lies to the northeast of the church hall. There is also a former vicarage which lies to the east of the hall. The front of the hall is accessed via Church Path and includes a ramped entrance, and the rear of the hall faces into St James' Road. Church Path also features the lychgate to the churchyard. The church hall appears to date back to the 1930's, but has had several modern interventions including uPVC windows and solar panels.

St James Church was constructed in 1839-1840 and features flint walling, with stone and cement dressings and a slate roof. It was listed in 1984. It's setting, which forms part of its significance, is formed of the churchyard which extends to the south east and south west of the main church. The churchyard is enclosed by mature vegetation on the southwest corner, which limits visibility from Church Path.

Legislation

When assessing the proposal, the following legislation and policy context is taken in consideration.

Planning (Listed Building and Conservation Areas) Act 1990

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("1990 Act") requires local planning authorities to have special regard to the desirability of preserving a listed building, its setting or any features of special architectural or historic interest when considering whether to grant listed building consent.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

National Planning Policy Framework (revised November 2023)

Chapter 16 of the NPPF relates to the Historic Environment including paragraphs 195 – 214. The building subject to this application is not listed but is deemed to be a

non-designated heritage asset (as set out in the introduction) and therefore the following paragraphs are most relevant to the determination of this application:

Para 205 states that:

‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’.

Para 206 states that:

‘Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

(a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

(b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional’

Para 207 states that:

‘where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 208 requires this harm to be weighed against the public benefits of the proposed development

Para 208 states that:

‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’.

Para 209 states that:

‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

Havant Borough Local Plan (Core Strategy 2011 and Allocations Plan 2014)

Policy CS11 – Protecting and Enhancing the Special Environment and Heritage of the Havant Borough

Policy CS11 (4) states that planning permission will be granted for development which:

‘Protects and where appropriate enhances the borough’s statutory and non-statutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest’.

Policy CS16 – High Quality Design

Policy CP16 (1a) of the Core Strategy states that:

‘Planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and relax. All development should demonstrate that its design:

- a) Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site'.
- b) Integrates with existing local landscape features, promotes wildlife and biodiversity and/or applies characteristics of the local area into the design of a scheme wherever possible to create variety and interest;
- c) Uses the characteristics of the locality to help inform the design of the new development including heights, massing, existing buildings lines, plot widths and depths, materials and proportions of windows and doors;
- d) Is well connected to and integrates with the immediate local area and the wider area by linking to existing pedestrian and cycle routes and encouraging people to use public transport where possible; and
- e) The development does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.

Policy DM20 (Allocations Plan) - Historic Assets

Policy DM20 states that;

'Planning permission will be granted for development proposals that conserves and enhances the historic assets of Havant. It also states that application which affect, or have the potential to affect, heritage assets are expected to provide a Heritage Statement that:

1. Describe the significance of the asset and its setting, using appropriate expertise and where necessary original survey, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal.
2. Sets out the impact of the development on the heritage assets and mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets.

Assessment

The first part of the proposal is for an external storage structure to be situated adjacent to the rear elevation of the building, facing onto St James Road. This would be a small, flat roof structure clad in grey, fibre cement cladding. Due to the intervening development in the form of the church hall building, the structure would not be viewed in context with St James Church, from St James Road. As such, no harm would arise to St James Church from this part of the proposal.

The second part of the proposal is for a ramped access along the side / north elevation of the building, which would comprise a metal handrail installation. The side access is located between the application building and the side boundary fence belonging to the neighbouring, residential property and therefore its visibility would from Church Path and St James Road would be very limited. As such, it would not result in harm to St James Church, or its setting.

Overall the proposals do not result in harm to the adjacent designated heritage asset and as such, accord with the relevant parts of the Planning (Listed Building and Conservation Areas) Act 1990, the NPPF and the adopted Local Plan.

Conclusion

NO OBJECTION

Councillor Charles Robert

No comments received.

Councillor Grainne Rason

No comments received.

Councillor Reuben Mychalecky

No comments received.

Emsworth Residents Forum

No comments received.

Environmental Health Manager, Community Group

No objection.

Hampshire Highways

The Highway Authority note that there are no highway implications as a result of these proposals and are therefore not required to comment on this planning application.

Havant Area Disability Access Group

No comments received.

Southern Gas Network

No comments received.

HBC Ecologist

Agreed de minimis regarding BNG.

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: 6

Number of site notices: 2

Statutory advertisement: 09/08/2024

Number of representations received: 2

Comment	Officer Comment
The proposed position looks to be in direct sight [redacted] and might be considered an “eyesore” unless it is re-positioned to the right when viewed from our property. We are not objecting to the application as such, but more about the positions and we feel it should be moved 3 x fence panels away from the adjoining property. I believe that structures of this type should be at least 1M from the boundary so set back from the fence	During the course of the application amended plans have been submitted showing the storage unit sited away from the boundary.

rather than against it. The proposed structure also looks to be at least 4 feet higher than the existing fence so it might be beneficial to the aesthetics of the "Street view" to fit a taller fence to obstruct or "soften" the view of the structure	
[redacted] we in principle do not object to a storage unit but have several reservations As we understand it the unit is to be placed directly adjacent to [redacted] 3'high boundary fence - surely 1m clearance from [redacted] fence is needed as this would cause difficulty in maintaining this [redacted] would be even more hazardous [redacted] unable to see any pedestrians coming up the road. The 1.8m fence which replaced a lower hedge already poses problems. Does the 45 degree rule not apply [redacted] . We suggest that this unit is placed at least 2 fence panels down [redacted] [redacted] We feel it unfair if the storage unit is allowed to be placed where it is being planned to be put. The disabled fire exit proposal we understand the need for but are concerned that this would become a more regular access point. [redacted] multiple occasions had to endure the area being used as a smoking and gathering point during functions. Restrictive use of this as an entrance would be appreciated.	During the course of the application amended plans have been submitted showing the storage unit sited away from the boundary. The management of the site falls outside the realms of planning. This is an existing access point to the building. The impacts on residential amenity are addressed in section 7 of this report.

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 on the setting of the Listed Building and non-designated heritage asset
- (iv) Impact upon residential amenity

(v) Ecology and Biodiversity Net Gain (BNG)

(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 Policy CS1 of the Havant Local Plan (Core Strategy) 2011 supports proposals that contribute to the availability of community facilities through refurbishment. Whilst the proposal does not seek refurbishment per se, it would improve the facilities of the church hall by providing storage for users of the space. The applicant has explained that *'The storage unit is required due to the many daily groups that use the hall, including children's playgroups, theatre groups, martial arts groups, and general community use. There is one large storage room to the side of the kitchen area, commonly filled with chair storage and lockers. With bookings such as playgroups in particular, there comes a large amount of toys and equipment that vary greatly in size and general number. The external storage area is to be used for the storage of these items mainly as they can become unsafe to other users of the hall when not correctly stored away during other bookings. Storing these items within the courtyard allows for more internal space within the hall. It also provides a structure for use within an underutilised area of the site.'*
- 7.4 Criterion 4 and 7 of Policy CS16 of the Havant Local Plan (Core Strategy) 2011 seeks to support development that is of a high standard that is inclusive by considering the needs of those with disabilities and adapts to changing needs of the users. As such, there is policy support for improving accessibility of buildings and to improve community facilities.

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

- 7.5 The storage unit would be visible from St James Road. It would have modest scale and would appear subservient to the church hall. There would be a slight juxtaposition with the cill height of two of the windows in the rear elevation of the church hall, however, this is relatively minor and wouldn't be harmful to visual amenity. The proposed storage unit would have grey, fibre cement cladded elevations and a single ply membrane roof, these materials would have a muted appearance and appear acceptable against the red brick backdrop of the church hall.
- 7.6 The scale and siting of the proposed storage unit would mean that it would protrude beyond the existing building line along St. James Road, however, given that it would be set behind the existing 1.5m high fence line, it would not appear unduly prominent within the streetscene. Furthermore, there is a large off-site tree, which will soften views when approached from the road junction to the south west.
- 7.7 The ramp would be sited adjacent the side elevation of the church hall and therefore would not be highly visible, nonetheless, it would have an acceptable design and scale that would not appear unduly prominent.
- 7.8 The design and appearance of the proposal is considered to be acceptable, meeting the requirements of Policy CS16 of the Havant Local Plan (Core strategy) 2011. It is considered that the scheme would not result in an adverse impact on the visual amenity of the locality.

(iii) Impact on the setting of the Listed Building and non-designated heritage asset

- 7.9 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 7.10 The application site is to the immediate southwest of St James Church a Grade II Listed Building. The significance of this building can be ascertained from its listing as follows; *'Parish church. 1839-40, by John Elliott, 1857 south aisle by Colson, 1892 north aisle by Blomfield. Flint walling, with stone and cement dressings, plain arched openings, flat buttresses, and eaves and brackets. Slate roof. A Norman style building, having a nave of 3 bays, with a west-end gallery, wide north and south aisles, chancel. The chief feature of the church is a tall west gable, with a gabled bell turret, corner turrets with octagonal spires above open framework, an open narthex with stairs on each side leading to external gallery doors, and a plain arched entrance. Simple round-arched interior.'*
- 7.11 St. James Church is also identified in policy H2 of the Emsworth Neighbourhood Plan as a Building of Local Historic Interest along with Emsworth Community Centre to the east of the application site. Policy H2 of the ENP states that these buildings *'should be conserved for their strong local historic and architectural interest and contribution to local character'*.
- 7.12 The Council's Conservation Officer has commented *'The first part of the proposal is for an external storage structure to be situated adjacent to the rear elevation of the building, facing onto St James Road. This would be a small, flat roof structure clad in grey, fibre cement cladding. Due to the intervening development in the form of the church hall building, the structure would not be viewed in context with St James Church, from St James Road. As such, no harm would arise to St James Church from this part of the proposal. The second part of the proposal is for a ramped access along the side/north elevation of the building, which would comprise a metal handrail installation. The side access is located between the application building and the side boundary fence belonging to the neighbouring, residential property and therefore its visibility would from Church Path and St James Road would be very limited. As such, it would not result in harm to St James Church, or its setting.'*
- 7.13 The building mass of St James Church Hall, would shield views of both elements of the proposal and prevent these from being seen within the context of Emsworth Community Centre as such there would be no harm to the setting of this non-designated heritage asset.
- 7.14 Officers are therefore satisfied that the proposal would conserve settings of both the Listed Building and non-designated heritage asset. Furthermore, the proposal would not harm to the significance of the Listed Building. The proposal would therefore accord with the requirements of policies CS11 and CS16 Havant Borough Local Plan (Core Strategy) 2011 and DM20 of the Havant Borough Local Plan (Allocations Plan) 2014, policies H1 and H2 of the Emsworth Neighbourhood Plan, the NPPF and S66 of the Planning (Listed Building and Conservation Areas) Act 1990.

(iv) Impact upon residential amenity

- 7.15 The closest residential property to the proposal is 32D St James Road. The proposal seeks a ramp to improve the existing side/secondary access of the church hall. It was noted on the officer site visit that the main entrance of 32D directly faces this access, however, given that the secondary access to the church is existing it is not considered that the introduction of a ramp would result in an adverse impact to residential amenity by noise, interaction and activity above that of the existing situation. Furthermore, there are only small secondary windows which are obscured in the side elevation of number 32D and therefore there would be no loss of privacy.
- 7.16 With regards to the shed, amended plans have been submitted during the course of the application and the applicant has demonstrated that the shed would not intersect the 45 degree line taken from the closest habitable window of number 32D. Therefore, there would be no material loss in light and the proposal would accord with the guidance contained within the Council's Design Guide SPD. The proposed storage unit would be sited approximately 5.5m from the shared boundary and therefore would not appear overbearing.
- 7.17 The proposal would be sufficiently distanced from other residential properties to prevent any adverse impacts to their amenity.
- 7.18 Consequently, it is considered that the proposal will not appear overbearing or lead to a loss of light, outlook or privacy and would have limited and acceptable impact on the residential amenity meeting the requirements of Policy CS16 of the Havant Local Plan (Core Strategy) 2011.

(v) Ecology and Biodiversity Net Gain (BNG)

- 7.19 The application site is clear of vegetation and therefore is not considered to be of any ecological value. In regards to BNG, there would be no loss in onsite habitat, the land in which the shed would be sited has been covered with a membrane for a number of years and there is hardstanding where the ramp would be sited. It is therefore considered that the development would be exempt from BNG as it would be de minimis.

8 Conclusion

- 8.1 The proposed development is acceptable in principle, is appropriate in terms of design and its impact on the character of the area, and would have a limited and acceptable impact on the neighbouring properties. On this basis it is recommended for approval.

- 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:

PL.807.24 01 Rev. B

PL.807.24 02

PL.807.24 03 Rev. B

PL.807.24 04 Rev. B

Reason: - To ensure provision of a satisfactory development.

- 3 The external materials used shall be as indicated on the submitted forms, email received 13/09/2024 and hereby approved plans.

Reason: In the interests of the amenities 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.