

Section 55 Town and Country Planning Act

Design and Access Statement and Heritage Statement

Alterations to include two-storey rear extension and front and rear dormers

23 South Street, Emsworth, PO10 7EG

14 St Georges Business Centre - St Georges Square - Portsmouth - PO1 3EZ

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### Site Information

|                                 |                                                                             |
|---------------------------------|-----------------------------------------------------------------------------|
| Consultant                      | Francelita Balbido                                                          |
| Client                          | Andy Tindall                                                                |
| Site Address                    | 23 South Street, Emsworth, PO10 7EG                                         |
| LA                              | Havant Council                                                              |
| Description of Development      | Alterations to include two-storey rear extension and front and rear dormers |
| Pathway (PD/Application/Appeal) | Planning Application                                                        |

### Constraints Review

|                                           |                            |
|-------------------------------------------|----------------------------|
| Flood Risk Zone                           | 1                          |
| Contaminated Land                         | No                         |
| Tree Preservation Order                   | No                         |
| Heritage Assets                           | Emsworth Conservation Area |
| Noise Abatement Areas                     | No                         |
| Explosive Hazard Areas                    | No                         |
| Area of Outstanding Natural Beauty        | Yes                        |
| Special Protection Area                   | No                         |
| Site of Special Scientific Interest       | No                         |
| RAMSAR Convention Site                    | No                         |
| Site of Importance to Nature Conservation | No                         |
| Article 4(2) Directions                   | Yes                        |

## Local Policy Requirements

Local Plan/Core Strategy

Havant Borough Core Strategy (March 2011)

Effective Policies in Development Control

CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough)  
CS12 (Chichester Harbour Area of Outstanding Natural Beauty (AONB))  
CS16 (High Quality Design) CS17 (Concentration and Distribution of Development within the Urban Areas)

SPG/SPD's

Borough Design Guide SPD (December 2011)

**Report Date**

22 February 2023

## 1. Introduction

- 1.1. The application site relates to a two-storey house located at 23 South Street. The site was previously granted permission for alterations and additions for conversion from a dwelling to a boutique hotel (C3 to C1) under application APP/15/00928, approved in 2015.
- 1.2. Although a commencement was made, the property has continued to be used as a single dwellinghouse. As this use has operated in excess of four years and as such is exempt from action by the Local Planning Authority.
- 1.3. The property is currently in a dwellinghouse use (C3), and the owner would like to extend the property by the addition of a rear extension and dormer windows to front and rear. These works are similar to those approved in 2015.

## About Town Planning Expert

- 1.4. Town Planning Expert is a general needs planning consultancy formed in 2012 and practising as a Chartered Planning Practice. Town Planning Expert is instructed to submit a planning application for development as set out below.

## Our VICTORY © Framework

- 1.5. Our VICTORY Framework applies a policy, plan led approach to development with the intent of gaining planning permission in a manner that complies with National and Local Planning Policy in accordance with S38 of the Planning and Compulsory Purchase Act 2004.

## The Development Proposed

1.6. Planning Permission is sought for alterations to the frontage, a two-storey rear extension and the addition of front and rear dormers to the existing building to form a 4-bedroom house.

## Executive Summary

1.7. The Adopted Local Plan and NPPF make clear that planning permission should be granted for new housing led development in sustainable locations within existing towns and cities. As this statement demonstrates, the proposal will enable the enlargement of the existing house on this site in a manner that is acceptable and would enhance the character and appearance of the Conservation Area.

## 2. National and Local Development Frameworks.

### National Planning Policy Framework

2.1. The Ministry of Housing, Communities and Local Government published the revised National Planning Policy Framework on 24 July 2018. This was the first revision of the National Planning Policy Framework since 2012. It implemented around 85 reforms announced previously through the Housing white paper, the planning for the right homes in the right places consultation and the draft revised National Planning Policy Framework consultation. Following a technical consultation on updates to national planning policy, the Government made very minor changes to the text and published an updated Framework in July 2021. The National Planning Policy Framework is a vital tool in ensuring that we get planning for the right homes built in the right places of the right quality at the same time as protecting our environment.

2.2. The relevant sections of the NPPF are set out below:

## Introduction

*2. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.*

*5. The Framework does not contain specific policies for nationally significant infrastructure projects. These are determined in accordance with the decision making framework in the Planning Act 2008 (as amended) and relevant national policy statements for major infrastructure, as well as any other matters that are relevant (which may include the National Planning Policy Framework). National policy statements form part of the overall framework of national planning policy, and may be a material consideration in preparing plans and making decisions on planning applications.*

## Achieving sustainable development

*7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.*

*8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):*

*a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*

*b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future*

*generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*

*c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

*9. These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.*

*10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).*

*11. Plans and decisions should apply a presumption in favour of sustainable development.*

*For decision-taking this means:*

*c) approving development proposals that accord with an up-to-date development plan without delay; or*

*d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date 7, granting permission unless:*

*i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed 6; or*

*ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

## Decision Making

*38. Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.*

## Determining Applications

*47. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.*

## Making effective use of land

*119. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land.*

## Achieving well-designed places

*124. Planning policies and decisions should support development that makes efficient use of land, taking into account:*

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;*
- b) local market conditions and viability;*

- c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;*
- d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and*
- e) the importance of securing well-designed, attractive and healthy places.*

## Proposals Affecting Heritage Assets

*194. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.*

*195. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.*

## Local Policy

2.3. The relevant policies are located within the Adopted Core Strategy.

2.4. The applicant sets out below the reasons why this development complies with the noted policies in full.

| Policy                                                                                      | Comment                                                                                                                                                  |
|---------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy CS11 Protecting and enhancing the special environment and heritage of Havant Borough | Ensure that the development will not create negative impacts on the conservation area and the next-door listed II building.                              |
| Policy CS12 Chichester Harbour Area of Outstanding Natural Beauty (AONB)                    | Development within a conservation area and, therefore, will provide mitigation of any detrimental effects where appropriate.                             |
| Policy CS16 High Quality Design                                                             | The proposal will mitigate negative environmental impacts through sustainable design and will follow the national space standards.                       |
| DM6 Coordination of development                                                             | The proposal will not undermine the future development potential of adjacent sites.                                                                      |
| DM9 Development in the coastal zone                                                         | The proposal has no harmful effects on nature conservation within the Chichester and Langstone Harbour.                                                  |
| DM10 Pollution                                                                              | Health and safety of existing and future users of the site, or nearby occupiers and residents is not put at risk.                                        |
| DM13 Car and cycle parking on residential development                                       | The proposal will provide cycle storage in accordance with the standards set out in the Car Parking and Cycle Provision Supplementary Planning Document. |

### 3. The Planning History

#### 3.1. The planning history of the site is as follows:

APP/16/01113 APPEAL DISMISSED Alterations and additions for conversion from a dwelling to a boutique hotel including link to adjacent restaurant (C3-C1) - Revised Application

APP/16/00898 WITHDRAWN - Alterations and additions for conversion from a dwelling to a boutique hotel including link to adjacent restaurant (C3-C1) - Revised Application

APP/15/00928 GRANTED - Alterations and additions for conversion from a dwelling to a boutique hotel including link to adjacent restaurant (C3-C1)

APP/13/00830 GRANTED - Construction of a pair of 2 bed semi-detached houses to rear of Listed Building. (Revision to Planning Permission 09/58042/007).

APP/13/00331 GRANTED - Application for non-material changes to Planning Permission 09/58042/007 relating to amendment of west facing gable to Unit 5 to a large barn hip; increase in height of flat roof to Unit 3 and amendment from fascia and gutter to parapet and hopper; amendment of windows from double sash with central mullion to single sliding sash.

09/58042/007 GRANTED - Internal alterations and single storey extension with patio area to Grade II Listed Building. Demolition of outbuildings, workshop and garages. Construction of 3No. 2 bed flats and 2No. 1 bed flat. Revised scheme.

09/58042/006 GRANTED - Listed Building Consent for internal alterations and single storey extension with patio area to a Grade II Listed Building. Demolition of outbuildings, workshop and garages.

08/58032/004 GRANTED - Demolition of outbuildings, workshop and garages. Single storey extension to Grade II Listed Building and internal alterations providing 1No. 4 bed

dwelling with patio area. Construction of 1No. 3 bed dwelling above garages; and 2No. 4 bed semi-detached houses. Re-submitted application.

08/58042/005 GRANTED - Internal alterations and extension of Grade II Listed Building together with rear extensions. Re-submitted application.

#### 4. Site, Context and Comparable Forms of Development

- 4.1. The application site relates to an existing two-storey 3-bedroom residential house located on South Street in Emsworth. It is within the Emsworth Conservation area and the Chichester Harbour AONB.
- 4.2. The property is built alongside No. 25, a listed building currently used as a restaurant and No. 21, The Coal Exchange, a public house. The row of listed terraced cottages opposite site No. 23 is of post-war construction, finished with a painted render and clay roof tiles.
- 4.3. South Street is a mixture of residential dwellings and commercial units. There is a public car park located at the rear of the site, which has entry and exit points on South Street.

#### 5. Alternative Forms of Development Considered

- 5.1. The existing building is a 3-bedroom dwellinghouse which will be extended to form a 4-bedroom house. The site is in a conservation area, and the extension works need planning permission.

## 6. Constraints to Development

- 6.1. The existing building is within the Emsworth Conservation area and the Chichester Harbour AONB. It is also alongside No. 25, a Grade II listed building, and opposite to a row of listed terraced cottages.
- 6.2. There is the potential for possible noise and disturbance from the adjoining establishments (restaurant and public house).
- 6.3. There are no overriding environmental or policy constraints preventing the development as proposed within this application.

## 7. The Principle of Development

- 7.1. 23 South Street lies within the built-up area of Emsworth where development is permitted subject to any material considerations.
- 7.2. The existing building comprises a lounge, hallway, kitchen, toilet and garage on the ground floor and three bedrooms and a bathroom on the first floor.
- 7.3. The proposed development seeks to extend the house to the rear to accommodate a larger kitchen and dining room on the ground floor, 1 additional bedroom on the first floor and to extend into the roof to provide a further bedroom on the second floor.
- 7.4. The proposal seeks to raise the height of the roof and install 2 dormer windows at the front and 3 dormer windows at the rear side of the house.
- 7.5. The removal of the garage door and its replacement with a new window and the new front door will all be undertaken to match the existing building as indicated on the submitted plans.
- 7.6. The rear extension and alterations to the roof together with new fenestration to the front of the building are as previously approved under LPA ref: APP/15/00928.

## 8. Site Capacity Assessment.

- 8.1. This application seeks to extend the footprint of the property by the addition of a rear extension. This still retains a garden and outside amenities for the property.

### Scale

- 8.2. The proposed extension comprises a ground-floor rear extension with roof lights, a first-floor extension for one bedroom and a second-floor/loft extension with the installation of 5 dormer windows (3 at the back and 2 at the front). The roof will increase by 0.785m to allow better proportioning of the fenestration.

### Layout

- 8.3. Commensurate with the layout of other buildings within the street, the site maintains the strong front-to-back arrangement of properties found locally.

### Amount

- 8.4. The property remains as a single dwelling, but the accommodation increases from 3 bedrooms to 4 bedrooms

### Landscape

- 8.5. There is no landscape setting to this building at present, and given the hard urban environment there would be no opportunity to improve the landscape setting of the building.

## 9. Amenity of adjoining, surrounding and proposed occupiers.

- 9.1. The adjacent properties are a restaurant and a public house, neither of which have licences for amplified music in the evenings. Any music would therefore be limited to reproduced background music suitable for a dining setting.
- 9.2. There would be no increase in nuisance to 23 South Street due to these proposals.
- 9.3. The extension is at the rear of the property and is not visible from the street. The roof height will increase by 0.785m, and is to be of similar height as the adjacent buildings. It will be more favourable to maintain uniformity and appearance. The mixture of two and three-storey buildings in the area make the proposal consistent with the height parameters.
- 9.4. Turning to the proposed occupiers, the development provides an adequate level of amenity in compliance with the National Space Standards and local design standards.

## 10. Appearance and Heritage Assessment

- 10.1. The site is within the Emsworth Conservation area. South Street leads southwards from the town centre, falling gently down to the quayside. The buildings on both sides of the road are comprised of small shops, houses and restaurants. The only noticeable gap on the street scene is the municipal car park on the west side.
- 10.2. The Emsworth conservation area has retained its historic character of a small, Georgian harbourside town with a unique waterside atmosphere within the area that is popular for living, recreation, sailing and related waterside activities. The majority of later 20th-century development within the conservation area has managed to fit in without detriment to the environment.

10.3. 23 South Street is a two-storey residential building which lies between 25 South Street, a Grade II listed building (restaurant), and the Coal Exchange (pub). 25 South Street was listed on 6 February 1984 as a house and shop with stucco front walls, a slate roof at the front and tile to the rear. Although a listed building, it is not considered to have any features of significant historical or townscape value. 21 South Street, Coal Exchange, has a ground frontage clad in traditional green ceramic tiles.

10.4. Para 197 of the NPPF states:

*In determining applications, local planning authorities should take account of:*

*a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*

*b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

*c) the desirability of new development making a positive contribution to local character and distinctiveness.*

10.5. As presented, the proposal reflects the scale and built form of a two-storey detached house whilst providing a contemporary approach to architectural detailing which is an improvement to the appearance of the site when compared to the existing flat roofed garage and in turn reinforces the appearance of the older buildings in the street by highlighting the new addition.

10.6. As such, the proposed house is considered to make a positive addition to the street that reinforces the character and appearance of the Conservation Area.

## 11. Access Appraisal

- 11.1. The property can be accessed from the existing street front door on South Street. It has also a small wooden gate at the side of The Coal Exchange, which is an alternative access for the house.
- 11.2. The site is within close proximity to shops and other services, including parking. It is 0.64km from Emsworth train station and 0.32km from Emsworth by-pass bus stop.
- 11.3. Notwithstanding the perceived shortfall in off-street parking the site is in a highly accessible location. As such the principles of paragraphs 107 and 108 of the NPPF apply in this instance and the benefits of providing high quality housing within this highly accessible location outweigh the modest harm associated with a reduction in on-street parking demand.

## 12. Conclusion

- 12.1 The proposal seeks to enlarge 23 South Street from a 3-bedroom property to a 4-bedroom property by the addition of a rear extension and utilising the loft space.
- 12.2. The extensions reflect those approved in 2015.
- 12.3. The property would retain adequate garden space and would not cause any significant harm to neighbouring properties.
- 12.4. The alterations are considered to be in keeping with the character and appearance of the Emsworth Conservation Area.
- 12.5. As such, it is submitted that the works comply with national and local policies and guidelines and as such, planning permission should be granted.

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