
Site Address: 205 Havant Road, Hayling Island, PO11 0LG
Proposal: Single storey extension to garage for recreational and personal use (gym, steam room, WC and bar)
Application Type: Full Planning Permission
Application No: APP/24/00175 Expiry Date: 14/05/2024
Applicant: Mr Leaves
Agent: Mr Connis Case Officer: Robert Riley
 Leyson Building Consultancy
 Limited
Ward: Hayling West

Recommendation: **REFUSE PERMISSION**

1 Site Description

- 1.1 The application site is located on the west side of Havant Road on Hayling Island. The site comprises of a one and a half storey dwellinghouse with 2 no. dormers on its front elevation. The application site features a paved driveway to the front, with an access to the side of the dwelling leading to a deep rear garden featuring a garage constructed with white painted blockwork and brick to form its external walls and concrete tiles in a pitched roof design.
- 1.2 The dwellinghouse is located on the edge of the designated built up area as defined by policies CS17 of the Havant Borough Local Plan (Core Strategy) 2011 and AL2 of the Havant Borough Local Plan (Allocations) 2014. To the north of the site beyond the driveway to No.207 are open fields. Havant Road close to the site features a variety of detached dwelling styles and materials including bricks, painted brick and render.

2 Planning History

01/51532/004 - Provision of new vehicular access., PERM,06/07/2001

00/51532/003 - Single storey extension to rear., PERM,04/12/2000

91/51532/001 - New roof incorporating dormer windows to front and rear and new vehicular access, PERM, 19/11/1991

3 Proposal

- 3.1 There are 3 elements proposed to the application site:

- Single storey extension to existing outbuilding (garage) for the use of recreational and personal use (gym, steam room, WC and bar). The extension to the outbuilding would feature an approximate eaves height of 2.4 metres an approximate ridge height of 3.4 metres a maximum proposed approximate width of 10.2 metres and a proposed maximum depth of approximately 9.2 metres.
- Decking with a proposed approximate height of 0.25 metres (this element on its own would represent permitted development).

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

CS15 (Flood and Coastal Erosion)
CS16 (High Quality Design)
DM8 (Conservation, Protection and Enhancement of Existing Natural Features)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)

Emsworth Neighbourhood Plan Post Examination Version 2020 N/A

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

5 Statutory and Non Statutory Consultations

Councillor Brenda Linger - Hayling West

No comment received

Councillor Julie Richardson

No comment received

Councillor Paul Gray

No comment received

County Archaeologist

Thank you for your consultation. Although archaeological evidence has been recorded the adjacent land, in view of the relatively small scale of the development I would not raise any archaeological issues.

Hampshire Biodiversity Information Centre

Within 50m Wader and Brent Goose Strategy - H62B Low Use Site

Southern Water

Protection of Public Apparatus

Please see the attached extract from Southern Water records showing the approximate position of our existing foul sewer within the development site.

- The 150 mm public foul sewer requires a clearance of 3 metres on either side of the public foul sewer to protect it from construction works and to allow for future maintenance access.

- No new development or tree planting should be carried out within 3 metres of the external edge of the public foul sewer without consent from Southern Water.

- No soakaways, swales, ponds, watercourses or any other surface water retaining or conveying features should be located within 5 metres of public or adoptable gravity sewers, rising mains or water mains.
- All existing infrastructure should be protected during the course of construction works.

Please refer to: southernwater.co.uk/media/3011/stand-off-distances.pdf

It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.

Foul and Surface Water Drainage

Southern Water requires a formal application for any new connection to the public foul sewer to be made by the applicant or developer.

To make an application visit Southern Water's Get Connected service: developerservices.southernwater.co.uk and please read our New Connections Charging Arrangements documents which are available on our website via the following link: southernwater.co.uk/developing-building/connection-charging-arrangements

The supporting documents make reference to drainage using Sustainable Drainage Systems (SuDS).

Under certain circumstances SuDS will be adopted by Southern Water should this be requested by the developer. Where SuDS form part of a continuous sewer system, and are not an isolated end of pipe SuDS component, adoption will be considered if such systems comply with the latest Design and Construction Guidance (Appendix C) and CIRIA guidance available here: water.org.uk/sewerage-sector-guidance-approved-documents/ciria.org/ItemDetail?iProductCode=C753F&Category=FREEPUBS

Where SuDS rely upon facilities which are not adoptable by sewerage undertakers the applicant will need to ensure that arrangements exist for the long-term maintenance of the SuDS facilities. It is critical that the effectiveness of these systems is maintained in perpetuity. Good management will avoid flooding from the proposed surface water system, which may result in the inundation of the foul sewerage system.

Thus, where a SuDS scheme is to be implemented, the drainage details submitted to the Local Planning Authority should:

- Specify the responsibilities of each party for the implementation of the SuDS scheme.
- Specify a timetable for implementation.
- Provide a management and maintenance plan for the lifetime of the development. This should include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

Southern Water, Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX
southernwater.co.uk

Southern Water Services Ltd, Registered Office: Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX Registered in England No. 2366670
For further advice, please contact Southern Water, Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX (Tel: 0330 303 0119).
Website: southernwater.co.uk or by email at: SouthernWaterPlanning@southernwater.co.uk

Engineering/Drainage

No comments received

Portsmouth Water

Please find attached the plan(s) showing the approximate position of water mains at the requested location.

Service connections are not shown but it should be assumed that all premises are supplied from the water distribution network. Other connections not related to properties, such as field supplies, may also exist so we would suggest a visual/CAT scan/Ground Radar survey is undertaken prior to any hand or mechanical excavation.

Safe digging practices in accordance with HSE publication HSG47 "Avoiding Danger from Underground Services" must be used to verify and establish the actual position of the mains, pipes, services and other apparatus on site before any mechanical plant is used. This documentation is available at

<http://www.hse.gov.uk/pubns/priced/hsg47.pdf>

Copies of guidance notes: Working near distribution apparatus and Guidance for working near or over a Trunk Water Main are enclosed. Please read carefully as the conditions will apply to any work you undertake in the vicinity of Portsmouth Water assets.

It is important to ensure that a copy of the above guidance is provided to those undertaking any work which may affect our apparatus.

Please note Portsmouth water has no responsibility for any underground drainage or sewerage infrastructure. Enquiries regarding these assets should be directed to the relevant authority/company.

Environment Agency

No comments received

Langstone Harbour Board

No comments received

Southern Gas Network

Please find an extract from our mains records for your proposed work area, any SGN assets are described in the map legend. On some occasions blank maps may be sent to you, this is due to your proposed work being in a no gas area but within our operational boundaries.

This mains record only shows the pipes owned by SGN in our role as a Licensed Gas Transporter (GT). Please note that privately owned gas pipes or pipes owned by other GTs may be present in this area and information regarding those pipes needs to be requested from the owners. If we know of any other pipes in the area we will note them on the plans as a shaded area and/or a series of x's.

The information shown on this plan is given without obligation or warranty and the accuracy cannot be guaranteed. Service pipes, valves, siphons, stub connections etc. are not shown but their presence should be anticipated. Your attention is drawn to the information and disclaimer on these plans. The information included on the plan is only valid for 28 days.

On the mains record you may see the low/medium/intermediate pressure gas main near your site. There should be no mechanical excavations taking place above or within 0.5m of a low/medium pressure system or above or within 3.0m of an intermediate pressure system. You should, where required confirm the position using hand dug trial holes.

A colour copy of these plans and the gas safety advice booklet enclosed should be passed to the senior person on site in order to prevent damage to our plant and potential direct or consequential costs to your organisation.

Safe digging practices in accordance with HSE publication HSG47 "Avoiding Danger from Underground Services" must be used to verify and establish the actual position of the mains, pipes, services and other apparatus on site before any mechanical plant is used. It is your responsibility to ensure that this information is provided to all relevant people (direct labour or contractors) working for you on or near gas pipes.

It must be stressed that both direct and consequential damage to gas plant can be dangerous for your employees and the general public and repairs to any such damage will incur a charge to you or the organisation carrying out work on your behalf. Your works should be carried out in such a manner that we are able to gain access to our apparatus throughout the duration of your operations.

Scottish & Southern Electricity Networks

We have sent you the plans of our network records within the area requested. You will shortly receive responses each of the following; any High Voltage Mains cables and Low Voltage Mains cables.

Attached to this email is the 'Guide to Interpreting' which includes the legends for the plans on pages 7-9.

If a Service Cable is not shown on our maps sent, and you require the Cable to be Traced, please contact the General Enquiries Department on 0800 048 3516 (option 3) or via email, ge@ssen.co.uk

If you need further information on our network in this area or a quotation for any required works, please contact the Connections & Engineering Department on 0800 048 3516 or via email, connections@sse.com

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: 2

Statutory advertisement: Not applicable.

Number of representations received: 1

Neighbour comments

The proposed alterations once added to the existing garage would make the completed building disproportionately large, compared to the size of the existing property and compared to the size of the overall plot.

The completed alterations will have a footprint similar to the house next door (207 Havant Road) and much too large for its intended use.

The boundary of the proposed extension is too close to the adjacent property. It could be built between the garage and the existing property making it less imposing on the adjacent 207.

I cannot find exact measurements on the application to determine its overall size.

The planning notice was not displayed in a public space and is on private land far away from public viewing preventing further comment.

The size of the proposed development would lend itself to a dwelling supplementary to the existing property and not merely a gym

Officer comments

Concerns in relation to size of the building are noted.

Neighbour impacts are considered in part 7.

The submitted drawings are to scale.

A further site notice was subsequently put up in a publicly visible location to allow for further comments.

The overall size of the outbuilding combining the existing garage would be approximately 109 square metres. See part 7.

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) Use of the outbuilding
- (v) Ecology
- (vi) Flood risk

(i) Principle of development

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

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

Character Bulk and the streetscene

7.3 The outbuilding would feature an approximate eaves height of 2.4 metres and an approximate ridge height of 3.5 metres, a proposed approximate width of 10.6 metres and a proposed maximum depth of approximately 9.6 metres to adjoin the existing garage. Policy CS16 of the Havant Borough Local Plan (Core Strategy) requires a high standard of development that responds to and respects local context, as well as producing a positive relationship between buildings. The policy is considered further in 7.9 below.

7.4 Whilst the principle of the erection of an ancillary outbuilding within the curtilage of No.205 is considered to be acceptable, the size and footprint of the proposed building is very substantial. The proposal whilst located to the rear garden of No.205, would be readily visible from the streetscene, when viewed from Havant Road, with views from the gap between No.203 and No.205 afforded across their access drives and from the access drive to No.207. The location of the site is also relatively prominent across the open landscape from the north which is characterised by flat fields.

7.5 The proposal substantially extends an existing garage building providing a Gym, Social Area/Bar, Pool Area, Shower/Wet Room and WC. The development would (if built) be read together as one very large outbuilding which extends to almost the full width of the plot. The size and scale of the resultant building would be so significant that it would read visually as the provision of an out building of the same size as a substantial bungalow. This would significantly consolidate the built development on the edge of the built up area and would result in a pattern of unexpected development to the rear of the main dwelling which would be harmful to the established pattern of development in this area.

- 7.6 In terms of comparisons of floorspace between the outbuilding and the existing footprint of the dwelling house, it is relevant to consider that if a new outbuilding is physically attached to an existing one, the resultant impact of the combined building is read together. This is because visually and in terms of footprint the buildings would be viewed as a single entity (it is also noted that render is proposed to the garage to match the extension). It is clear that the outbuilding competes in terms of its footprint with the main dwelling and this is therefore seen as an unexpected and large development in the rear garden of No.205.
- 7.7 It is considered that the external design of the outbuilding with a total area including the garage of approximately 109 square metres would be of a significant enough size that it would visually be tantamount in scale to a separate dwellinghouse in the rear garden. In comparison the main dwellinghouse, features a ground floor footprint of approximately 111 square metres it is considered that the size of this outbuilding could not be seen as subservient or visually subordinate to the scale of the main dwelling.
- 7.8 A comparison between the footprint of the proposed building with that of a new dwelling has been carried out using the Technical housing standards – nationally described space standard. The proposed floorspace would appear to exceed the minimum internal space standard for a one storey 4 bedroom 6 person dwelling property which under the standards must be a minimum of 99 square meters. In this regard, as this outbuilding larger than a four bed dwelling it is considered excessive. This size of development is considered inappropriate in a backland position close to the edge of the built up area.
- 7.9 It is considered that the proposal would be contrary to Havant Borough Local Plan (Core Strategy) 2011 policy CS16 and in particular part 1 a) and c). CS16 states:

Policy CS16 High Quality Design

Planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and relax. All development should demonstrate that its design (amongst other matters):

1. Responds to, draws inspiration from and respects local context and:

a) Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site;

It is considered that an outbuilding of the size proposed does not draw inspiration from and respect local context but would rather contrast with this context contrary to the established pattern of development on the edge of the built up area.

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;

The proposal for a large rear outbuilding does not use the characteristics of the locality but contrasts to the existing detached dwellings with rear gardens by adding an outbuilding which reads ~ (because of its scale) as a backland development in contrast to the established pattern of development.

- 7.10 The proposal also seeks to install patio/decking next to the outbuilding, this would feature a modest footprint and could be built under permitted development rights and is considered acceptable.

Materials

- 7.11 The proposal seeks to alter the existing outbuilding's materials to match the proposed materials for the extension. The roof would feature hip bonnet tiles to accommodate a 15° pitch minimum and Flanders tile 20/20; interlocking tile with natural alluvial Humber clay to form the roof, and its external walls would feature light render which is stated on the plans to be white, light and magnolia. Regarding this, it is noted that any of these proposed colours would not appear out of place with the streetscene or the existing dwelling on site which primarily feature brickwork and light rendered (white and cream coloured) properties. The light colour would however not be recessive but would draw the eye to the building in the wider landscape.
- 7.12 The design and appearance of the proposal is deemed inappropriate in context to the main building and represent an unexpectedly large development in the back garden of the property on the edge of the open landscape, and is therefore considered to be unacceptable, not meeting the requirements of Policy CS16 of the HBLP (Core Strategy). It is considered that the scheme would result in an adverse impact on the visual amenity of the locality.

(iii) Impact upon residential amenity

- 7.13 To the southern and western sides of the application site are properties at No's. 203 and 207 Havant Road. Due to proximity, the main impact to assess would be in regard to these two properties. It is noted that due to the nature and scale of the works, and the set back from Havant Road, that properties to the front of this property would be acceptably impacted.

No.203 Havant Road

- 7.14 To the southern side of the application site is No.203 Havant Road. Regarding the potential for overlooking, it is noted, that there is one rooflight that faces the rear garden of No.203, however, due to its sufficient cill height from finished floor level, it would not increase overlooking and it would be considered acceptable. Regarding the potential for overshadowing and the sense of overbearing, it is noted that the extension of the outbuilding would feature a very limited separation distance from No.203's rear garden of approximately 0.4 metre (wall) and 0.1 metre (roof overhang). With regards to this, it was noted on a site visit, that there is a currently a hedge to part of the common boundary of these dwellings, with other parts of the boundary relatively open. If permission were to be recommended a condition in relation to boundary treatment would need to be considered to ensure suitable treatment.
- 7.15 It is noted that the building would project to most of the depth of No.203's rear garden, however, No.203 already has a rear linked outbuilding adjacent to the garage of No.205 so that the proposed extension would be set well away from the main house of No.203. Whilst the extent of the development close to the boundary would result in a long building adjacent to the boundary on balance given the single storey nature of the building and shallow roof pitch it is not considered that the development would be overbearing. The building would also be located to the north of No.203 which would avoid an unacceptable impact on sunlight or daylight.

No.207 Havant Road

7.16 To the western side of the application site is No.207 Havant Road. Regarding the potential for overlooking, it is noted that 3 rooflights would face No.207's eastern elevation, however these would feature a sufficient cill height from finished floor level to prevent overlooking. With regards to these considerations, this property is considered to be acceptably impacted regarding overlooking. Gym doors would face the access drive to No.207 and field access/ turning area, this is considered acceptable. Regarding the potential for overshadowing and the sense of overbearing, it is noted that this proposal would feature a tapering separation to the boundary with No.207 which varies between approximately 1 metre and 4 metres. No.207's flank wall would itself be set a minimum of approximately 3.6 metres off. It is noted that the closest part of No. 207 is a garage. There is a brick wall to the common boundary. It was noted on a site visit, that there are windows on the eastern elevation of No.207 Havant Road, these appear to serve a garage, there are also windows set further off under an existing roof covering. Whilst the proposed building would cover most of the width of the application plot it would be set off the boundary and be single storey with a shallow pitched roof. In consideration of this, on balance, the proposal is not considered to unacceptably increase overshadowing or the sense of overbearing and would have an acceptable impact upon this dwelling.

7.17 Consequently, it is considered that the proposal on balance would not appear overbearing or lead to a loss of light, outlook or privacy and would have a limited and acceptable impact on the properties immediately adjacent to the application site and the properties opposite or to the rear, meeting the requirements of Policy CS16 of the HBLP (Core Strategy). It is noted one letter of objection was received with respect to the scheme as detailed in part 6.

(iv) Use of the outbuilding

7.18 This proposal seeks to extend the existing outbuilding to be used as a gym, steam room, WC and social area/bar. Should planning permission have been recommended, a condition would be proposed to seek to ensure that the use would be incidental to the use of the main dwelling.

(v) Ecology

7.19 The application site is located within 50 metres of protected and notable species; Wader and Brent Goose low use site, however, considering the scale of the proposed works, it is considered unlikely to result in harm to protected species and would accord with Policy DM8 of the Havant Borough Local Plan (Core Strategy 2011).

(vi) Flood risk

7.20 The application site is located within Flood Zone 3. Paragraph 174 of the NPPF requires a site-specific flood-risk assessment for all development within Flood Zones 2 and 3, a consultation or further action. As part of the flood risk assessment submitted with this proposal, it is stated with regards to mitigations that "*No additional or separate residential units will be created as part of the development*" "*No sub-division or intensification of usage at the site is proposed*" "*The additional footprint created by the development will not exceed 250m²*" "*There will be no increase in vulnerability*" "*No sleeping accommodation is proposed in the outbuilding*" "*Floor levels within the extension will be set no lower than existing floor levels*" "*Flood proofing of the development will be incorporated as appropriate*"

" The applicant will register with the Environment Agency Floodline Alert/Warnings Direct service".

- 7.21 Officers are therefore satisfied with the flood risk assessment and that there would be no increase in flood risk elsewhere and that the proposal would comply with the requirements of the NPPF and policy CS15 of the Havant Borough Local Plan (Core Strategy 2011).

8 Conclusion

- 8.1 The proposed development is considered to be unacceptably large and would represent an unexpected scale of development to the rear of the existing building. The site is relatively prominent in the landscape and given the size of the building it would not appear as outbuilding to the main dwelling but would compete visually with it. On this basis it is recommended for refusal.

9 RECOMMENDATION:

That the Head of Place be authorised to **REFUSE PERMISSION** for application APP/24/00175 for the following reason

- 1 The scale of the proposed outbuilding is not considered to be appropriately subordinate or subservient to the host dwelling. The site is close to the edge of the built up area in a sensitive location close to open fields. The appearance of such a significant outbuilding in the rear garden of the host property would be entirely unexpected and conflict with the established pattern of development. This would result in the development failing to respect the local context or to provide a positive subordinate relationship between the outbuilding and the host dwelling, resulting in a visual harm to the setting of the application site and the character of the area and wider landscape. The proposal would therefore be contrary to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.