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| Site Address:   | 9 Towers Garden, Havant, PO9 1RZ |               |               |
| Proposal:       | Hardstanding for car parking.    |               |               |
| Application No: | APP/21/00059                     | Expiry Date:  | 16/04/2021    |
| Applicant:      | Mr L Legg                        |               |               |
| Agent:          |                                  | Case Officer: | Denise Sheath |
| Ward:           | St Faiths                        |               |               |

Recommendation: **REFUSE PERMISSION**

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## **1 Site Description**

9 Towers Garden, Havant, PO9 1RZThe site address is positioned in a quiet residential area of the Langstone Conservation Area, close to the seafront. The property is a mid terrace two-storey dwelling with ship-lap panelling at the first floor level and a tiled pitched roof There is an attractive bay window at the first floor level on the front elevation and also a flat roofed porch.

## **2 Planning History**

05/62454/000 - Dormer window in rear roof space., PERM,15/09/2005

## **3 Proposal**

Hardstanding for car parking.

## **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)

Havant Borough Local Plan (Allocations) July 2014

Submission Version Havant Local Plan

Listed Building Grade: Not applicable.  
Conservation Area: Langstone

## **5 Statutory and Non Statutory Consultations**

### **Arboriculturalist**

No comments received - No trees affected

## **Chichester Harbour Conservancy**

No Comments Received

### **Conservation Officer**

#### **Proposal:**

To create an area of hardstanding at the front of the property to provide an on site parking space for 1no. vehicle.

#### **Location:**

The site is located in Towers Garden which is a residential cul-de-sac located off Langstone High Street and within the Langstone Conservation Area. It comprises a uniform development of short terrace rows with separate garages blocks. As characteristic of the streetscene, the application site has a front garden which is laid to lawn with no front boundary screening.

#### **Legislation / Planning Policy:**

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 Langstone Conservation Area and Management Plan 2011 states the following:

*'The more recent development on the southern side, comprising Tower Gardens and The Saltings complement the historic pattern of development. This is through the replication of the linear street pattern and terraced blocks of buildings. However, one difference is that the front gardens are open plan with an absence of walls and fences. Off street parking is arranged in discreet courtyards allowing front gardens to be laid to grass. Collectively this provides an attractive environment enhanced by trees which are reaching maturity, adding to the visual amenities and contrasting with the hard landscape treatment elsewhere'.*

Whilst in some circumstances the creation of a hard standing is classed as permitted development, an Article 4 Direction (granted June 2012) is in place for the Langstone Conservation Area. This restricts certain types of permitted development, one of which is the creation of a hardstanding. This is so that any proposals for such can be carefully assessed against how it would the character and appearance of the conservation area.

The proposal would result in the loss of the front garden area and replacement with some kind of hard surface to facilitate a parking space. It is considered that this would be harmful to the character of Towers Garden which is characterised by verdant front amenity spaces with no boundary treatments, creating a shared sense of garden space, not dominated by hard surfacing or vehicles.

Overall is considered that the proposal will would fail meet the test of Section 72 of the

Planning (Listed Buildings and Conservation Areas) Act 1990 as it would neither preserve or enhance the character and appearance of the area.

Conclusion - Objection

25/3/21

## **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: 12

Number of site notices: At least one site notice exists - check the number.

Statutory advertisement: 26/02/2021

Number of representations received: 19

| Comment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Officer Comment       |
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| <p>Due to a change of builder in the 1960s the grassed areas in front of 4 to 11 Towers Garden and the adjacent communal area, with large flower bed, is Crown land. The 'shared drive' described in the application is a dropped kerb, paid for by the lately deceased owner of 6 Towers Garden, many years ago, to allow access to her back garden via the communal Crown land.</p> <p>Towers Garden is part of Langstone Conservation Area. It has an Article 4(1) Direction attached to the Character Appraisal and Management Plan, approved in 2011, See 'Development Pattern' at 5.1:</p> <p>'Development on the southern side, comprising Tower Gardens and The Saltings complement the historic pattern of development. This is through the replication of the linear street pattern and terraced blocks of buildings. However, one difference is that the front gardens are open plan with an absence of walls and fences. Off street parking is arranged in discreet courtyards allowing front gardens to be laid to grass. Collectively this provides an attractive environment enhanced by trees which are reaching maturity, adding to the visual amenities and contrasting with the hard landscape treatment elsewhere.'</p> <p>If this application were allowed it could eventually lead to the whole of Towers Garden being covered with hardstandings of different materials, with cars parked on them. This would ruin the special nature and appearance of the cul-de-sac and have an adverse effect on the character and appearance of the Conservation Area as a whole.</p> | <p>See Section 7.</p> |

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| <p>The purpose of the Article 4 (1) Direction (2.1.1. of the Management Plan), which was approved at a meeting of the Development Control Committee, was to prevent unwelcome changes to the appearance of the Conservation Area. It states that 'The erection of boundary treatments on currently open frontages or the hard surfacing of grassed front gardens, could detrimentally harm the visual appearance on the street scene.'</p> <p>Please could this application, which conflicts with the LCA Appraisal and Management Plan and would fail to enhance the Conservation Area, be refused.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                |
| <p>I was previously refused permission for a dropped kerb, the following is taken from the refusal information given.</p> <p>'The proposal represents the undesirable addition of an access to serve a single residential dwelling in Langstone Conservation area for which there is no overriding justification. The development would be detrimental to the visual amenities of the streetscene and conservation area as it would puncture this strong predominantly green boundary character with hardstanding and vehicle activity. It is therefore contrary to policies CS16 and CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Policy Framework, March 2012.</p> <p>It also stated as part of the design, that it should be designed with direct run-off water to a permeable or porous area within the curtilage of the property. The provision of shingle over bare earth or a permeable geotextile would be considered.</p> <p>My understanding is that the vehicle should not extend over the curtilage of the property, and that there should be a distance left between the front of the property and front of the vehicle for safety reasons which may become a problem in the future if someone wished to park a camper van or similar large vehicle.</p> <p>I suggest that the area should be visited before any permissions are granted to recognise the concerns from a Conservation aspect.</p> | <p>Noted</p> <p>A site visit was carried out 08 March 2021</p> |
| <p>Objection Letter Received 22 February 2021 summary:</p> <p>Would be contrary to the Conservation Area Review, and Conservation Appraisal with regard to the maintaining frontages to Towers Garden.</p> <p>The proposal would not enhance the visual continuity of Towers Gardens and should be refused.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <p>See Section 7.</p>                                          |
| <p>I am against any green space in Towers Garden being converted into a parking area as I moved to a conservation area for the purpose of being surrounded by natural beauty. I think if the council starts allowing front lawns to be converted into drive ways this</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | <p>See Section 7.</p>                                          |

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| <p>natural beauty will be destroyed.</p> <p>Parking in the area can be problematic however, by agreeing to turn any front lawn in Towers Garden into an area for parking will simply increase parking spaces in the road and, consequently increase traffic and cars parking in Towers Garden.</p> <p>I also second another comment made that suggests a member of the council come down to Towers Garden to review the area.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |               |
| <p>Towers Garden is a beautiful space with plenty of green. This is due to the residents maintaining their gardens and taking pride in their environment. It is not a coincidence that people want to move to this village. The garden fronted properties enhance the road. If the Council allows residents to dig up grass to provide parking for cars then the area will no longer retain the very characteristics that encourage people to want to live here in the first place. If the recent pandemic has taught us anything, it is that nature is a very valuable source of mental health and well-being. This environment has matured over 50 years and once it has been destroyed, it cannot be reversed. Cars should not dictate the way we live and threaten the beauty of the natural world. We can live without cars, but we cannot live without nature.</p>                                                                                                                                                                                                                                                                                                                                                       | See Section 7 |
| <p>I object to the application for the following reasons:<br/> LANGSTONE CONSERVATION AREA was created in 1975, revised in 1993, and was subject to a Review in 2011. One of the proposals made, which was subsequently adopted by the Council, was to introduce a new planning 'tool', known as Article 4(1) Directions, 'to bring within planning control small-scale, incremental changes which could (formerly) be carried out without the need for Planning Permission'.</p> <p>Amongst the examples quoted is the creation of off-street parking / hard surfacing on existing garden frontages. Such changes 'could detrimentally harm the visual appearance of the street scene'<br/> In addition<br/> The Langstone Village Design Statement states at No.2 of the Guidance notes on page 17, that green spaces such as those in the newer settlements, should be retained.<br/> If permission was granted what would stop the owner of the property from parking a 'camper van' or caravan on the space.</p> <p>The majority of the houses in Towers Garden have a garage. The fact that they are not used to park cars should not be used as an excuse to ruin the village by allowing parking on front gardens.</p> | See Section 7 |
| <p>I object to this application because Towers Garden is part of the Langstone Conservation Area. It has an Article 4(1) Direction attached to the Character Appraisal and Management Plan, approved in 2011 which states that 'The erection of boundary treatments on currently open frontages or the hard surfacing of grassed front gardens could detrimentally harm the visual</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | See Section 7 |

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| <p>appearance on the street scene. ' I also understand that this area of land is not owned by the householder but communal to the housing in Towers Gardens.</p> <p>In addition, Langstone is an area subject to flooding and currently subject to extensive proposals by the Coastal Partnership to mitigate against flood risk to the area. Increasing the surface area of hard standing increases local flood risk.</p>                                                                                                                                                                                   |               |
| <p>I object to this proposal as it contravenes Article 4 (1) Direction (2.1.1) of the Management Plan for the Langstone Conservation Area.</p> <p>The purpose of this Article is to prevent unwelcome changes to the appearance of the Conservation Area.</p> <p>Whilst I appreciate that parking is difficult in Towers Gardens, if this proposal is granted, what is to prevent the occupant parking a large unsightly camper van on the hardstanding - totally spoiling the frontage of the close?</p> <p>Residents moving into Towers Gardens must realise there is a parking problem at the outset.</p> | See Section 7 |
| <p>Towers Garden is part of the Langstone Conservation Area and therefore this application cannot be approved. Furthermore, Towers Garden has an Article 4(1) attached, specifically in place to prevent developments which will damage the special design status of this important cul-de-sac.</p> <p>I am opposed to this clear breach of established conservation standards, agreed with H.B.C., and strongly request that this application be refused.</p>                                                                                                                                               | See Section 7 |
| <p>Towers Garden is part of the Langstone Conservation Area and therefore this application cannot be approved. Furthermore, Towers Garden has an Article 4(1) attached, specifically in place to prevent developments which will damage the special design status of this important cul-de-sac.</p> <p>I am opposed to this clear breach of established conservation standards, agreed with H.B.C., and strongly request that this application be refused</p>                                                                                                                                                | See Section 7 |
| <p>I would like to register my objection to the above application.</p> <p>Towers Garden is within an attractive waterside Conservation Area and has a very distinctive appearance due to its open planned design of set back houses with lawned gardens and patio frontages. The eventual introduction of hard standings, likely of assorted designs with parked cars upon them, would destroy the whole character of this very special close of which, if successful, this application would set a precedent.</p> <p>I therefore request this application is refused.</p>                                   | See section 7 |
| <p>Myself and my husband both support the planning application for hardstanding for car parking for 9 Towers Garden. We have been</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Noted         |

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| <p>residents in Towers Garden for over 25 years and over the years have seen the demand for parking in the area increase. Any plans to help reduce the demand by making an additional space for a resident should be supported. Towers Garden was built in the 1960s when households were only likely to have 1 small car. Life has moved on considerably since then. Many households now have 2 or more cars, and garages are used to store bikes, lawn mowers, etc rather than cars. Areas need to move forward and take account the demands of now rather than when they were first designed. Indeed, if Towers Garden was to be built as a development now, it would have to have enough parking for residents of the houses as part of the planning permission to get the development built.</p> <p>Looking to the future, there is also the need to charge electric cars which we will all be moving to. A driveway allows access to electricity in order to be able to charge the car, making purchasing an electric car a possibility sooner rather than later, which can only be a good thing.</p> <p>Langstone is a beautiful area, visited by so many people, usually by car, but this does mean that parking can become an issue for local residents, especially when the pubs re-open. A hardstanding done in a sympathetic manner allows a resident to have the peace of mind that they will be able to park their car upon return from going out.</p> |                      |
| <p>Regarding this application, I very much oppose it. Towers Garden is part of the village core conservation area and as such it is very important to keep its setting as intact as possible.</p> <p>Any change to the character of the green spaces in Towers Garden changes the character of the whole village, and an essential part of the principle of conservation areas is to preserve or enhance the special or historic interest of the conservation area.</p> <p>As quoted from the Langstone Conservation Area Review 2011 document: "The more recent development on the southern side, comprising Tower Gardens and The Saltings complement the historic pattern of development. This is through the replication of the linear street pattern and terraced blocks of buildings. However, one difference is that the front gardens are open plan with an absence of walls and fences. Off street parking is arranged in discreet courtyards allowing front gardens to be laid to grass. Collectively this provides an attractive environment enhanced by trees which are reaching maturity, adding to the visual amenities and contrasting with the hard landscape treatment elsewhere".</p> <p>Small incremental changes could in themselves, have a detrimental effect on the character of the area by eroding its special qualities and should be resisted.</p>                                                                                        | <p>See Section 7</p> |
| <p>This planning application has caused understandable concern in the village. Members of the Langstone Village Association were asked if an official letter of opposition should be written and the overwhelming majority of those who responded said yes.</p> <p>In 1975, Langstone was granted Conservation Area status to protect</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <p>See Section 7</p> |

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| <p>an iconic village from unwelcome development. This was strengthened in 2011 at a meeting of the Development Control Committee when Article 4 (1) Direction (2.1.1. of the Management Plan) was introduced.</p> <p>Permitting the erosion of green spaces in Towers Garden by allowing this application not only changes the character of a valuable cul-de-sac, it changes the whole village with an impact on all the other residents</p> <p>Langstone Village Association oppose this plan because if granted it would be a serious breach of established conservation standards. It would also break an agreement H.B.C. made collectively with all Langstone residents</p> <p>We strongly request this application be refused</p>                                                                                                                                                                                                                                                                                                                                                                                       |                |
| <p>Towers Garden is a conservation area within an Area of Outstanding Natural Beauty. Were this planning permission to be granted it could encourage other residents to take similar action which would destroy the aesthetic of the neighbourhood. This would be contrary to the original plans for the village and would have a negative effect upon property prices within the area, not to mention quality of life for residents and visitors to this beautiful village. Langstone is an area at risk from flooding, replacing grass with a hard surface would both harm the environment and put properties at risk.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | See section 7  |
| <p>As a frequent visitor to Langstone in pre-Covid times I have always appreciated the unique character of the village in keeping with its status as a Conservation Area within an Area of Outstanding Natural Beauty. I wish to object to this planning application for vehicle hard-standing as I feel that if granted, others will follow and the open, uncluttered nature of Towers Garden will become congested with parked vehicles. I note that paragraph 2.1.1. of the Management Plan for the Langstone Conservation Area: Article 4 (1) Direction as approved in July 2011 allows for control over "off street parking and / or hard surfacing on existing garden frontages", so I would urge the planning committee to consider the long-term impact of "creeping off-road parking" should this application set a precedent.</p> <p>Aside from the aesthetic impact, Langston is an area liable to flooding and any loss of grassed area will have a detrimental effect on the natural drainage. This will cause environmental damage as well as increasing the risk of flood damage to surrounding properties.</p> | See Section 7. |
| <p>I used to live next door to this house and would be very sad to see the character of this development seriously changed.</p> <p>Also in an area at risk of damage from rising water levels the introduction any more hard surfaces should not be encouraged.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | See Section 7  |

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| <p>This planning application has caused understandable concern in the village. Members of the Langstone Village Association were asked if an official letter of opposition should be written and the great majority of those who responded said yes.</p> <p>In 1975, Langstone was granted Conservation Area status to protect an iconic village from unwelcome development. This was strengthened in 2011 at a meeting of the Development Control Committee when Article 4 (1) Direction (2.1.1. of the Management Plan) was introduced.</p> <p>Permitting the erosion of green spaces in Towers Garden by allowing this application not only changes the character of a valuable cul-de-sac, it changes the whole village with an impact on all the other residents</p> <p>Langstone Village Association oppose this plan because if granted it would be a serious breach of established conservation standards. It would also break an agreement H.B.C. made collectively with all Langstone residents</p> <p>We strongly request this application be refused</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <p>See Section 7</p> |
| <p>Application to erect a hardstanding at 9 Towers Garden</p> <p>Due to a change of builder in the 1960s the grassed areas in front of 4 to 11 Towers Garden and the adjacent communal area, with large flower bed, is Crown land. The 'shared drive' described in the application is a dropped kerb, [redacted], many years ago, to allow access to her back garden via the communal Crown land.</p> <p>Towers Garden is part of Langstone Conservation Area. It has an Article 4(1) Direction attached to the Character Appraisal and Management Plan, approved in 2011, see 'Development Pattern' at 5.1:</p> <p>'Development on the southern side, comprising Tower Gardens and The Saltings complement the historic pattern of development. This is through the replication of the linear street pattern and terraced blocks of buildings. However, one difference is that the front gardens are open plan with an absence of walls and fences. Off street parking is arranged in discreet courtyards allowing front gardens to be laid to grass. Collectively this provides an attractive environment enhanced by trees which are reaching maturity, adding to the visual amenities and contrasting with the hard landscape treatment elsewhere.'</p> <p>if this application were allowed it could eventually lead to the whole of Towers Garden being covered with hard standings of different materials, with cars parked on them. This would ruin the special nature and appearance of the cul-de-sac and have an adverse effect on the appearance of the Conservation Area as a whole.</p> | <p>See Section 7</p> |

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| <p>The purpose of the Article 4 (1) Direction (2.1.1. of the Management Plan), which was approved at a meeting of the Development Control Committee, was to prevent unwelcome changes to the appearance of the Conservation Area. It states that 'The erection of boundary treatments on currently open frontages or the hard surfacing of grassed front gardens, could detrimentally harm the visual appearance on the street scene. '</p> |  |
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| <p>Please could this application, which conflicts with the LCA Appraisal and Management Plan, and would fail to enhance the Conservation Area, be refused.</p> |  |
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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 character of the Conservation Area.
- (iii) Effect on neighbouring properties

(i) Principle of development

7.2 The application site is located within the defined urban area, therefore development is considered acceptable in principle subject to development management criteria.

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

7.3 The application site is within the Conservation Area of Langstone. The adopted Conservation Area Character Appraisal and Management Plan identifies the importance of landscaped front gardens to the prevailing character of the area.

7.4 The application as it stands would be detrimental by virtue of the erosion of the landscaped front garden to parking which runs counter to the Conservation Area Character Appraisal and Management Plan. The applicant has provided further justification for their proposal within an email received on the 1 March. However, it is not considered by the case officer that this further justification for the work is sufficient given the detriment to the Conservation Area that would ensue. It would provide an undesirable precedent for the adjoining properties. In this context, if this application were to be permitted it would further puncture this strong, predominantly green boundary character with hardstanding and vehicle activity. Policy CS16 of the Core Strategy requires that new development; *Responds to, draws inspiration from and respects local context and: Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site;*

7.5 It is considered that the NPPF para 56 further supports the refusal of this application in that; *the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.*

- 7.6 To this regard it is considered that this development would be visually detrimental to the amenities of the conservation area and contrary to the requirements of policies CS11 and CS16 of the Core Strategy.

(iii) Effect on neighbouring properties

- 7.7 The proposed hardstanding and dropped kerb would have a detrimental impact on the visual amenity to the neighbouring properties harming the visual view of the frontage of Towers Garden which is characterised by verdant front amenity spaces with no boundary treatments, creating a shared sense of garden space.

## **8 Conclusion**

- 8.1 The application should be refused on the grounds of the visual detriment of the proposal on the conservation area and local amenities.

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## **9 RECOMMENDATION:**

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/21/00059 for the following reasons

- 1 The development would be detrimental to the visual amenities of the streetscene and conservation area as it would puncture this strong, predominantly green boundary character with hardstanding and vehicle activity. It is therefore contrary to policies CS16 and CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework, March 2012.
- 2 The proposal would create an undesirable precedent which would make it difficult to refuse further similar applications. It is therefore contrary to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.