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|-----------------|---------------------------------------------------------------------------------------------|---------------|-------------|
| Site Address:   | Land adj. 17 Lockerley Road, Havant, PO9 2HB                                                |               |             |
| Proposal:       | Construction of 6No. 1-bed studio apartments on land adjacent to 17 Lockerley Road, Havant. |               |             |
| Application No: | APP/17/00773                                                                                | Expiry Date:  | 15/09/2017  |
| Applicant:      | Mr West<br>Havant Housing Association                                                       |               |             |
| Agent:          | Mr Saunders<br>PDP Architecture llp                                                         | Case Officer: | Tina Pickup |
| Ward:           | Bondfields                                                                                  |               |             |

Recommendation: **REFUSE PERMISSION**

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## **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 Accordingly that application was withdrawn as unnecessary.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.

## **2 Planning History**

99/50680/002 - Conversion of existing hostel to one 5 bedroom dwellinghouse and erection of 1.8

m 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.,

Withdrawn 04/11/2016

### **3 Proposal**

Construction of 6No. 1-bed studio apartments on land adjacent to 17 Lockerley Road, Havant.

It is proposed to add a two storey side extension comprising 6No. 1 bed studio flats which would each contain an en suite bathroom, kitchenette, desk and chair space. These 6 flats would not be physically linked to the existing building and 4 would be separately accessed from a single entrance on the Lockerley Road side, whilst 2 would have separate front doors on the St Albans Road side. The flats would house Havant Housing Association residents who currently receive a low level of assisted living support and whilst some staff support would be provided, the aim is to provide accommodation that enables independent living.

The proposed extension would measure approximately 7.2m wide, having an overall length of 15.8m. It is designed in two sections, with the 4 flat block having the same eaves height as the front elevation and slightly reduced ridge line; whilst the two storey rear projection containing the 2 further flats, would be recessed back slightly with a lower ridge. Half hips are proposed to match the existing building.

No onsite parking would be provided. A small amenity area is provided with an area for refuse bins on the northern boundary.

### **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) |

Local Plan Housing Statement 2016

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

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

### **Building Control**

Unable to see solid waste storage provisions on site. Should be provided in accordance with Approved Document H 5

No other comments at this time

### **Crime Prevention**

None received

### **Environment Agency**

None received

### **Highways Engineer**

The Highway Authority has no adverse comment to this application

### **Portsmouth Water Company**

Portsmouth Water deem the proposed development low risk to groundwater and have no further comments regarding groundwater protection.

### **Public Spaces**

None received

### **Southern Gas Networks - stage 1**

None received

### **Waste Services Manager**

No issues over waste collection regarding this planning application.

## **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: 3

Number of site notices: 1

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) Parking
- (v) 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, in order to address the high need for new housing in the Borough the Council is reviewing the Adopted Local Plan and has, as an interim statement, adopted the Local Plan Housing Statement in December 2016. 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 6 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 eastern elevation of the existing building is approximately aligned with the eastern elevation of the redundant concrete parking block to the north. Both recede from view by virtue of screening trees and sufficient separation distance to the highway. It is the newly replaced fence that is currently most visually prominent in the street scene and appears to encroach forward and dominate the adjacent pavement.

The proposed development would extend eastwards towards St Albans Road by some 7.2m, filling in the existing area between the side elevation and the fence line. At two storey height, and combined with the length extending some 15.8m north, then the bulk and mass of this development would be an intrusive feature in the otherwise spacious setting. It is considered that any users of the pavement and adjacent public space would feel dominated by the oppressive and overbearing presence of the proposed extension. The extension would fill the area up to the existing fence line and the presence of the fence line helps to assess the impact of the proposed form and profile of the development. It is considered that the development would read as a back edge of highway development in an area where this is not a feature.

The proposed plans only provide a small set back of development from the edge of the highway, approximately 1m, and this is proposed to be enclosed by 900mm high railings and used as a forecourt landscaping strip. It is considered that the narrow strip would not provide any valuable or meaningful landscape contribution to the setting of the site. The further enclosing of this area with railings would exacerbate the loss of spacious setting and sense of dominance of the proposal. Overall the height, mass, bulk and proximity of the proposed development to the back-edge of the pavement is considered to represent an oppressive and overbearing form of development that is not characteristic in this area and would be detrimental to the visual spatial setting and appearance of the immediate area.

The NPPF requires good design as a key aspect of sustainable development and at Para 58 aims for developments to "establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit". This is reiterated within Policy CS16 which requires development to respond to and respect its local context and at section 1. c) "Uses the characteristics of the locality to help inform the design of the new development including heights, massing, existing buildings lines, plot widths and depths, materials and proportions of windows and doors". This policy also aims to encourage development that results in a positive relationship between buildings, street and spaces. Policy DM7 refers to elderly and specialist housing provision, and by virtue of the proposal being for supported living accommodation this policy is relevant to this application, and specifically requires at clause 2 that permission will only be granted if "A setting for the building is provided which is in keeping with the surrounding area. "

Additionally the adopted Borough Design Guide SPD, 2011 at section 4.2 considers the Site and Context and notes in particular that 'Set back enclosure' refers to the separation distance between a building line and the street/public realm. Under Massing the document notes that the mass of a new building should not be allowed to dominate the street.

It is considered that the proposal does not respect the unique spacious setting of this particular application site and therefore the proposed development does not accord with Policy CS16, clause 2 of DM7 or the borough design Guide SPD. The bulk and mass of the side extension with its associated loss of open area and overbearing impact onto St Albans Road is considered to result in a poor relationship with the street and public spaces of the site. The intrusion into the streetscape would be at variance with the spatial characteristics of the site. It is considered that the setting of the existing building would be undermined and harmed and the proposal would not be in keeping with the local context.

The impact of the proposed development has been discussed with the applicant who

provided an additional site analysis and made a comparison with the nearest other pinch-point in the building line of St Albans Road. Flexford Gardens to the south is set at right angles to St Albans Road and as such the side gable of No. 28 fronts St Albans Road, but set back behind a grass verge. The side gable was found to be set 4.5m from the kerb of the highway and the proposed development would be set 4.8m from the kerb line. Despite these figures being similar, nevertheless the LPA is of the view that the two sites are distinct. The side gable of 28 Flexford Gardens sits within the general building line of St Albans Road and whilst one of the narrower sites, still respects the overall building line and spacious character of the road. However the character changes with the school grounds, park and open corner in front of the application site all being devoid of regular buildings and instead the presence of open grass verges and mature trees. It is accepted that the presence of these screening trees mitigates against the long distance views of the proposed development in street scene terms, but would not when close and immediately adjacent the site.

It is the overbearing impact of the proposal on the immediate, close up setting of the site that is considered to be harmful and contrary to policy. The proposed development would appear as a prominent and incongruous back edge of highway development where none others exist.

(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 relationship of the proposed building with the concrete parking block to the north is close with minimal separation. However, the internal layout is such that the primary outlook would be to the east and not towards the concrete parking block. Accordingly it is considered that the amenity of future occupiers would not be compromised by the proximity of the parking block. A small area of communal amenity space is provided for future residents which is considered sufficient given the sites location adjacent a public park.

(iv) 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. 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. If permission had been recommended then a condition would be proposed limiting the future occupiers to groups of tenants needing some support - to ensure justification of zero parking in perpetuity.

(v) Developer Contributions

The proposal development would be CIL Liable and the appropriate forms have been submitted. It is noted that an Exemption or relief would be claimed on the basis that

the proposed development would be for affordable housing which qualifies for mandatory or discretionary Social Housing relief. However CIL Form 2 has not been submitted. In light of the recommendation for refusal, the Draft Liability Notice has not been prepared or sent, and could be resolved at appeal stage if necessary.

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.

## 8 Conclusion

Although the proposed development would make a modest contribution of six one-bedroomed dwellings to the local housing supply and seeks to maximise the use of the site, such benefits are considered to be outweighed by the harm caused to the setting of the site and from the overbearing impact and intrusion into the streetscape that is not in keeping with the spacious characteristics of the immediate locality. The proposal is considered to be contrary to Policy CS16 and DM7 and is recommended for refusal.

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## 9 RECOMMENDATION:

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/17/00773

(B) for the following reasons

- 1 The proposal would, by reason of its design, height, mass, bulk and siting in such close proximity to the back edge of the highway and public area, result in the loss of the spacious setting of the existing building and be out of keeping with the immediate surrounding area. This would have an overbearing, dominant and oppressive effect, resulting in an intrusion into the streetscape that would be detrimental to the visual amenities and spatial characteristics of the immediate setting of the site. The proposal is therefore contrary to policy CS16 and DM7 of the Havant Borough Local Plan (Core Strategy) 2011, the Havant Borough Design Guide SPD 2011, and the National Planning Policy Framework 2012.