
Site Address:	15A Salterns Lane, Hayling Island, PO11 9PH		
Proposal:	Addition of first floor to existing bungalow.		
Application No:	APP/20/01037	Expiry Date:	13/01/2021
Applicant:	Mr Charlesworth		
Agent:	Mr Powell	Case Officer:	Jane Burton
	GAP Consulting		
Ward:	Hayling East		

Recommendation: **REFUSE PERMISSION**

NB The processing of this application was delayed due restrictions on officer site visits due to Covid-19 (up to 12th April 2021). Whilst resulting in a delay it was considered that a site visit to this backland site was necessary to fully assess the context/ the character of the area, and relationship with neighbouring properties. A case officer visit was undertaken on 23rd April 2021 to the site and neighbouring property (no.13A Salterns Lane to the West).

1 Site Description

15A Salterns Lane is a chalet bungalow on a backland site to the rear of no.15 Salterns Lane, which is a bungalow. To the immediate north the site abuts the creek known as My Lords Pond, part of the Chichester Harbour Area of Outstanding Natural Beauty (AONB) and biodiversity sites of the Ramsar, SAC, SPA and SSSI.

The dwelling dates from the 1960's and is constructed of brick and tile with a hipped roof to the south and gable to the north. The building is relatively long and narrow (approximately 16.5m depth with additional conservatory added to the south side), positioned approximately 2.2m and 0.8m from the west and east boundaries respectively. The dwelling has accommodation in the roof space, a small dormer window and a roof window to the east side, and a roof window to the west side. The building has a modest sized juliet balcony to the rear (facing north).

Salterns Lane is within settlement boundary and has a variety of house ages and designs. Whilst in a suburban area, this part of the lane has a semi-rural feel due to the narrowness/lack of pavement, trees close to front boundaries.

The site is part within flood zone 2/3.

2 Planning History

No recent history

3 Proposal

The proposal is to add a full height first floor to the dwelling by increasing the height of the existing walls and adding a hipped roof. A 1.4m depth balcony would be added to the rear.

The extension would increase the height of building by approximately 1.2m (from 5.8m to 7m). The eaves height would be increased by approximately 2.4m (from 3.1m to 5.5m).

NB these measurements are taken at the north elevation of the building. As land slopes down gently toward the south, height above ground level would be a little higher at the south elevation of the building.

The first floor would be clad with vertical timber effect weatherboarding, and the roof would be finished in artificial slate. Window frames are proposed to be timber effect upvc.

There would be 4 windows at first floor height facing west, 5 windows at first floor height facing east, a window to the south, and a larger glazed door with access to the balcony to the north.

4 Policy Considerations

National Planning Policy Framework

Havant Borough Council Borough Design Guide SPD December 2011

Joint Chichester Harbour Area of Outstanding Natural Beauty SPD 2017

Chichester Harbour AONB Management Plan

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS12	(Chichester Harbour Area of Outstanding Natural Beauty (AONB))
CS15	(Flood and Coastal Erosion)
CS16	(High Quality Design)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)
DM8	(Conservation, Protection and Enhancement of Existing Natural Features)

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
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Submission Version Havant Local Plan

E5	(Chichester Harbour Area of Outstanding Natural Beauty)
E4	(Development on the Coast)
E1*	(High quality design)
E19	(Managing flood risk in new development)
E15	(Protected species)
E18	(Trees, hedgerows and woodland)

Emsworth Neighbourhood Plan Post Examination Version 2020

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Chichester Harbour Conservancy

No objection, subject to approval of external materials and safeguarding of existing trees on/overhanging the site during construction.

Officer reasoned justification

The site occupies a prominent waterside location and whilst Magic Maps indicates that although much of the site is outside the Chichester Harbour AONB boundary, the proposed development would clearly affect the setting of the AONB landscape. Otherwise the property (said to have been built in 1966) occupies a backland plot, set behind frontage development to Salterns Lane and would not really be visible from that street.

The site slopes down gently towards the Harbour shoreline and is located within EA flood zone 3 (highest risk).

All bedrooms would be moved to the first floor, helping to futureproof the dwelling against flood risk.

The proposal is to add a complete first floor over the majority of the dwelling footprint, with a new pitched roof, whose ridge would be 1.5m higher than the existing chalet bungalow's main roof ridge.

On my calculation, this would increase the harbourside north elevation by 25.5%. The AONB SPD offers a guideline not to increase by more than 25%.

There would be no increase in the dwelling footprint, save for the small oversailing balcony facing the harbour.

There would be a modest increase in glazing facing the harbour, especially at first floor level, including a glazed balcony balustrade. To some extent, this would be mitigated by tree canopy foliage at the shoreline. A timber balustrade would have been preferred, but I accept there are other glazed balconies in the vicinity.

Having regard to the *Policy framework below, the works are not adjudged to be harmful to the AONB landscape nor the purposes of its designation.

Councillor Leah Turner - Hayling East

No comments received.

Councillor M Wilson - Hayling West Ward

No comments received.

Councillor R Raines - Hayling East

No comments received.

Environment Agency

No response received.

Natural England Government Team

No objection

Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites or landscapes.

Royal Society for the Protection of Birds

No response received.

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for

Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 4

Number of site notices: Not applicable.

Statutory advertisement: Not applicable.

Number of representations received: 2

NB The two objections received below are from the same property but by different occupants as the house was sold and reoccupied from the time of initial publicity of the application. A notification was sent to the new occupier following the applicant making the case officer aware that there had been a change of ownership.

Comment	Officer Comment
<u>Objection</u> I wish to object strongly to this application. As a very near neighbour, I will now be completely overlooked by four new windows compromising the privacy of our house and garden. In addition, the structure now looks materially higher than previously with implications for our outlook and also for the view from My Lords Pond and the SSSI opposite the site. I would not object to the addition of the storey if it respected the current height of the structure and therefore no windows apart from frosted ones (or high ones) on the side overlooking our property. Given how overbuilt and congested this part of the island is already, I find it difficult to see how this can be approved.	See planning assessment below.
<u>Objection</u> We would like to respond to your letter about the planning proposal for the bungalow at 15A Salterns Lane, and describe the changes the new development would bring from our perspective. The current bungalow sits alongside our back garden alongside our summer house and is within the outlook of our house to the rear. The proposal to add a first floor to the bungalow will be visible from all rear windows, along the length of our garden, from the summer house and patios. The proposed	See planning assessment below.

additional floor will add c. 1m to the height of the roofline, however, the vertical first floor walls will increase the size of the building overall as the current bungalow roof is at a 45 degree angle.

The current bungalow is a back garden development of number 15 closer to Salterns Lane that was built many years ago and was in place before we moved into our house. Currently there is only one skylight on the west side of the current bungalow on our side. The 45 degree angle of the current bungalow roof on the south (inland) end allows all upper windows of our house to see out to Chichester Harbour past Wilson's boatyard.

The proposed new floor added to the bungalow would have a window on the south end that would look down into our kitchen and into bedrooms. The west side facing us would have a window on a staircase and a window in a bedroom that would look over our patio, summer house and garden. There are also two high windows on the west side at either end making 4 in all on this side. The proposed balcony on the north (water frontage) side would look over the lower part of our garden including the summer house patio. The additional floor added to the bungalow on the south end will be vertical until ceiling height and then pitch back. This vertical lift of the side wall at the south end will remove the existing view of Chichester Harbour we have.

We note that Chichester Harbour Conservancy on behalf of the AONB do not believe that the view from My Lords Pond will be affected by the proposed development. We note that English Nature do not believe there will be any environmental impact on the SSSI.

If the Council considers this development complies with the Local Plan and national guidance we would

ask that the development is amended to preserve our privacy by removing a window overlooking our kitchen/ bedrooms, by frosting windows overlooking our patio, garden and summer house, and by screening the balcony on the side facing our garden. We would also ask that any amendment that is possible to the pitch of the wall and roof on the south end is made to allow us to continue to see into the harbour. Based on conversations with our neighbour we believe that these changes could be made to windows, roof pitch and balcony.	
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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 area and setting of the AONB
- (iii) Effect on neighbouring properties
- (iv) Impact on European sites of conservation importance/SSSI/Protected species
- (v) Flood risk considerations

(i) Principle of development

7.2 The application site is located within settlement boundary and therefore development is acceptable in principle subject to development management criteria.

The proximity of the site requires careful consideration of the impact on the setting of the AONB landscape and sites of biodiversity importance.

Policy CS16 of the HBC LP (CS) requires that development is designed to a high standard which helps to create places people want to live work and relax, and, amongst other requirements ... responds positively to existing features and uses the characteristics of the locality to inform the design, using heights, massing, existing building lines, plot widths and depths; would not cause unacceptable harm to the amenity of neighbours through loss of privacy, outlook, overlooking etc.

(ii) Appropriateness of design and impact on the character of the area and setting of the AONB

P42 of the Council Design SPD 5.26 advises that backland developments can be difficult to design and often create issues of scale, access, overlooking etc. It is generally expected that the backland development would be subservient in size, massing and scale to the frontage property.

The proposal would result in a two storey dwelling to the rear of a single storey dwelling - no.15 Salterns Lane. In this case however, in terms of impact on the street scene, it is considered that due to a number of factors i.e.

- the amount of set back from the road frontage (approximately 50m)
 - the part of the building being visible from the street being the narrower profile (compared with the proposed side elevations)
 - the narrowness of Salterns lane and trees to front boundaries, thus not affording long views
 - two storey properties visible further back in plots in the immediate area (e.g. 13A, 19A Salterns Lane)
- ..in this instance the proposal is not considered to have an unacceptable impact on the street scene of Salterns Lane.

The site is also prominent from the Creek, and the Chichester Harbour AONB, and would increase the size of the dwelling when viewed from this perspective. However, there are two storey properties along a similar building line at 11c, 11d, 19a Salterns Lane and other properties on nearby roads follow a similar building line. As such a two-storey development is not considered to be out of character when viewed from the water and the narrower profile (north) elevation of the proposal would front the water. The development would increase the harbourside elevation by marginally over 25%, the guideline figure in the AONB SPD, and would result in a modest increase in glazing and a glazed balcony. Whilst a timber balcony would have been preferred, Chichester Harbour Conservancy raise no objection, commenting that the impact of glazing would be mitigated, to some extent by the tree canopy foliage along the Creek side. There is a mature tree on the adjacent 13A close to the water. Thus subject to protection of trees in the vicinity of the proposal, the proposal is not considered to have an adverse impact on the setting of the AONB landscape.

There is variety of building designs in the area with no defining style of building. Although natural wood may be preferable, the proposed vertical timber effect slats may be acceptable subject to details/samples being submitted. As the application is for refusal on other grounds further information has not been pursued at this stage.

Overall, the proposal is not considered to have an unacceptable impact on the character of the area and setting of the AONB having regard to policies CS16, CS11 and CS12.

(iii) Effect on neighbouring properties

- 7.4 The Councils Design SPD p42 notes that tandem developments are difficult to deliver successfully, - and that in general tandem developments will only be permitted where the amenities of the surrounding dwellings and the 'host' dwelling can be safeguarded. Although the site is an existing tandem development the proposed addition of a full first floor creates new amenity considerations.

In terms of the impact on no.15 Salterns Lane to the south the separation gap between the development and the dwelling of no.15 would be approximately 30m, which is in excess of the 20m back to back distance recommended in the Councils SPD. The outlook from the first floor would be toward the garages at the rear of 15 and it is not considered that the development would unacceptably overlook or dominate the outdoor amenity space of number 15.

As already set out the building is in close proximity to side boundaries and the layout reflects the site proportions by being long and narrow. The proposal would utilise the

full footprint of the existing building but would alter the form, scale and mass of the building adding significantly to the bulk on the West and East facing elevations (to a depth of 16.5m). The proposals include 4 and 5 windows on these elevations at first floor in proximity to neighbouring boundaries. The proposed eaves height at approximately 5.5m is not far off the existing buildings ridge height 5.8m. The existing dormer and roof windows are modest and considered to be unobtrusive on neighbouring properties.

In terms of the impact on properties to the East – no.17 Salterns Lane is the adjacent property, and no.19A Salterns Lane is a replacement dwelling in a similar backland building line position to no.15A.

Whilst the positioning of the development is only 0.8m from the boundary, it is recognised that the dwelling of no.17 is approximately 30m distance from the proposal and the proposal would not be adjacent to the immediate rear amenity area of no.17. The current design is not considered to be sensitive to its position so close to the boundary, and would be dominant to this area; however whilst the LPA may have sought some reduction in the size/removal of side facing bedroom windows (particularly given that the larger east facing windows are secondary windows to bedrooms) it is not, in the context considered to have an unacceptable overbearing or overlooking impact, particularly given that there is already a reduction in privacy to this area of garden space at no.17 from side windows on the dwelling at no.19A.

The proposal is also only approximately 17.5m from the side facing elevation of no.19A. Whilst the alignment of clear glazed windows to habitable rooms does not appear to be direct between these properties, it would also be recommended that further consideration of the windows would be given if considering approval.

In terms of the impact on no.13A Salterns to the West – this property is set back further in its plot than other frontage properties on Salterns Lane and thus the relationship with the proposal would be closer, at approximately 10m from the rear elevation of the dwelling running 16.5m along the line of the garden boundary at 2.2m distance. Consequently, the southern and western elevation of the proposed property is highly visible from No. 13A and its immediate garden area. The addition of the first floor and roof will change the outlook from no. 13A significantly and remove the sense of openness that is present with the current roof form of 15A from both the close outdoor amenity space and views from rear of the house. The proposal would include a large stair window to the east facing elevation, which is considered to add to the dominant appearance, and a bedroom window further to the rear, which as a primary window to a bedroom could not be obscure glazed resulting in overlooking /loss of privacy to part of the garden with a summerhouse / small patio seating area.

Overall, due to its form, scale, additional bulk and side facing windows, in proximity to the boundary the proposal is considered to be insensitive in its design, and would have an over dominant and overbearing impact on the outlook from no.13A and its amenity space also resulting in a loss of privacy/overlooking impacts. The proposal is considered to result in an unacceptable change to the existing established level of amenity at no.13A. The proposal is thus considered to be contrary to policy CS16 of the HBC LP (CS) and the advice in the Councils Design SPD, and it is recommended that planning permission is refused for this reason.

The proposal also proposes a balcony to the south elevation of the dwelling. Whilst there would be some impact from this, given its position facing directly to the rear and toward the rear of the site it is considered that this could be mitigated by a side

screen.

(iii) Impact on European Sites of conservation importance/SSSI/Protected species

- 7.5 Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites or landscapes having regard to policies CS11 and CS12.

No information has been submitted in respect of any potential impact on protected species. As the development affects a roof the potential for impact on bats could be a consideration which has not been addressed in the submission. However, as the application is for refusal on other grounds further information is not pursued at this stage.

(iv) Flood risk considerations

- 7.6 The site is part in flood zone 2/3 and as such a site specific flood risk assessment (FRA) is required and has been submitted with the application documents. In this instance, the proposal would not increase the ground floor footprint of the dwelling, and all sleeping accommodation is shown to be on the first floor having. Provided the measures in the FRA are complied with it is considered that the proposals are acceptable having regard to policy CS15 of the HBC LP (CS).

8 **Conclusion**

- 8.1 The proposal is considered to have an unacceptable impact on the amenity of no. 13A Salterns Lane contrary to policy CS16 of the HBC LP (CS) and advice in the Councils SPD, and it is recommended that planning permission is refused for this reason.

9 **RECOMMENDATION:**

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/20/01037 for the following reasons

- 1 Due to its form, scale, additional bulk, and first floor windows, the proposed extension would have an over dominant and overbearing impact on the rear outlook and amenity space of no.13A Salterns Lane and would result in a loss of privacy/overlooking impact. The proposal would have a significant adverse impact on the established level of amenity at no.13A Salterns Lane contrary to policy CS16 of the Havant Borough Council Local Plan (Core Strategy) 2011 and guidance within the Councils Design Guide SPD