
Site Address:	Antrims Barn, St Peters Road, Hayling Island, PO11 0RT		
Proposal:	Construction of a 3 bay garage. (Revised application)		
Application No:	APP/21/00050	Expiry Date:	26/03/2021
Applicant:	Mr Wilson		
Agent:		Case Officer:	Lesley Wells
Ward:	Hayling East		

Recommendation: **GRANT PERMISSION**

1 Site Description

Antrims Barn is a Grade 2 Listed Building which has now been converted into a dwellinghouse. The building itself is a timber framed four bay barn with eastern side aisle that before conversion was in a poor condition and partially collapsed. The site includes a lower cartshed building to the northern side. The site lies within St Peters Conservation Area. The Listing Description is as follows:

100/0/10034 ST PETER'S ROAD 30-JUL-04 Hayling Island Barn with attached cartshed adjacent to village hall

"Threshing barn and attached cartshed. Barn dated 1791 with the initials JH to tiebeam adjoining southern cart door, cartshed appears of similar date. BARN: Timberframed, clad in weatherboarding, much still tarred. Half-hipped roof covered in corrugated iron sheeting. Four bay barn, aligned north to south with cart entrance in penultimate bay to north. The west side has full-height double cart doors retaining pintle hinges and lower doors to the east. The interior has upright posts with cut profile jowls and the aisle posts have stone padstones. The wall frame has a midrail and diagonal braces. The roof structure has angled queen struts with purlins and original rafters with ridgepiece. CARTSHED: Attached to the north east, also timberframed, clad in tarred weatherboarding with hipped roof covered in corrugated iron sheeting. It is of one storey and four bays, open fronted to the east where it is supported on square wooden piers. The roof structure has tiebeams and original rafters.

Late C18 timberframed aisled threshing barn, dated 1791 on a tiebeam, with attached openfronted cartshed of similar date."

The site is accessed by an existing driveway from St Peters Road with vegetation along the boundary with St Peter's Road.

A footpath runs to the north, outside of the site.

The site falls within Flood Zone 1.

2 Planning History

04/62510/000 - Conversion of barn into 4 bedroom dwelling with a detached double garage utilising the existing but altered access to St Peters Road., WD,03/08/2004

07/62510/001 - Listed Building Consent for conversion of existing barn to dwelling house and erection of detached garage., PERM,22/07/2010

07/62510/002 - Conversion of existing barn to dwelling house and erection of detached garage., PERM,20/08/2007

APP/10/00179 - Discharge of Condition No's 2, 4, 5, 6 & 7 of Planning Permission 07/62510/002., PERM,22/07/2010

APP/10/00911 - Variation of Listed Building Consent 07/62510/001., INV,

APP/14/01143 - Variation of Condition No. 2 of Listed Building Consent 07/62510/001 , WD,03/07/2015

APP/14/01158 - Variation of Condition No. 9 of Planning Permission 07/62510/002 , UNK,

APP/15/00002 - Listed Building application for conversion of barn to dwelling house (part retrospective) - alternative scheme of conversion to that approved under Listed Building Consent 07/62510/001, PERM,03/06/2019

APP/18/01079 - Construction of detached 3 bay garage with room above., WD,13/12/2018

APP/18/01080 - Listed building consent for construction of detached 3 bay garage with room above., UNK,

APP/19/00568 - Construction of detached 3 bay garage with room above. (Resubmission)., REF,02/09/2019

APP/19/00569 - Construction of New 3 bay garage with room above. Timber clad building on a brick plinth with a slate roof, UNK,

APP/21/00051 - Listed building consent for construction of a 3 bay garage. (Revised application)., UNK,

3 Proposal

Construction of a 3 bay garage. (Revised application)

A similar earlier proposal was refused under reference APP/19/569 on 2/9/19 for the following reasons:

"1 The proposed development would adversely affect the character and appearance of the St Peter's Conservation Area by reason of its size and bulk and would fail to preserve or enhance it. The proposal is therefore contrary to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Havant Borough Publication Local Plan (Allocations), the National Planning Policy Framework 2018 and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2 The proposed development by reason of its size and build would adversely affect the character of the area and in particular would be detrimental to the setting of the adjacent building which is listed as being of special architectural or historic interest. It is therefore contrary to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Havant Borough Publication Local Plan (Allocations), the National Planning Policy Framework 2018 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990."

The revised application seeks to address these reasons for refusal.

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

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)
CS21 (Developer Requirements)
DM13 (Car and Cycle Parking on Residential Development)

Havant Borough Local Plan (Allocations) July 2014

DM20 (Historic Assets)
AL1 (Presumption in Favour of Sustainable Development)

Havant Borough Pre Submission Local Plan 2036

Emsworth Neighbourhood Plan Post Examination Version 2020

Listed Building Grade: Grade 2
Conservation Area: St Peters

5 **Statutory and Non Statutory Consultations**

Arboriculturalist - No Objection

There do not appear to be any tree constraints for this development - No Arb Objection.

Conservation Officer - No Objection

Antrims Barn is Grade II listed and is located within the St Peter's Conservation Area. The barn and cartshed date from the late 18th century. They have both been recently converted from agricultural use to a single residential dwelling.

Legislative and Policy Background

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.

Section 72 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 Conservation Area, to have special regard to the desirability of preserving or enhancing the character and appearance of that area.

The National Planning Policy Framework (NPPF) sets out the policies that the Council must take into account when determining planning applications. The 'Historic Environment Good Practice Advice in Planning Note 2', states at paragraph 4:

'The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest' and provides at paragraphs 8, 9 and 10 that in order for the Local Planning Authority to make decisions in line with legal requirements, the objectives of the development plan; and, the policy requirements of the NPPF, great importance is placed on understanding the nature, extent and level of the significance of the heritage asset.

The revised NPPF sets out in Chapter 16, the core principles relating to development affecting Heritage Assets that local planning authorities should consider in making planning decisions in the following paragraphs:

'184. Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

189. 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.

190. 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.

191. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

192. 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.

Considering potential impacts

193. 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.

194. 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

Policy CS11 of the Core Strategy states that planning permission will be granted for development that:

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 CP16 (1a) of the Core Strategy states 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:

Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site.

Policy DM20 of the Allocations Plan states that development proposals must conserve and enhance the historic assets of Havant.

Assessment

The application has been amended to propose a detached three bay in the same location as the previous application, but in the amended scheme, the room above the garage bays has been removed which has significantly reduced the height of the structure. The footprint of the structure has also been reduced by approximately a third. The structure would therefore appear much more subservient in context with the barn and cart shed.

The applicant has confirmed that the garage structure would be constructed of base brickwork, a timber frame, clad in oak weather boarding and finished with a slate tile roof.

Having reviewed the information I am of the view that the amended scheme has addressed the previous reasons for concern, which related to the overall bulk/size of the building and its impact on the setting of the Grade II listed structures.

I am of the view that the amended scheme would not have a harmful impact on the listed building or its setting, nor would it be harmful to the character of the conservation area.

Conclusion

No objection subject to the inclusion of a condition requiring materials samples to be submitted and agreed prior to above ground construction.

Councillor Leah Turner - Hayling East

No comment.

Councillor M Wilson - Hayling West Ward

No comment.

Councillor R Raines - Hayling East

No comment.

Countryside Access Team

No comment.

County Archaeologist

Although located within the historic core of the village, in view of the small scale of the proposal I would not raise any archaeological issues.

County Ecologist - Comment

Thank you for consulting me on this application for a three-bay garage, which is not supported by any ecological information. I have therefore conducted my own non-exhaustive desktop review of protected species records, designated sites, and aerial and street level imagery for this site, alongside the Design and Access Statement (Mr & Mrs SR Wilson, undated) and existing/proposed plans. While it is not the LPA's role to assess ecological impacts, this exercise is helpful in determining whether or not a Preliminary Ecological Assessment by a consultant ecologist would be required.

The proposal is for a single-storey three-bay garage to be constructed onto an area which appears to be a mixture of hardstanding, in a well-developed site. As such, no habitat is to be damaged and it is highly unlikely that there would be any direct ecological impacts resulting from the proposals. I do not see that an ecological survey will be necessary.

However, I note that the site is directly adjacent to the H60G Core Primary site of supporting habitat for Chichester and Langstone Harbour Special Protection Area (SPA), identified in the Solent Waders and Brent Goose Strategy. This field, which lies due west of the site, saw a maximum count of 2,500 brent geese during the 2017 surveys, and is therefore a significant resource for wintering brent geese. Further sites are located a short distance to the east and south of the site. As the development site is not significantly screened from H60G, I am concerned that construction will cause noise and visual disturbance to brent geese if carried out during the wintering period of October to March. I would therefore recommend that HBC conduct a Habitats Regulations Assessment for these proposals.

Officer comment: HRA carried out and NE consulted.

County Waste Management

No comment.

Historic England - No Objection

On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. However, if you would like detailed advice from us, please contact us to explain your request

Natural England Government Team - Final Comment - No Objection

As discussed in the HRA, this site is located close to the Solent Waders and Brent Goose (SWBGS) site 'H60G', where up to 1,450 brent geese were recorded during 2016/17. In light of this, we would recommend that a Construction Environmental Management Plan (CEMP) is submitted to ensure that there are no noise or other disturbance effects to the SWBGS site, particularly in the overwintering period from October to March.

Construction Environmental Management Plan

Natural England advises a Construction Environmental Management Plan (CEMP) should be submitted to and approved in writing by the council's ecologist/biodiversity officer that identifies the steps and procedures that will be implemented to avoid or mitigate constructional impacts on species and habitats. The CEMP should include the following impacts:

- Noise and disturbance impacts to the nearby SWBGS sites

The approved CEMP should be secured via an appropriately worded condition attached to any planning consent and shall be adhered to at all times, unless otherwise first agreed in writing with the Local Planning Authority.

Officer comment: details of how the development would take place are set out in the applicant's email dated 23/4/21, which would be outside of the overwintering bird season, between October to March. A condition to this effect is recommended.

Natural England Government Team - Initial Comment

Natural England has not assessed this application for impacts on protected species. Natural England has published [Standing Advice](#) which you can use to assess impacts on protected species or you may wish to consult your own ecology services for advice.

Natural England and the Forestry Commission have also published standing advice on [ancient woodland and veteran trees](#) which you can use to assess any impacts on ancient woodland.

The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the local planning authority to determine whether or not this application is consistent with national and local policies on the natural environment. Other bodies and individuals may be able to provide information and advice on the environmental value of this site and the impacts of the proposal to assist the decision making process. We advise LPAs to obtain specialist ecological or other environmental advice when determining the environmental impacts of development.

We recommend referring to our SSSI Impact Risk Zones (available on [Magic](#) and as a downloadable [dataset](#)) prior to consultation with Natural England. Further guidance on when to consult Natural England on planning and development proposals is available on gov.uk at <https://www.gov.uk/guidance/local-planning-authorities-getenvironmental-advice>.

Open Space Society

No comment.

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: 8

Number of site notices: One

Statutory advertisement: 05/02/2021

Number of representations received: 2

Comment	Officer Comment
What measures will be taken to ensure this does not become a dwelling? Will it be visited after completion?	The proposal is for a 3 bay garage, with a low pitch roof which has been determined on this basis. Planning permission would be required for its conversion to residential.
For a room to be useable in the 'garage' - how high will the roofline end up? Will it be the size of a small two storey house?	See Section 7 below
Too many extra dwellings built on Hayling Island which go unrecognised and hence untaxed.	Noted, but not material to the determination of the application.

The committee of NEHRA note that previous comments taken into consideration. Suitable size and location for the site within a Conservation Area, and adjacent to a grade 2 listed building - seems to be some divergence between the plan and the Design and Access Statement. Insufficient information as to plans & material Steeper pitched roof and indication of timber cladding and a brick base.	Clarification has been obtained on materials and subject to a condition concerning samples of materials the Conservation Officer raises no objection
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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) Appropriateness of design and impact on the Conservation Area and the Setting of a Listed Building
- (iii) Effect on neighbouring properties
- (iv) Ecology, Habitats Regulations and Community Infrastructure Levy (CIL)

(i) Principle of development

7.2 The application site is located outside of the defined urban area and within an undeveloped gap between settlements/non-urban area. However, it is also located within an area of existing development along St Peters Road. Policies AL1 and AL2 in the Havant Borough Council Local Plan (Allocations) July 2014 are relevant and Policy AL2 states that planning permission will be granted for developments within undeveloped gaps or non-urban areas that help to define the separate identity of settlements and prevent their coalescence where development relates to small scale householder development. As such, there can be no objection in principle to the proposal, subject to compliance with other Development Plan Policies.

(ii) Appropriateness of design and impact on the character of the Conservation Area and Listed Building

7.3 As stated above, a previous proposal was refused on the site under reference APP/19/00569 due to the size, bulk and the adverse impact on the Conservation Area and the Listed Building.

- 7.4 The proposal is a 3 bay garage to be constructed with a base brickwork, a timber frame clad in oak weather boarding and finished with a slate tiled roof. The amended scheme has been reduced in height (ie 6.1m to 4.1m) with the removal of a room in the roof and the footprint has been reduced by approximately a third. The Council's Conservation Officer has been consulted and is of the view "*The structure would therefore appear much more subservient in context with the barn and cart shed.*" and that the proposal "...would not have a harmful impact on the listed building or its setting, nor would it be harmful to the character of the conservation area" and therefore raises no objection. This is subject to a condition relating to material samples which is recommended.
- 7.5 Consequently, it is considered that the proposal would not be detrimental to the architectural significance of Antrims Barn or have a harmful impact on the Conservation Area, meeting the requirements of Policies C11, CS16 of the HBLP (Core Strategy) and DM20 of the HBLP (Allocations) and the statutory duty set out in Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

(iii) Effect on neighbouring properties

- 7.6 The proposal would be sited to the front of the site along the southern boundary. To the south of the site is the North Hayling Recreation Hall. The closest residential properties would be on the other side of St Peters Road, with vegetation/hedging along the eastern boundary. Due to the separation distance between the proposal and these properties, the development would not materially impact on the residential amenity of the occupiers of these properties.
- 7.7 Consequently, it is considered that the proposal will not appear overbearing or lead to overlooking and would have limited and acceptable impact on the properties immediately adjacent to the application site and the properties opposite or to the rear, meeting the requirements of Policy CS16 of the HBLP (Core Strategy).

(iv) Ecology, Habitats Regulations and Community Infrastructure Levy (CIL)

Ecology

- 7.8 The County Ecologist (CE) was consulted over the proposal and is of the view that an ecological survey is not necessary. However, due to the site's proximity to the H60G Core Primary site which supports habitat for Solent Waders and Brent Geese, recommended that the Council conducts a Habitats Regulations Assessment (HRA) for the proposal.
- 7.9 The Council has conducted a Habitats Regulations Assessment (HRA) of the proposed development under Regulation 63 of The Conservation of Habitats and Species Regulations 2017 (as amended). The Council's assessment as competent Authority under those regulations is included in the case file. The screening under Regulation 63(1)(a) found that the proposal would be unlikely to have a significant effect on overwintering birds on several Solent European Sites (as defined in the applications HRA) as a result of the proposed development.

7.10 The HRA was subject to consultation with Natural England as the appropriate nature conservation body under Regulation 63(3) who have not demurred from the findings of the assessment, but recommends a pre-commencement Construction Environmental Management Plan to cover noise and disturbance impacts to the nearby SWBGS sites. The applicant has confirmed in an email dated 23/4/21 that the development would not be carried out between October to March, which would avoid noise and disturbance impact on the nearby SWBGS sites during the bird overwintering season and a condition to this effect is recommended.

7.11 CIL is not liable for this development, as the proposal is under 100 sqm.

8 Conclusion

8.1 The proposal addresses the previous reasons for refusal of planning permission for a 3 bay garage on the site, due to a reduction in size and bulk, which as a consequence would not have an adverse impact on the Conservation Area or the setting of a Listed Building. The development's siting and design would have a limited and acceptable impact on the neighbours and in ecology terms is acceptable, subject to the recommended condition. Therefore, the proposal accords with the development plan when considered as a whole and conditional planning permission is recommended.

9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/21/00050 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:

Heritage Statement
Applicant's email dated 23/4/21
Location Plan - Drawing No. PD100
Proposed Site Plan - Drawing No. PD102
Proposed Plans & Elevations - Drawing No. PD104
Proposed Site Sections - Drawing No. PD201

Reason: To ensure provision of a satisfactory development.

- 3 Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and / or 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. 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 policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 4 No works on the development hereby permitted shall take place during the overwintering bird season from October to March in any year, in order to avoid or mitigate construction impacts relating to noise and disturbance impacts to the nearby Solent Wader and Brent Goose Sites, in accordance with the applicant's email dated 23 April 2021, unless otherwise first agreed in writing with the Local Planning Authority.

Reason: To protect and enhance biodiversity in accordance with the Conservation Regulations 2017, the Wildlife & Countryside Act 1981 (as amended), the NERC Act 2006, National Planning Policy Framework and Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.