
Site Address:	17 Lockerley Road, Havant, PO9 2HB		
Proposal:	Demolition of rear extension and construction of 4No. 1 bed studio apartments and construction of an office outbuilding on land to the side and rear		
Application No:	APP/18/01092	Expiry Date:	26/12/2018
Applicant:	Mr West Havant Housing Association		
Agent:	Mr Saunders PDP Architecture LLP	Case Officer:	Tina Pickup
Ward:	Bondfields		

Recommendation: **GRANT PERMISSION**

1 Site Description

The application site relates to a detached building that was formerly a residential dwelling but has recently undergone a refurbishment and is currently in use as supported accommodation by Havant Housing Association. Internally the existing building provides 6 en suite bedrooms with shared kitchen and lounge with a staff office and sleep over room. When an application was submitted in 2016 for the change of use of the C3 dwelling to a house in multiple occupation, it was considered that as supported housing with shared areas and occupancy as a single household, then this fell within Class C3 (b) of the Town and Country Planning (Use Class) Order 1987 (as amended) and as such was a permitted change of use. Accordingly that application was withdrawn as unnecessary.

The application site has the appearance of a two storey dwelling in terms of scale and design. It is located in 'isolation' in that it is close to the corner of St Albans Road and Lockerley Road, surrounded by areas of open space with mature trees, open surface car parking serving a high rise tower block to the west and a redundant concrete 2 storey car park to the north. The building fronts Lockerley Road having a blank side gable facing St Albans Road. The boundary fencing of the site has recently been renewed with 1.8m high close boarded fencing that marks the boundary of the site.

The character of the wider area is high density post war residential development, predominantly two storey terraced dwellings fronting the highway. These dwellings are generally set back from the highway with a relatively strong linear building line. However the immediate setting and context of the site is recognised as being somewhat unique in that it is opposite St Alban's primary school which is predominantly single storey and set in its own grassed field; there is a park and children's play area immediately to the north, beyond which there is a single storey A1 Co-op convenience store; and the presence of mature trees within the open grassed verge/corner open space surrounding the site partially screen the existing building. However the over-riding character of this immediate setting is of spaciousness - the building is surrounded by either wide grass verges, open car parking or playing areas. It is noteworthy that the adopted highway includes a grass verge adjacent the highway kerb, followed by a tarmac pavement. There is then a further grass strip/verge before the existing fence line - it is understood that this grass strip is within the application site and beyond the adopted highway.

The planning history includes an application for a two storey side extension to provide

an additional 6No. 1 bed studios which was refused and dismissed on appeal in June 2018. The reason given related to the increased prominence and massing of the building which would be both dominant and overbearing to the street scene and harmful to the spacious and open character of the area.

2 Planning History

99/50680/002 - Conversion of existing hostel to one 5 bedroom dwellinghouse and erection of 1.8m high fence to eastern and part of northern boundary,
PERM,28/05/1999

98/50680/001 - Conversion of hostel into 2 self contained 2 and 3 bedroom flats.,
PERM,24/11/1998

APP/16/01059 - Change of use of 4 bed dwelling house into 6 bed dwelling of multiple occupation with communal lounge, kitchen and utility room and staff facility.,
WD,04/11/2016

APP/17/00773 - Construction of 6No. 1-bed studio apartments on land adjacent to 17 Lockerley Road, Havant., REF,13/10/2017 Appeal Dismissed 29/06/18

3 Proposal

Demolition of rear extension and construction of 4No. 1 bed studio apartments and construction of an office outbuilding on land to the side and rear

The current scheme seeks to address the previous reason for refusal and comments of the Inspector in the dismissed appeal and has reviewed the site and development proposed. This reduced scheme now proposes a rear extension that is relocated to the rear (north) of the existing building rather than side. It would have a width of 6.5m which would leave a minimum of 1.2m separation to the redundant car park immediately to the north; and would project forward (east) of the side elevation of the main building by 4m. It is designed as a subservient addition with lower ridge height with cat slide link to the main building. As a result of the internal alterations to enable the rear extension, the facade fronting St Albans Road would include the insertion of windows in the existing side elevation aswell as creating a primary frontage with two front doors and porches in the proposed extension. The four bedsits would be provided with independent access to each, arranged as 2No on the ground floor and 2No on the first floor. A replacement staff office would be provided as a single storey side extension to the west elevation. The amenity space would be reconfigured with the boundary fence to St Albans Road being partly removed infront of the new development and replaced with 900mm railings. A landscape scheme has been submitted which includes positions of external lighting.

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)
CS21	(Developer Requirements)
CS9	(Housing)

DM13 (Car and Cycle Parking on Residential Development)
DM7 (Elderly and Specialist Housing Provision)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)
DM24 (Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)

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

5 Statutory and Non Statutory Consultations

Building Control

No comments at this time

Community Infrastructure

Development is CIL Liable excepting office space.

Applicants have submitted CIL Form 2 to claim mandatory social housing relief, which will be processed and confirmed in due course.

Crime Prevention

None received

Southern Water

Formal application for connection to foul and surface water sewer required - request Informative attached;

Disposal of surface water needs to be in accordance with Part H3 of Building Regs;
Should any sewers be found during construction then an investigation of the sewer will be required

Highways Engineer

No adverse comment

Natural England

Your appropriate assessment concludes that your authority is able to ascertain that the proposal will not result in adverse effects on the integrity of any of the sites in question. Having considered the assessment, and the measures proposed to mitigate for all identified adverse effects that could potentially occur as a result of the proposal, Natural England advises that we concur with the assessment conclusions, providing that all mitigation measures are appropriately secured in any permission given.

Property Services Manager

None received

Public Spaces

None received

Waste Services Manager

No concerns

Landscape Team

No adverse comments

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: 5

Number of site notices: 2

Statutory advertisement: Not applicable.

Number of representations received: 0

Comment	Officer Comment
None received	

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) Crime prevention
- (v) Parking
- (vi) Developer Contributions

(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. In terms of housing, Guiding Principle 3 of the Housing Statement affirms the Council's commitment to promote the use of brownfield land for residential development, in accordance with the NPPF. In this context the proposal would provide 4 supported living flats, by Havant Housing Association, on a previously developed site which would make a modest contribution to the Council's housing requirements.

The principle of additional housing on the site is therefore supported and not in dispute. In this case it is the impact on the character and visual appearance of the immediate site area that is particularly important and considered in detail below.

(ii) Impact upon the character and visual appearance of the area

As noted above St Albans Road generally is characterised by linear residential development with a relatively strong building line. St Albans Road is an unclassified

but main distributor road through the local housing estate. Being sited immediately adjacent both a children's park and opposite a Primary school the application site is located within a busy and well used pedestrian area. The stretch of St Albans Road between Lockerley Avenue to the south and Littlegreen Avenue to the north, has a more spacious and loose setting and no recognised building line by virtue of an absence of any regular buildings within this stretch. The presence of several mature trees and wide grassed verges all contribute to the unusually verdant and open character of this small area within an otherwise built up residential area.

The application site currently has its side blank gable end facing St Albans Road - set back about 7.2m from the existing fence line and about 8.2m from the back edge of the tarmaced pavement. The existing building respects the spacious character of the area and provides a generous gap to the back edge of the highway and public space. The previous dismissed appeal scheme proposed a two storey side extension having a width of 7.2m resulting a 1m gap to the back edge of St Albans Road. This current revised scheme instead proposes an extension to the rear, and this would project beyond the eastern side wall by 4m, leaving a gap of about 4.2m. Having a width of only 6.7m and with a recessive roof profile including partial catslide link, the overall mass and bulk presented to the St Alban's Road frontage is significantly reduced compared to the appeal scheme.

The design is considered suitably subservient and with matching materials, and would enhance the St Alban's Road frontage by providing a focal point through fenestration and activity. Whilst the separation to the redundant car park is minimal, this is slightly lower than the proposed eaves line and a flat roofed blank brick facade that is unobtrusive and won't conflict with the proposed development.

There is a mature tree within the grass verge some 8 - 9m north of the application site but the canopy spread of this tree is beyond the proposed development and would be unaffected.

The detailed landscaping plan indicates that part of the existing 1.8m close boarded fence that abuts the St Albans Road frontage (and has quite a harsh and dominant visual appearance) would be removed and reduced by some 9.5m in length and replaced with 900mm railings with landscaped beds with shrubs. This will help to open up the site and enhance its spacious character, more akin with the surrounding area. Additionally at the front of the site, the return of the existing fence is shown as reduced back to align with the corner of the existing building, again reducing the visual impact of the fence and opening up more of the site with railings and landscaping.

Overall it is considered that the reduced, re-sited and revised scheme overcomes the previous objections to dominance and overbearing effect and would respect the open character of the site and its surroundings. Sufficient space would be retained along the side of the existing building and the existing dominant fence would be reduced in length, contributing to an improvement to the setting of the site and visual appearance in street scene terms. Accordingly the proposal is considered compliant with Policy CS16 and the Borough Design Guide SPD.

(iii) Impact upon residential amenity

It is not considered that the proposed development would have any unacceptable adverse affect on neighbouring privacy or amenity in terms of enjoyment of private space. There are no dwellings close enough to the site to be affected except for the host dwelling currently in use by Havant Housing Association providing supported

shared living. Given the symbiotic relationship of the proposal and the existing dwelling the impact on the existing layout is considered acceptable. In terms of future occupiers, the amenity areas serving the whole site are revised with greater use given to the side garden to compensate for the partial loss of the existing rear amenity space. The landscaping scheme indicates that the side garden area can form a useable communal area for residents with private sitting out area and washing line space. Given the sites location adjacent a public park the amount of amenity space for future residents is considered acceptable.

(iv) Crime prevention

At pre-application stage concern was expressed about the vulnerability of access to plot 2. This has been addressed in this submission and relocated to the north elevation such that the pedestrian access path is off the main St Albans Road with public natural surveillance. The front door to this plot 2 would be set back and adjacent the redundant car park, ie partly tunnelled, and could feel insecure, but an external light has been proposed to ensure appropriate levels of visibility for users of the path to plot 2.

(v) Parking

The proposal does not include any parking spaces at all. The intended occupiers of the site would be Havant Housing Association tenants who provide accommodation for single adults who have special needs and include groups of people who have learning disability, mental health problems or physical disabilities. The proposed development is for tenants who need a low level of support but with a degree of independence and their own front door. It is stated that none of the current tenants identified to move to Lockerley Road drive or own a car. St Albans Road is on a bus route with a stop close by, providing alternative public transport that is easily accessible for future residents. On this basis there is no objection to the lack of provision of on site parking. To ensure justification of zero parking in perpetuity it is recommended that a condition be imposed limiting the future occupiers to those requiring 'supported living' which would exclude general needs housing tenants in the future.

(vi) Developer Contributions

The proposed development would be CIL Liable and the appropriate forms have been submitted. It is noted that an Exemption or relief has been claimed on the basis that the proposed development would be for affordable housing which qualifies for mandatory or discretionary Social Housing relief. CIL Form 2 has therefore been submitted. The Draft Liability Notice has been prepared and sent which indicates that the chargeable area of 118sqm would generate a Liability of £12,727.14 against which the relief is offered giving zero liable to pay.

This development would also increase the number of dwellings within the 5.6km zone identified as significant in potentially increasing recreational pressure on the Solent SPA. Natural England's advice with regard to all new housing development within this zone is that it is likely to have a significant effect on the SPA. Policy DM24 of the Allocations Plan which was adopted on 30 June 2014, covers this issue and allows for a financial contribution to be made towards mitigation measures. This is currently set at £181 per dwelling to the Solent Recreation Mitigation Project (SRMP), plus admin and monitoring fees. For the proposed 6 flats, a payment of £1160 is due. This payment and the signed Deed has been received. It is noteworthy that the Deed provides for the sum to be refunded to the owner in the event that an application is

refused, after the period for an appeal to be lodged has expired.

The site lies within 5.6km of Chichester and Langstone Harbour, which is designated a Special Protection Area for over-wintering birds, and hence an Appropriate Assessment is required to consider the potential impacts on a Habitats Site. 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, this includes an Appropriate Assessment under Regulation 63. The screening under Regulation 63(1)(a) found that there was likely to be a significant effect on Chichester and Langstone Harbours Special Protection Area due to the increase in recreation as a result of the development. The planning application was then subject to an Appropriate Assessment under Regulation 63. This assessment included a package of measures based on the suggested scale of mitigation in the Solent Recreation Mitigation Strategy and the applicant has indicated a willingness to enter into a legal agreement to secure the mitigation package. The Appropriate Assessment concluded that this is sufficient to remove the significant effect on the SPAs which would otherwise have been likely to occur. The HRA was subject to consultation with Natural England as the appropriate nature conservation body under Regulation 63(3) who have confirmed that they agree with the findings of the assessment.

It must be noted that under the previous scheme the then Interim Strategy secured a contribution of £1160 for the then 6 flats proposed. As a refused and dismissed scheme this amount (minus the admin fee) can be credited to the current application which must now be determined in accordance with the Definitive Strategy which came into effect in April 2018 which is now based on number of bedrooms. The appropriate Unilateral Undertaking requesting the uplift amount has been sent to the applicant seeking the appropriate financial mitigation contribution of an additional £295.40. This has been returned and payment received to satisfy policy DM24 and the potential recreational impacts of the development.

8 **Conclusion**

The revised and reduced scheme is considered to now satisfactorily respect the open spacious setting of the site and its context and is considered would have limited harm to the visual appearance of the area. With appropriate conditions the development is considered acceptable and is recommended for permission.

9 **RECOMMENDATION:**

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/18/01092

(A) 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:

Design & Access Statement dated October 2018
Site Location Plan Drawing Number: PD200
Proposed Floor Plans & Elevations Drawing Number: PD203
Proposed Site Plan & Block Plan Drawing Number: PD202
Proposed Landscaping Plan Drawing Number: PD205
Landscaping Scheme Schedule dated 2018-11-26

Reason: - To ensure provision of a satisfactory development.

- 3 The external materials used shall match, in type, colour and texture, those of the existing building so far as practicable.

Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 4 The landscaping works, including external lighting, shown on the hereby approved Landscaping Plan Drawing Number PD205 and Landscaping Scheme Schedule dated 2018-11-26 shall be carried out in accordance with the approved details and in accordance with any timing / phasing arrangements approved or within the first planting season following first occupation of the development hereby permitted, whichever is the sooner. Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure the appearance of the development is satisfactory and having due regard to policies CS11, CS16 and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 5 The hereby approved development shall only be occupied by persons requiring 'supported living' and receiving support from the staff occupying the on site office.

Reason: To accord with the terms of the application with zero on site parking as such future tenants do not own vehicles, in the interests of highway safety and amenity having due regard to policy DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.