

Local Planning Authority planning application reference: APP/17/00067

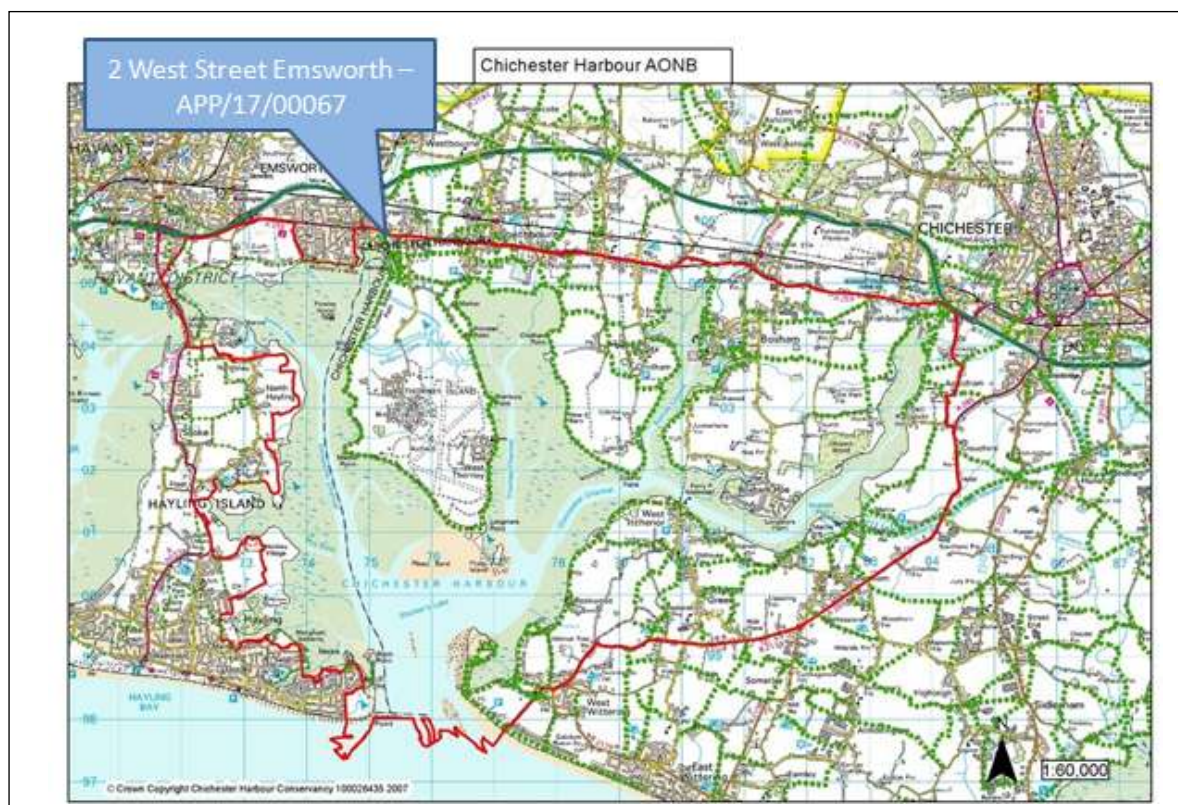
Site: 2 West Street, Emsworth, PO10 7DY

Proposals: Demolition of existing single storey additions to rear; alterations to existing building to provide second floor accommodation to rear; construction of 2 No. 3-bedroom townhouses to rear with three storey link to existing building; car parking to rear.

Recommendation:

That Havant Borough Council be informed that Chichester Harbour Conservancy lodges an objection to the application, as it considers the addition to the main rear roof profile, by reason of its added height and design, would appear alien within a run of conventional pitched roofs. As such, the development would not enhance the natural beauty of the Chichester Harbour AONB, nor preserve or enhance the character of the Emsworth Conservation Area. Furthermore, the tabled proposals are considered to be symptomatic of an overdevelopment of the site, which – by leaving two very small shop units – could harm the vitality and viability of the defined shopping centre of Emsworth as an historic settlement within the AONB. The description of development is also queried given the previous consent, which does not yet appear to have been commenced/implemented. Should the council be minded to support, the developer should ensure any net gain of dwellings at the site makes the necessary contribution via a planning agreement to mitigate the impact of ecological disturbance at the harbour shoreline.

Conservancy Officers' comments and reasoned justification



1.0 **Site and its context**

1.1 The site lies within the Old Town and Harbour character sub-area 'A' of the Conservation Area. This forms part of the H1 Havant to Chichester Coastal Plain Landscape Character area, in a study of the AONB commissioned by the Conservancy in 2005, whose relevant key characteristics are listed as:-

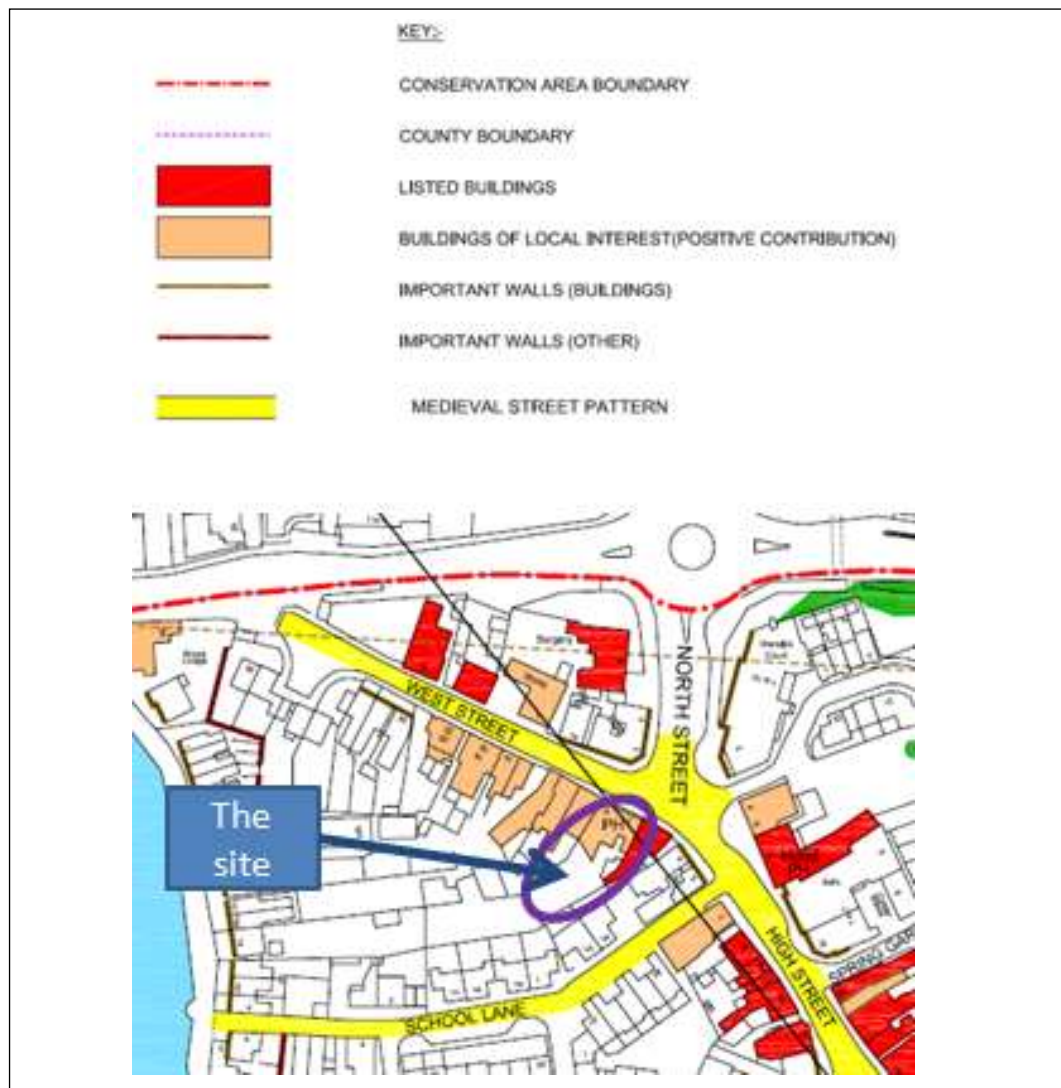
- *"Linear historic settlements follow, or are located in close proximity to the Roman Road line of the A259.*
- *Dense urban development of Havant, Chichester, Emsworth and Southbourne.*
- *Occasional views from south of the A259 to the harbour".*

The site itself lies outside of the SPA, SSSI and Ramsar designations, but within 300m of them.



1.2 This part 2/1 storeyed building - (currently vacant) - with accommodation in the attic and rear grassed space/yard is the former Town Brewery PH. Rear vehicular and pedestrian access is obtained between 10 and 12 West Street (see red line identifying application site above). It is two storeys high with a clay tile, pitched roof. The application building is locally listed within the Emsworth Conservation Area. The pub has been added to in the past at the rear in a rather ad hoc manner. 2 storey built form abuts immediately either side (rear view below).





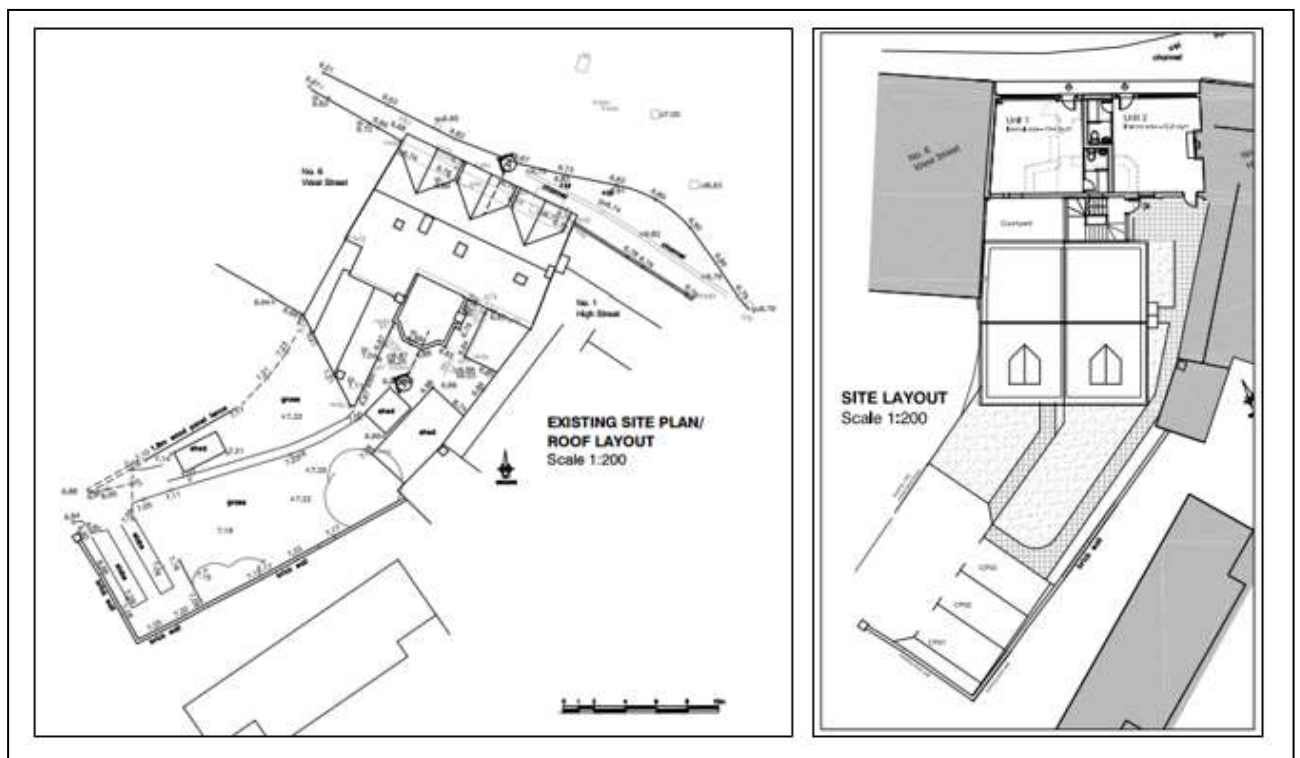
- 1.3 An extract of the Emsworth Conservation Area Character Appraisal Map is shown above. A Listed building (1 High Street) abuts to the east.

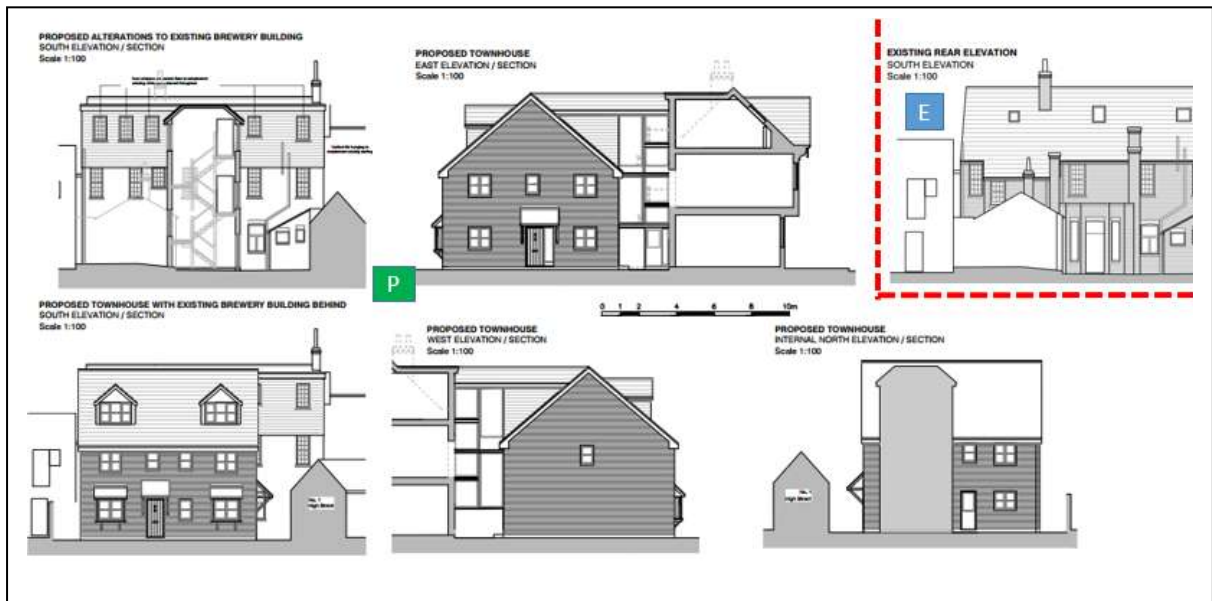


- 1.4 Some photographs of the site are shown above. There is visibility of the upper rear part of the building from School Lane.

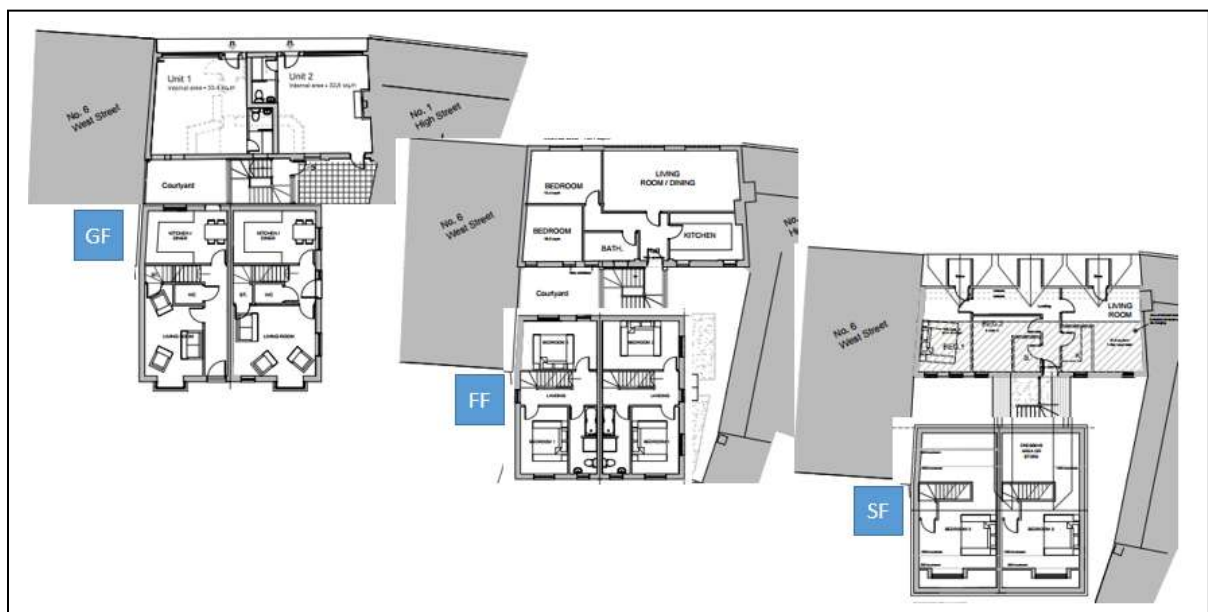
2.0 **Proposed development**

- 2.1 The existing rear roof profile is being altered by essentially placing a full width flat-roofed addition. In front of this a part two and part three storey extension is proposed, following demolition of single storey rear projections to form a pair of 2 bed town houses - (arranged on 3 levels, top level in the roofspace, lit by a single dormer window) - linked to the main existing building by a three storey element to provide a common stairwell to two flats, one each to the first and (altered) second floors of the former pub and located over two ground floor shop units (33.4m² and 32.6m² respectively). The link element roof would be predominantly flat. The positioning of the common stairwell link would leave a small, wholly enclosed yard space, available to one of the proposed town houses.
- 2.2 Each townhouse would have use of a small front garden. The pathway to one would also lead to the access/stairwell to the 2 flats mentioned above.
- 2.3 Three car parking spaces are shown beyond the garden spaces. There is no indication of where refuse storage would take place nor covered and secure bicycle storage.
- 2.4 Some images of the submitted proposals are shown below.





2.2 Images of the existing and proposed elevational treatment are shown above.

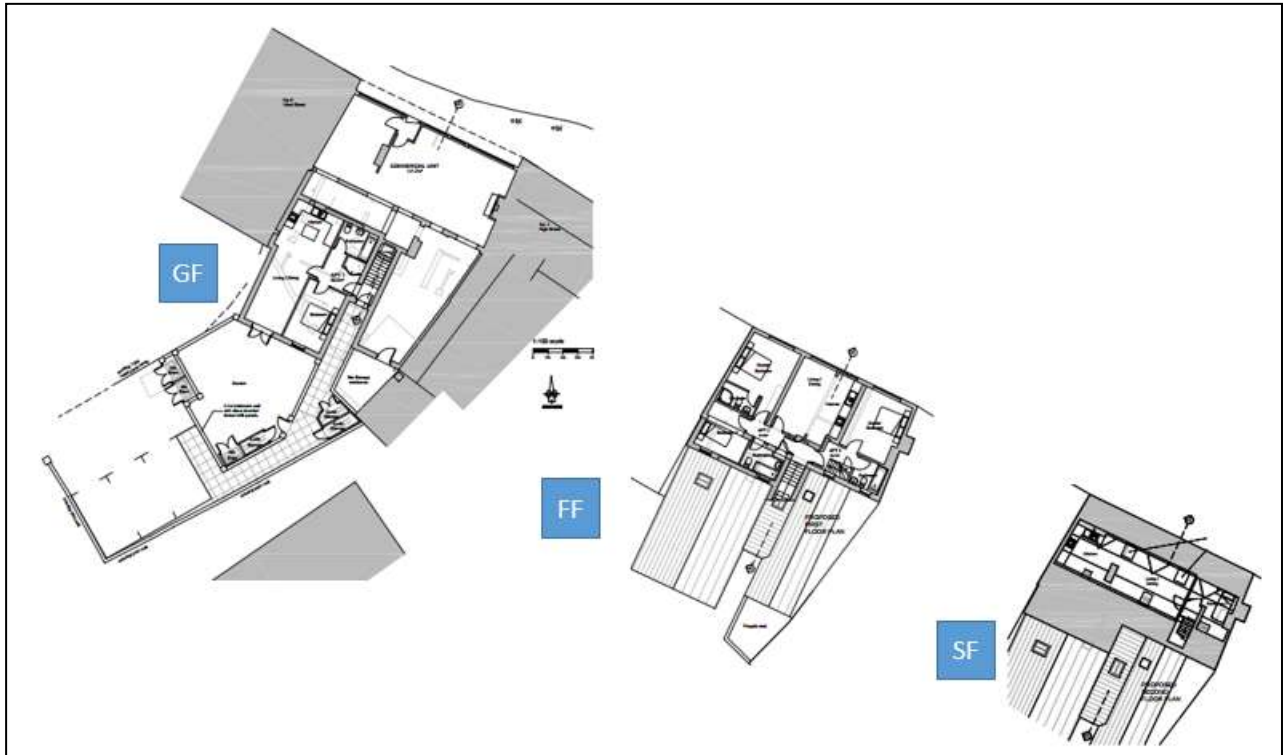


2.3 In terms of external materials, the application form says to refer to the submitted plans, but the only annotation on the elevational drawings relates to the roof adjustment to the pub stating "New windows to second floor to complement existing. Chimney removed throughout" and "Vertical tile hanging to (c)omplement existing roofing". No further detail is set out in the submitted design, access and heritage statement. No alterations appear to be proposed to the front elevation to West Street.

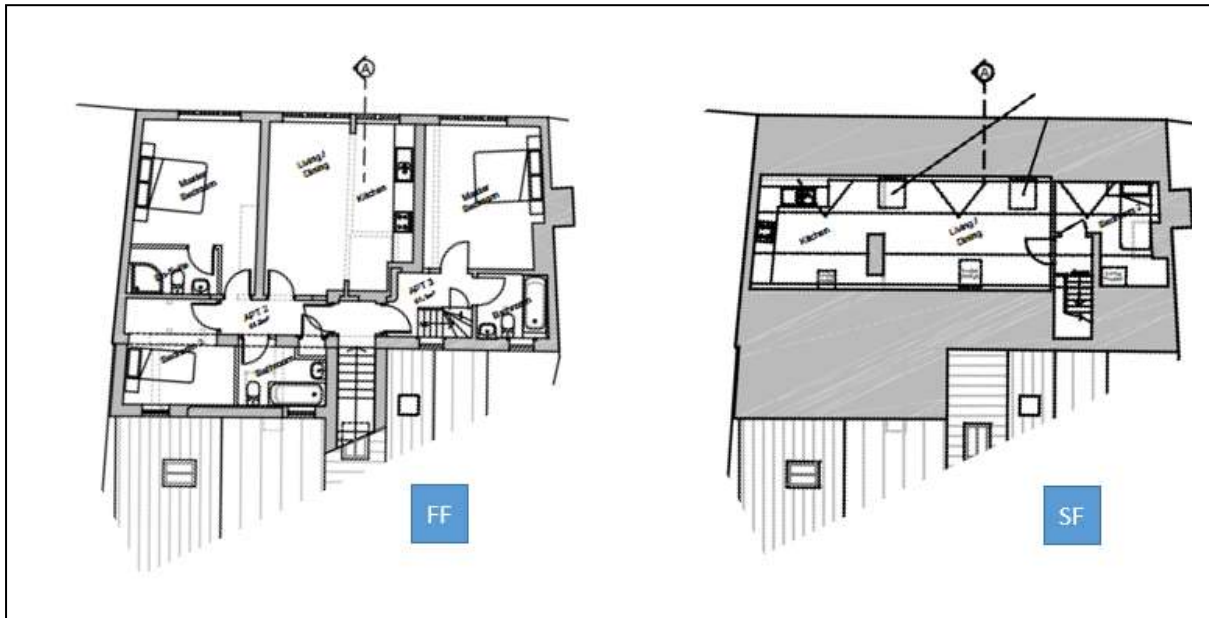
3.0 Relevant planning history

3.1 APP/16/00093: "External alterations in connection with proposed change of ground floor A4 use to flexible A1/ A2/A3 /A4/A5 use including rear extension. Conversion of first and second floors to form 2 x two bed apartments and rear extension to form 1 x two bed apartment with associated parking and external

works". This was approved 4.4.16 and the council website says the discharge of certain conditions was sought in the following July. Extracts of the approved plans, designed by a different architect to those prepared for application APP/17/00067, are shown below. The bottom image shows one commercial unit was to be formed on the ground floor (just under 122 m²), with a good storeroom, separate refuse enclosure but apparently now wholly serviced from the street, not from the rear.



- 3.2 Above the shop, existing ancillary living accommodation to the pub was to be sub-divided to create 2 x 2 bedroomed apartments, one arranged on two levels. The submitted plans to APP/17/00067 have a materially different configuration to those approved and thus ought to be part of the current description of development. Finally, the rear elevation was to be rationalised/adapted and converted to form a ground floor flat with its own walled garden.



- 3.3 Under application APP/16/01181, planning permission was sought in November 2016 for a new shopfront indicated below, inserting a second doorway. No floor plans accompanied this application. The application is undetermined at the time of writing this report. The council's Heritage adviser was seeking amendments.



4.0 Planning considerations

The following Policy Framework* is considered relevant to the determination of of this application –

NPPF – 7, 9, 11, 14, 17-23, 56-58, 60-61, 64, 66, 69, 93-94, 99-101, 103, 109, 111, 115, Section 12, 188; **NPPG** – ID's 2b, 6-8, 10, 18a, 20, 21a, 23b, 26, 30, 34, 56;

HBLP – CS2, CS4-CS6, CS8, CS11-CS12, CS14-CS17, CS19-CS21, DM3, DM11, DM14; **SBSA** – AL1-AL2, DM20, DM24-DM25; **CHMP** – LS1-LS2, LS4, HE1, BD1, BD3, NC1, NC5, CD1, CD3, WQ1, WQ4, EW4, EL3, EG1-EG4; **PP** – 01, 04; **SPG/D** – especially design considerations from EDS p.3 (5/6), p.5 (7/9), p.9 (13), p.15 (2/4/7/9-10/12), P.23 (22), P.27 (27), 33 (1).

4.1 The main issues to be considered relate to

- (1) visual impact for a locally listed building in the Emsworth Conservation Area, within the Chichester Harbour AONB;
- (2) finding a sustainable beneficial use for the building to help pay for its upkeep; and,
- (3) the developer ensuring any net gain of dwellings at the site makes the necessary contribution via a planning agreement to mitigate the impact of ecological disturbance at the harbour shoreline.

4.2 Visual impact.

- 4.2.1 Whilst the rear of the site has little wider visibility (and none from the harbour shoreline), the correct tests to be applied are impact to the character and appearance of the Conservation Area (which of course is in the AONB) and impact to a undesignated heritage asset, given Policies CS11/CS12/DM20 of the Local Plan and HE1 from the Conservancy's Management Plan, not forgetting the council's own Conservation Area Appraisal and Community's Emsworth Design Statement.
- 4.2.2 The agent claims removing the ad hoc additions at the rear will reveal the original rear elevation, but the proposed townhouses would then obscure the elevation even more than can be seen now.
- 4.2.3 Furthermore, the very inappropriate, full width, flat roofed alteration to the rear roof surface which would be partly visible from School Lane is not considered to be a sympathetic addition to this undesignated heritage asset and would not even preserve the character and appearance of the Conservation Area. Overall, in fact, a harmful visual impact is concluded. It is for the local planning authority to assess residential amenity and living conditions, but I consider the new town houses and link element would create a very poor inter-relationship at the rear with the flats being created in the original pub building at first and second floor levels. The outlook available to the easternmost townhouse from its east elevation would also be poor and windows at ground floor level would not enjoy reasonable privacy owing to the passage of the proposed flats.



4.2.4 The number of dwellings has increased by one over APP/16/00093, with no increase in parking to a site with very restricted access. No bicycle parking is demonstrated as a sustainable alternative to the car and it is not clear what refuse facilities would be provided. All these factors suggest to me that an inappropriate overdevelopment of the site has been put forward that would harm heritage interests in the AONB.

4.3 Finding a sustainable beneficial use for the building.

4.3.1 A sustainable future does need to be found for this heritage asset now that use as a public house has ceased. The separate application to alter the shopfront did not have floor plans associated with it so it was assumed that the APP/16/00093 layout to create a good sized shop would be implemented. What is now proposed is two very small separate shop units, with no storage space.

4.3.2 It is my opinion that what is proposed now does not represent sustainable development as set out in the NPPF. I am concerned that no-one would find these two small shop spaces attractive to let and that if formed, they would remain vacant, not contributing to the vitality and viability of the town centre. It is important that the Conservancy supports vibrant, commercially healthy communities within the AONB, to sustain those living in and visiting the AONB.

4.4 Ensuring that any net gain in dwellings at the site and the additional at coast recreational disturbance this could create is properly mitigated.

4.4.1 At the current time, the agent has not offered any mitigation on behalf of his client. P.U.S.H. and Chichester District Council have formed a partnership and commissioned studies into such recreational impact and an interim mitigation strategy has been adopted by partners, including the Conservancy, which has the support of Natural England. Under the European Habitats Regulations, such mitigation has to be secured before affected development can be supported.

5.0 **Conclusions**

5.1 The Conservancy therefore lodges an objection, but did offer support of the previous proposals under APP/16/00093.

SRL for 6/3/17 CHC Planning Consultative Committee

Comments requested by: 27 February 2017, with extension of time granted by HBC to comment from today's meeting.

PLANNING POLICY FRAMEWORK*

*Abbreviations used:-

NPPF – National Planning Policy Framework (2012)

NPPG – National Planning Practice Guidelines (2012)

HBLP– Policies from Havant Borough Local Plan (Core Strategy)(2012).

HBSA - Havant Borough site Allocations DPD (2014)

CHMP & PG – Chichester Harbour Management Plan (2014-2019) & Planning Guidelines (as amended 2011-2013)

PP – CHC Planning Principles (Adopted 17.10.16)

SPG/D – Supplementary Planning Guidance/Documents/Evidence:-

- Chichester Harbour AONB Design Guidelines for New Dwellings and Extensions (2010)
- Havant Borough Council - Borough Design Guide - Supplementary Planning Document (December 2011)
- Emsworth Design Statement (2008)(Numbers in brackets in report indicate a numbered design consideration on that page number).
- Emsworth Conservation Area Character Appraisal/Management Plan (2010)
- Consultation draft of Chichester Harbour Supplementary Planning Document (2016)

