
Site Address:	Hayling Garage, 2-4 Church Road, Hayling Island		
Proposal:	Retrospective application for single storey side extension to create work shelter.		
Application No:	APP/20/00032	Expiry Date:	10/03/2020
Applicant:	Mr Gates Hayling Garage		
Agent:	Mr Murray I J Murray Associates Ltd	Case Officer:	Selina Donophy
Ward:	Hayling East		

Recommendation: **REFUSE PERMISSION**

1 Site Description

This application site is Hayling Garage which is located on the South side of Church Road, Hayling Island. The garage is located on the junction where Church Road meets Tournembury Lane , with a frontage along Church Road and vehicular access via Tournembury Lane . The site is adjacent to a Co-op store and residential properties surrounding the site.

The application site includes a car showroom forecourt located to the West of the garage building, bordering the public highway along Church Road as well as round to the South, bordering Tournembury Lane. There is a low brick boundary wall along this perimeter which runs parallel to the site where the side extension/ work shelter is proposed as part of this application- as this is a retrospective application, this has already been constructed and is currently in full use.

The garage currently has planning consent for the sale of cars and workshop , with office space and a residential flat above. It is noted that an application was submitted previously in 2010 under reference APP/10/51526/003 which proposed a similar scheme which was subsequently refused .

2 Planning History

10/51526/003 - Single storey side extension (south.), REF,21/06/2010

3 Proposal

Retrospective application for single storey side extension to create work shelter.

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

CS16 (High Quality Design)
CS17 (Concentration and Distribution of Development within the Urban Areas)
CS2 (Employment)
CS3 (Skills and Employability)
DM10 (Pollution)
DM13 (Car and Cycle Parking on Residential Development)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)
AL2 (Urban Area Boundaries and Undeveloped Gaps between Settlements)

Listed Building Grade: Not applicable.
Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Crime Prevention -Minor Apps

No comments received

Economic Development

Having reviewed the proposal, we as an office do not feel a need to comment on it from an Economic Development perspective.

Environmental Health Manager, Community Group

I would have no adverse comments to make on the above application, provided that the extension is still considered B2 use. If it is sort to vary the usage class to suis generis, we would refuse at this stage, requiring further information of the intended use and an appropriate Noise Report undertaken by an appropriate person to be submitted for further consideration.

Reason: In the interest of the local amenity.

Hampshire Highways

I refer to your consultation in respect of the above planning application. The development has not affected any accesses to the highway network, I therefore confirm the Highway Authority have no objection.

6 **Community Involvement**

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 6

Number of site notices: 1

Statutory advertisement: Not applicable.

Number of representations received: 16

Comment	Officer Comment
Objection- The erection of the workshop area has removed parking spaces from the business which are already very limited. For example there is no on site parking for the employees and therefore the parking in Tournerbury Lane has become even more restricted as more employees mean more cars parking in the road. The garage also parks its own vans and recovery truck on Tournerbury Lane as there is insufficient space at the garage. The position has worsened due to the Co-op car park no longer being available for all day parking which is where employees used to park. Tournerbury Lane is therefore narrowed along its length and means traffic does not flow as it should, The concrete driveway into the new workshop area is very steep and off camber and would probably not be acceptable for a new build. There are often motor vehicles over hanging the wall into the pavement area as there is no barrier to prevent this. For Health and Safety reasons there is a strong possibility of a car causing injury to a pedestrian or school child if it protrudes too far or indeed over the wall. Also the raised level of the cars means that exhaust fumes could be emitted at face level, especially for elderly or younger residents. The application form states the new gross internal floor space; this is the amount lost which was previously available for parking. it also states NO in response to question 21 but welding equipment is used as well as other noxious substances. In response to the question 11 it refers to surface water using a soakaway - has a new one been dug or is joined to an existing one?	All comments discussed in representations tab

The Planning Statement refers to the taking on of custom exhausts but the garage has advertised such exhaust systems for at least one and probably two years. A call to the Eurosport company could verify this timeline, The pictures on A104 and the other accompanying documentation are not actual photographs and do not reflect the fact that the garage site is probably too small for the level of work now taken on. All spaces are regularly filled with cars and some park on the pavement. Flags on supporting posts are also often used as advertising material which block the view of car users trying to exit Tournurbury Lane. Plan A 106 states the number of external car parking spaces but these are for the display of vehicles for sale not for use by employees or for customers cars being repaired or MoT at the garage. I Hope you are able to consider these matters in your assessment of the application for retrospective approval, noting that a previous application in 2010 was declined.	
Support- I was told about it before it went up. I had no objection then or now. It does not stop light or cause more noise. (See representations in Documents)	
See Representation in Documents: Support - Dated 05/02/20	
Support - I'm writing express my views on the erection of the new building on the south elevation and what potential effect it would have on me as i live in one of the flats above the business. I can honestly say I have no objections to the building now or when I was informed of the intended build and i support the planning application. I actually prefer the new building there as it has quietened the noise coming from the business and the new light put up on the building has helped going up or down the stairs at night to get to my flat and also the building has reduced the wind while going up or down the stairs.	
Support - I write to you as a member of the public who has followed the development of Hayling garage both as a customer and as a member of the public with a general interest in the area. I would like to add my support to the garages application as it is a very good build both for the care and safety of there staff and the public passing by as it both allows the staff to work in a dry and wind proof environment safe from the elements and any passing pedestrian from injury of any kind.	

Its a very well constructed shelter and does not interfere in any way with Tournurbury lane which is increasingly busy due to the new housing estate with cars and pedestrians , i would just like to say in my opinion its a win win situation for both the public and the garage staff who serve the local community very well Thank you consideration and time	
Support- I would like to support the garage application which is very important part of continued employment of Hayling Island. The garage carries out 1st class work for all types customers i.e Business and Private owners. The new side extension enhances the area allowing a cleaner, safe environmental area from the constructed shelter. As a customer of Private & Business vehicles I support this garage with its vision in the creation of this new extension.	
Support- I am in full support of this planning application. I have been a regular customer for many years, and have seen the business grow from strength to strength. As the Island has a lot more dwellings now, so the vehicles on the roads have increased in a very big way. I assume the garage has a lot more work now, to attend too,making more employment, so in my opinion having the extension is a must for them. After my last visit to the garage, I was very impressed with their extension, and the way it looks, keeping the staff out of the elements. It's such a lovely Hayling family run business, and this is good to see in this day and age, and long may it continue.	
Support- here are a lot of small shops on the island which are empty or redundant so anything that encourages business to grow must be a good thing so i support the growth of any business on the island. ive lived on the island for 66 years so i have see some changes on the island but not necessarily for the better. With the influx of housing which has contributed to more cars on the island the garage must need this extra work space to cope with the demand.	
See Representation in Documents: Support - Dated 03/02/2020	
Support- hayling garage are a local business and have helped me on a few occasions with my car. unlike other garages they only seem to work in social hours and on their premises i would support their application as i am in favor of supporting locally run business'	

Support- I'm writing this to support the planning application for this business. Its a good thing that small company's are helping to support the addition people on the island because of all the new housing being built on the island. the new build does not interfere with the junction or the road at all and i also think the appearance of the building has no negative affect on the area.	
Support- To whom it may concern I am writing to you detailing the impact of the recent construction of the metal building and the effect it has had on me as a tenant of the flat above the garage. Firstly there has been no negative impact to my standard of living, in fact quite the opposite. Noise has been dramatically reduced since the work area to the side has been covered in, and no longer am I battered by the wind entering and exiting my flat as the building now shields the flats staircase from the relentless gusts of wind. On another positive note , haying garage have recently attached security/safety lights to the new building illuminating the otherwise pitch black stair case making it a much safer environment in the evenings . To summarise the addition of this building has improved my standard of living in many areas and in my opinion would be taking a step in the wrong direction if it were to be dismantled.	
Support- As a close neighbour to Hayling garage I have no objections to the new building they have erected and support the planning application. Reason for me supporting the application. The growth of local businesses especially small businesses should be encouraged and supported by our local council, any extensions or expanding should really be considered as a beneficial factor to the business but especially to the local residents of the area and I feel this is a great addition to their business. Since the new building was erected and taken on new staff we have noticed less cars being parked down Tournurbury lane to which I assume is down to the work being carried out much quicker. In my opinion the new building looks fine, it's not an eyesore, certainly better looking than the co-ops tall brick wall and loading bay. Also the view looking down the road and into the road as if your were driving hasn't changed, but I would say unrelated to this is that the new/upgraded Tournurbury junction which got finished not too long ago has made that junction more safe and has slowed down the vehicles entering Tournurbury dramatically especially now with the new builds down the road with the increased traffic that the new build houses have generated.	

Thank you for taking time to read my comments on this new building and look forward to seeing the planning application being approved and seeing another local business moving forward.	
Support- I am writing to support my local garage the new side extension allows them to work out off the bad weather, the garage has always helped me out with my car the staff have always been very polite, and with the amount off people on hayling this garage needs the extra room I have found no problems with the new building.	
Support - I have used the garage for several years from when he was working on his own and now owning Hayling Garage which is going from strength to strength due to his hard work, honesty and professionalism. He has got to the point where extra working space undercover is needed, I can see no reason why a side extension would affect anyone in the local vicinity. A thriving growing business owned by a Hayling Resident providing a great service to an ever increasing Island population with the extra cars on the road should be encouraged.	

7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Parking
- (v) Impact on businesses/ Economic Development

(i) **Principle of development**

The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria.

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

This retrospective proposal is for a side extension on the South elevation of the main garage building which is used as an additional work space. The extension has dimensions of approximately 3.9 metres height with 5 metres width and 6.9 metres depth. It has one large, black metal roller shutter door to the front which is visible from Church Road , and one to the rear, which is where the car repair works take place and which is visible from Tournurbury Lane . The structure has a flat roof and is constructed of dark green metal cladding with a flat roof constructed of a clear plastic roofing sheet on a metal frame . Access to the site is maintained off Tournurbury Lane.

A similar application was refused at this site in 2010 under application APP/10/51526/003 . This proposal was for a side extension in the same position , with a shallow sloped roof with a height of 3.2 metres to the highest level, a depth of 7.9 metres and a width of 5 metres. This included a large roller shutter door to the Western elevation and the Eastern elevation. Materials proposed included upvc cladding to match the existing frontage with the side wall covered with white render with metal sheet roofing to be coloured in mid grey. This scheme was very similar to the current application, which differs in materials and dimension, with a depth reduction of one metre yet a height increase by approximately 0.7 metres.

The previous scheme was refused on the following grounds :

"The proposed development by reason of its design, siting, prominent location and roofing materials would be an incongruous feature within the streetscene to the detriment of the visual amenities of the area and would therefore be contrary to saved Policy D1 of the Havant Borough District Wide Local Plan 1996-2011."

"On the basis of the limited information available to the Local Planning Authority it has not been demonstrated that the use of the proposed development would not be detrimental to the amenities of the occupiers of the adjacent residential dwellings and as such the development would therefore be contrary to saved Policies D1 and PC1 of the Havant Borough District Wide Local Plan 1996-2011."

The current proposal is very similar in design as the previous proposal and therefore the impact of the development on the character of the area is still a material planning consideration in the determination of this planning application. It is noted that Policies have since changed and the most recent local plan , the Havant Borough Core Strategy (2011) has since been enforced. The following policies are now relevant to the proposed development :

Policy AL1 (Allocations) - Presumption in Favour of sustainable development states that the council will aim to balance the three core elements of sustainable development - environmental, social and economic issues in all its planning decisions to ensure the best quality development is achieved in the right place at the right time.

Policy CS16 'High Quality Design' of the HBLP states that

*- All development should demonstrate that its design :
Uses the characteristics of the locality to help inform the design of the new development, including heights, massing, existing building lines , plot widths and depths, materials and proportions of windows and doors.*

The fabric of the surrounding area comprises mainly of residential properties. Tournerville Road is characterised by bungalows with low set front boundaries. On the opposite side of the road, to the South of the site is a co- op retail unit with a brick wall stretching alongside the entrance to Tournerville Lane. The Hayling Garage building itself is a two storey, brick building with a pitched roof. The side extension is a large cube shaped structure which comes right up against the low boundary wall which borders the site. The height stands taller than a typical two storey extension- it is understood that this height is necessary for the work activities taking place within the unit however this exacerbates the visibility and dominance of the structure, noticeable particularly from the South, East and West. Its position on a corner plot makes the extension particularly prominent both from Church Road and Tournerville Lane and

the loss of the gap in the building line, although acceptable in some instances - the co-op comes up close to the road, is judged to be visually dominant and therefore creating an adverse impact on the character of the area. It is considered the design of this extension alongside the metal clad materials reflect a more industrial feel which juxta poses against the residential character of the surrounding area, which are mostly constructed of brick and clay tile.

The Havant Borough Design Guide also states several aspects of good quality design for the Borough :

- It is important that new developments make the most of opportunities to create visual attractiveness and diversity through detailing. The choice of materials should be informed by an analysis of the site and its context.

This point has been partially addressed above under Policy CS16- the materials used to construct this side extension have an adverse impact on the surrounding area- the green metal cladding is not a material or colour generally used within a residential context. The metal cladding creates a look of a temporary structure used within an industrial environment.

- Side extensions should remain subservient to the main dwelling , so it can be read which part of the building and which is a later addition... flat roofed extensions are not normally acceptable, particularly at two storey height.

This extension is not deemed subservient in design to the main building. The flat roof slope is not reflected in that of the main garage of which comprises a pitched roof slope. It appears dominant within the context of the original property in virtue of its materials and flat box design as well as its scale , with a height reaching almost to first floor window level.

- It is important that gaps are retained between buildings. This helps form the pattern of development in an area, which in turn influences local character. Therefore, side extensions which have a negative effect on the gap between buildings should be resisted.

This has been largely addressed under Policy CS16.

7.3 (iii) Impact upon residential amenity

There have been no overriding objections from local residents in terms of pollution, although concerns have been raised in regards to the possible use of noxious substances at the site. Policy DM10 of the HBLP addresses pollution:

Policy DM10 - Pollution

Some forms of development which can result in pollutants are necessary to the economic and social needs of the borough. This would include some industrial uses which, although necessary, may be detrimental to amenity. Only in instances where the risk is appropriately managed will development be permitted.

Environmental health have been consulted on this and had no further comments to add in terms of pollution as the class use would not be changing from existing for the use of the extension. They have stated that if the use class were to change an objection would be upheld pending further information. The previous application which

was refused stated how *"it has not been demonstrated that the use of the proposed development would not be detrimental to the amenities of the occupiers of the adjacent residential dwellings."* There has been no evidence presented that the use of the extension has resulted in any detriment to neighbour amenity in terms of pollution, noise or otherwise, although it may have the potential to do so.

The closest residential property to the site is no 1 Tournurbury Lane which is located approximately 10 metres from the extension site. Although there is not deemed to be any issues as a result of the structure in terms of overshadowing or overlooking, the extension would bring activity in closer proximity to the residential area. The nature of a vehicle repair business does mean a reasonable amount of vehicles entering and leaving the site and it is judged that as a vehicle repair centre that parts would need to be delivered via the rear access as this is the only vehicular access, alongside the comings and goings of customers. This is a fairly limited site in terms of plot size as the front forecourt is used for car sales and the additional business created by the side extension in this fairly compact rear area could present additional problems. Issues have been raised in regards to vehicles overhanging the boundary wall- after a site visit there was no evidence of this occurring- this would be linked to parking standards as discussed below.

7.4 (iv) Parking

Concerns have been raised in regards to an increase in vehicles parked along Tournurbury Lane as an outcome of the increased usage and activity at the garage. The site does meet the Havant Borough Council Parking SPD 92016) parking standards for B2 use, which requires one space for every 45 sqm, which also applies to the rear hard standing area where there is an approximate floor area of 200sqm where there is judged to be over the 4 spaces required.

Despite this, it does not meet SPD standards in relation to 'Car sales and garage forecourts Workshops' which requires 3 spaces per service bay for customers, 1 space per full time staff and 1 space per 10 cars on display- there were approximately 20 cars on display when noted at site visit.

The side extension as used as a workshop would be increasing the need for parking due to the increase in business at the site as well as the change in business to include a separate workshop area which also requires further parking. It is also deemed that the side extension incorporates space which could have been used as parking, therefore potentially increasing pressure on parking twofold which then could impact on street parking in the surrounding vicinity.

7.5 (v) Impact on businesses/ economic development

Many comments have been received in support of this application on the grounds of support of local businesses and the growth of the local economy. Comments include praising the quality of the work done and integrity of the business of which are not relevant planning considerations. Whilst local businesses are to be supported, where planning permission is to be granted this should be on the grounds of good design and not at the detriment to other material planning considerations.

The Havant Borough Local Plan has various policies of which support local employment :

Policy CS2 - 'Employment' of the HBLP states:

Prioritise the use of previously developed land for the provision of new employment floorspace

Policy CS3 - 'Skills and Employability' states that :

Planning permission will be granted for development proposals that raise skill levels and increase employability.

This proposal does result in an increase in employment space in a borough which has a "historically high unemployment rate and low job density" (Havant Borough Local Plan 2011) and whilst this is acknowledged, it is not deemed that the positives of this business outweigh the impact of the structure on the character of the area and potential issues in regards to parking and access. There is a presumption in favour of sustainable development within the National Planning Policy Framework (NPPF). It seeks to drive and support sustainable economic development to meet the development needs of business and support an economy fit for the 21st century, however it also seeks to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

8 Conclusion

This application has been considered and assessed above and the proposed side extension, by virtue of its position, design and visibility from both Church Road and Tournembury Avenue , is considered overly bulky and harmful to the character of this mainly residential area and not deemed to overcome the previous grounds for refusal. The potential issues brought by the proposal surrounding parking and overuse of the site is deemed to have an adverse impact on the immediate residential amenity of the area. The proposal is therefore considered to harm the visual appearance of the streetscene and be contrary to policy CS16 of the Core Strategy 2011. Accordingly, the proposal is recommended for refusal.

9 RECOMMENDATION:

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/20/00032 for the following reasons:

- 1 Development of the site in the manner proposed would not provide adequate provision of car parking in accordance with the Local Planning Authority's adopted standards and would therefore encourage the parking of vehicles on the public highway, leading to indiscriminate parking, detrimental to highway amenity. The proposal is therefore contrary to policies CS16 and DM13 of the Havant Borough Local Plan (Core Strategy) 2011, the adopted Parking SPD 2016 and the National Planning Policy Framework.
- 2 The proposed side extension, by virtue of its position, design and visibility from both Church Road and Tournembury Avenue , is considered overly bulky and harmful to the character of this mainly residential area. The proposal is therefore considered to harm the visual appearance of the streetscene and the proposed development would, therefore, be detrimental to the amenities of the area. The proposal is therefore contrary to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.