

Recommendation: **GRANT PERMISSION**

The current proposal is for the demolition of single storey retail unit and construction of a four storey (three storey with accommodation in the roof) building comprising a residential flat on each floor. The top three floors would feature 2 bed units and the ground floor would feature a 1 bed unit. Access into the building would be from an

entrance either on East Street or a rear door which can be accessed from the rear of the site from the Pallant. There would be a central staircase which would provide internal access to the flats. At the rear of the building there would be a cycle parking secure area and a bin store. Bins would be serviced from the service road located from the Pallant. The building would feature a mansard style roof and would include riven slates on the roof and the finish of the building would be rendered and painted light blue.

4 Policy Considerations

National Policies

National Planning Policy Framework (NPPF)

Core Strategies 2011 forming part of the HBLDF

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16	(High Quality Design)
CS19	(Effective Provision of Infrastructure)
CS21	(Developer Requirements)
CS9	(Housing)
DM13	(Car and Cycle Parking on Residential Development)
DM2	(Protection of Existing Community Facilities and Shops)
DM2	(Protection of Existing Community Facilities and Shops)

Allocations Plan

DM24	(Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)
DM20	(Historic Assets)

Listed Building Grade: Not applicable.

Conservation Area: St Faiths

5 Statutory and Non Statutory Consultations

Hampshire County Council Archaeologist:

Thank you for consulting me regarding the above planning application. The site of proposed development lies within an area of high archaeological potential. It is on the projected line of the Roman Road that runs north through Havant from Hayling Island and close to the crossroad with the east west road that runs through Havant from Chichester westwards. Recent investigations in this area of Havant have identified some important archaeological remains relating to the Roman settlement in Havant and it is likely that further such remains are present within the development site. In addition Havant is understood to have been a Saxon settlement although little has been found archaeologically about this period in Havants History. It is also possible that remains relating to the Saxon and later settlement are present with the development site. Such archaeological deposits would be of local and potentially regional significance. Nevertheless it is likely that there has been some disturbance of any archaeological deposits present by previous development on the site, as such it is unlikely that archaeology would present an overriding concern. I would therefore advise that the recording of any archaeological deposits that might be present on the site could be secured through the attachment of suitably worded conditions to any planning consent that might be granted. For

instance:

1) That no development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation that has been submitted to and approved by the Planning Authority.

Reason: To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record for future generations.

2) Following completion of archaeological fieldwork a report will be produced in accordance with an approved programme including where appropriate post-excavation assessment, specialist analysis and reports, publication and public engagement.

Reason: To contribute to our knowledge and understanding of our past by ensuring that opportunities are taken to capture evidence from the historic environment and to make this publicly available. Given the existing structure on the site it is unlikely that any archaeological investigation is going to be possible before the current structure is demolished. The most suitable programme of archaeological work is likely to be a strip map and record of the footprint of the new building following demolition and prior to construction. Because of the potential sensitivity of the site it is important that a specification of archaeological work is submitted and approved before demolition so that if necessary there can be monitoring of aspects of the demolition process, in particular grubbing out of foundations or removal of areas of slab.

Building Control:

No objections

Conservation Officer:

These proposals have been the subject of extensive pre-application discussions. I am commenting in a combined reply as the two proposals are intrinsically linked together.

My reservations about the scale of the proposed buildings has been well articulated in previous comments. This is a tight urban site with many constraints and is key to the wider regeneration of the area, Viability is a key issue and I accept some compromise may be necessary to bring this about. I am basing my response on the necessity of this mix of development to make the scheme viable. What happens on these two sites will inevitably be reflected in proposals (short or long term) for No.5. It is unfortunate that a more comprehensive package covering 5 – 7 East Street has not come forward but this is due to differences in ownership. If minded to grant planning permission active consideration needs to be given as to how implementation of these two projects can be seamlessly secured. The applicant appears to be on board with reference made implementation in para. 1.05 of the Design & Access Statement

Overall I am pleased with the shift towards a co-ordinated staged incremental development. This offers the best chance of securing an appropriate development that knits into the present historic street frontage to East Street. The architect has largely taken on the advice offered and I am content with the general proposal. I request that your landscape officer provide input on the hard and soft landscaping elements of the scheme, which are more her area of expertise. Some very sound suggestions were made at pre-app which require carrying through.

From my perspective, I am content we have a workable package. The manner of execution and detailing will be crucial. I recommend that planning permission be

granted subject to the following conditions.

1, The demolition hereby granted permission shall not be undertaken before a contract for the carrying out of the works of redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides. The redevelopment shall commence within one month following the completion of the demolition work, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To accord with Section 17(3) of the Act and (a) to prevent premature demolition of the building and the creation of a "gap site" which will be prejudicial to the character and amenities of the Conservation Area.

2 To tie up the phasing of development?

3, Notwithstanding what is shown on the drawings or submitted with the application, no work shall commence until full details, including samples of the external materials and finishes have been submitted to, and approved in writing by the local planning authority. All work shall be carried out in full accordance with such approval.

Reason: To ensure the materials and finishes are appropriate to this key site with St Faiths conservation area.

4. Prior to the commencement of works, a 1m² sample panel of flintwork shall be constructed for inspection and approval in writing by the Local Planning Authority.

Reason: The laying and coursing of flintwork is a craft skill requiring the engagement of suitable operatives to ensure an appropriate standard of finish on this key site within St Faiths conservation.

5 No work shall start until window, door and manufacturers details of the proposed rooflights have been submitted and approved in writing by the local planning authority. The window details to comprise:-

a) a 1:20 plan, section and elevation shown in relation to the opening into which it is to be set,

b) full size glazing bar section,

b) the method of opening and external finishes.

All work shall be carried out in full accordance with such approval and be retained thereafter.

Reason: To ensure the detailing is appropriate to this key site within the St Faiths conservation area.

6. Details of the siting and design of any proposed external meter boxes/metal ducting/flues shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

Reason: To protect the character and appearance of the conservation area.

Economic Development:

No objections

Environmental Health:

No comments.

English Heritage:

No objections

Development Engineer:

It is accepted that HBC Policy allows no car parking but I am concerned with the servicing of the proposed units. I accept however that the existing shop is serviced from East Street and I therefore cannot recommend refusal on highway impacts.

Waste Services Manager:

No response received

Crime Prevention -Minor Apps:

The cycle store is not secure. Theft of pedal cycles is a prevalent offence within the police district. To reduce the opportunities for such crimes the cycle store should be fully enclosed, and fitted with: robust doors, a lock to BS8621, internal and external lighting and cycle anchor points.

Access to the rear of the development is via a shared service way, to provide for the safety of those using this access an appropriate level of lighting should be provided along this route. The proposal creates a building with multiple occupants to provide for the safety and security of residents and visitors I recommend:

1. Communal access doors are certificated to PAS24:2012 standard
2. Individual apartment front doors are certificated to PAS24:2012 standard
3. Ground floor windows are certificated to PAS24:2012 standard
4. An audio visual access control system is installed

Planning Policy:

Site allocation: The site is allocated under draft policy HB3 of the emerging Allocations Plan under policy HB3. The site forms part of H22 and it is necessary that the application complies with the site specific development requirements contained in the site profile. The first requirement is that 'a coordinated approach needs to be taken to the delivery of this mixed use site.' It is essential that this application does not preclude the rest of the site coming forward for development in a timely fashion.

Promoting Havant Borough's Economy: The site is located in Havant Town Centre as defined by saved Local Plan policy TC1, adopted Core Strategy policy CS4 and emerging Allocations Plan policy AL3. The site is not designated as primary or secondary frontage. The proposal would result in the loss of a town centre use and it is necessary to consider whether the proposal will promote the vitality and viability of the town centre. The unit has been boarded up for a considerable time and currently detracts from the vitality and viability of this part of the town centre. Residential redevelopment offers the opportunity to revitalise and regenerate the site.

The proposal would result in the loss of a shop unit and policy DM2 of the Core Strategy is therefore relevant. Some marketing information has been provided that clearly demonstrates that the marketing of the site was not successful and that the premises are not viable for their current authorised use.

Regeneration: Havant Town Centre is identified as an area in need of regeneration in policy CS6 of the Core Strategy. This proposal will positively contribute to the physical regeneration of the historic heart of the town centre.

Housing: The provision of 4 new homes will contribute to meeting the Borough's housing requirement set out in policy CS9 of the Core Strategy.

Caring for our Borough: The site is located in St Faith's Conservation Area and therefore needs to comply with policy CS11 of the Core Strategy and DM20 of the

emerging Allocations Plan on historic assets.

Policy Principle of Development: Approve

Southern Water:

No development or new tree planting should be located within 3 metres either side of the centreline of the public sewers.

No new soakaways should be located within 5 metres of a public sewer.

All existing infrastructure should be protected during the course of construction works.

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: 26

Number of site notices: 1

Statutory advertisement: 04/07/2014

Number of representations received: 2

Three objections have been received against the application which have raised the following points:

- i. No other properties on East Street are four storeys high and it will block out light to the flats opposite and will encroach on the privacy.
- ii. To undertake a redevelopment in a piecemeal manner is likely to have serious implications on the stability of No. 5 East Street and if left in situ, would be visually dwarfed by high development on both sides presenting a discordant street frontage.
- iii. Redevelopment should take place by adopting a comprehensive solution.

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) Loss of the retail unit
- (iii) Appropriateness of the design and the effect on the conservation area
- (iv) Proposal for No. 9 East Street
- (v) Impact on neighbouring properties
- (vi) Parking provision
- (vii) Developer contributions

(i) Principle of development

7.2 The site is located in an urban area whereby development is acceptable in principle subject to other development control considerations. For this site in particular the loss of the retail unit and development in the conservation area are important

considerations. Policy DM20 (Historic Assets) of the Allocations Plan advises that planning permission will be granted for development that conserves and enhances the historic assets of the Borough and sets out the development management requirements for planning applications that affect or have the potential to affect heritage assets. One of the requirements is for applications to include a heritage statement which in the case of this application has been included and assessed by the Conservation Officer. The loss of the retail unit is addressed by the consideration of Policy DM2 of the Core Strategy.

(ii) Loss of the retail unit

- 7.3 The proposal would result in the loss of a Class A1 retail unit. However, whilst the unit is located within the Havant Town Centre, it does not form part of a designated shopping frontage whereby a certain percentage of units have to be retained as Class A1 use. Information has been provided with the application to confirm that the unit has been vacant since October 2010 when a marketing exercise was carried out. A further exercise was carried out in again in September 2013. Neither of which were successful in the occupation of the unit with a new tenant or owner. This evidence therefore highlights that there is a lack of interest in the unit as a potential viable retail or other business unit and as such, it would not be contrary to local plan policy if the unit were to change to a different use such as residential. East Street in comparison to North Street and West Street. does already include several residential properties, several which have historically been converted from shops into accommodation units and the proposed change of use to residential would not be wholly out of character for this particular location.

(iii) Appropriateness of the design and effect on the Conservation Area _

- 7.4 East Street contains several buildings of historic character, several of which are statutorily listed. Due to the era in which the buildings were constructed, many feature architectural detailing such as parapets, projecting gables, wooden windows, quoin detailing etc. The St Faiths Conservation Area Appraisal 2007 describes East Street as:

'In terms of scale, the range of buildings is considerable across the subarea from single storey shops to 3 1/2 storey houses and flats with shops at ground floor. The height of buildings varies from street to street and within streets. East Street in particular has an interesting mix of two and three storey building and variation in how the buildings address the street – some with parapets, some pitch roofs and some projecting gables (figure 2). It is this variation that provides interest and vibrancy to this part of the conservation area. There is a consistency throughout this character area to the building line which is hard to the back of pavement broken only by the churchyard. Even here the raised graveyard wall and trees help continue the important sense of enclosure in the central core of the town'.

- 7.5 In line with Policy CS16 which advises that new development should respond to local distinctiveness and Policy CS11 which advises that development should protect and where possible enhance heritage assets, the proposal includes several architectural features which would be in keeping with the historic character of the streetscene. These includes those referred to in Para 7.4. The proposed building would be of an appropriate height, achieving a vertical emphasis which is characteristic of this part of the conservation area and results in a building which forms a cohesive flow with the juxtapositions of the existing urban grain. The Conservation Officer has been consulted and has advised that coordinated incremental development of East Street

as opposed to a larger redevelopment plan, offers the best chance of securing an appropriate development that knits into the present historic street frontage to East Street. He has confirmed that he is happy with the general proposal but the manner of execution and detailing would be critical and has therefore suggested the inclusion of several conditions relating to materials and finishes. Overall the proposal is considered to not result in an adverse impact on the visual amenity of the streetscene or the character of the conservation area.

(iv) Proposal for No. 9 East Street

- 7.6 A proposal to redevelop No. 9 East Street (which is also currently a single storey retail unit) in a similar manner to No. 7 (albeit a bigger scheme including 11 units) has been submitted and is currently under consideration (APP/14/00576). If both applications for No's 7 and 9 are approved and implemented, this would leave No. 5 which is also a single storey retail unit, undeveloped and therefore result in a small visual gap in the otherwise tight knit building form. Concern has been raised that No. 5 would be visually dwarfed by high development on both sides as a result which would have an adverse impact on the streetscene. Suggestions have been made that any redevelopment proposals coming forward, should include all three sites and not take place in a piecemeal manner. A proposal for No. 5 has not come forward at this time however, the Council have a duty to consider what is before them. It is appreciated that if No's 7 and 9 are approved and then implemented, then a smaller visual gap would be created. However, there is already an existing gap which includes No's 5, 7 and 9 and the resultant gap would only be a more narrow version of what already exists. Overall and on balance, this is not considered to be so harmful to the visual amenity of the streetscene that it would be contrary to any of the relevant local plan policies and warrant the refusal of the application.

(v) Impact on neighbouring properties

- 7.7 Concern has been raised that the proposal would block out light and result in a loss of privacy to the flats opposite the site on East Street. In terms of a potential loss of privacy the new development would be located over 10m in distance which is considered sufficient in urban design terms so as not to result in a direct loss of privacy, particularly given that the properties are located in a tight knit historic urban environment. The proposal may affect the light allowance currently enjoyed by the residents in flats on the south side of East Street however, given the concentration of development in this town centre location it would be unreasonable to refuse the application given the relationship between properties along the remainder of East Street - furthermore, the orientation of the properties is such that direct loss of light is unlikely to occur throughout much of the day.

(vi) Parking provision

- 7.8 The proposal does not include any parking provision for the properties. The reason being that the site is in a central town centre location and is therefore considered to be highly accessible by other means of transport and therefore considered to be a sustainable location. The Council's Highways Officer has been consulted and has advised that whilst it is accepted that local planning policy allows for development with no parking provision in a town centre location, they are still concerned over the servicing for the proposed units in terms of refuse collections, deliveries etc. However, the Highways Officer accepts that the existing shop was serviced from East Street and therefore cannot recommend a refusal of the application on highway grounds. The proposal would be serviced in terms of refuse etc from the servicing

access to the rear of the site which would also be used by the proposed development at No. 9. This road would not contain any opportunity for residential parking however, it would provide a servicing area therefore reducing the potential impact of this occurring on East Street.

(vii) Developer contributions

- 7.9 A contribution towards the Solent Disturbance Mitigation Projection is required as the proposal is for new residential development. The relevant contribution has already been paid and the paperwork completed. The proposal therefore accords with Policy DM24 in that respect. The proposal is also liable to make a contribution of £22000 towards CIL. This would be payable on the commencement of development.

8 Conclusion

The proposal is considered to be acceptable and is therefore recommended for approval.

9 RECOMMENDATION:

That the Executive Head of Planning and Built Environment be authorised to **GRANT PERMISSION** for application APP/14/00575 subject to the following conditions:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date on which this planning permission was granted.
Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 The demolition hereby granted as part of this permission shall not be undertaken before a contract for the carrying out of the works of redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides. The redevelopment shall commence within one month following the completion of the demolition work, unless otherwise agreed in writing by the Local Planning Authority.
Reason: To accord with Section 17(3) of the Act and to prevent premature demolition of the building and the creation of a “gap site” which will be prejudicial to the character and amenities of the Conservation Area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 3 Construction of the development shall not commence until details of the proposed means of foul and surface water sewerage disposal have been submitted to, and approved in writing by, the Local Planning Authority in consultation with Southern Water. Such details shall include the measures which are to be taken to safeguard or divert existing public foul sewers crossing or in the vicinity of the site. The development shall not be carried out otherwise than in accordance with the approved details.
Reason: In order to safeguard the satisfactory operation and future maintenance of the existing public foul sewer which lies within the site, and to

secure suitable means of drainage for the new development, and having due regard to Policies CS16 and CS19 of the Havant Borough Local Plan (Core Strategy) 2011.

- 4 No development hereby permitted nor any related site clearance shall commence until plans and particulars specifying the finished levels (above ordnance datum) of both the ground floors of the proposed buildings and the surrounding ground levels in relation to existing ground levels have been submitted to and approved by the Local Planning Authority.

Reason: In the interests of the visual amenities of the streetscene and St Faiths Conservation Area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 5 No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation that has been submitted to and approved by the Planning Authority.

Reason: To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record for future generations and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 6 Following completion of archaeological fieldwork a report will be produced in accordance with an approved programme including where appropriate post-excavation assessment, specialist analysis and reports, publication and public engagement.

Reason: To contribute to our knowledge and understanding of our past by ensuring that opportunities are taken to capture evidence from the historic environment and to make this publicly available and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012..

- 7 Notwithstanding what is shown on the approved drawings, or submitted with the application, no work shall commence until full details, including samples and details of all external materials and finishes have been submitted to and approved by the Local Planning Authority. Thereafter only such approved materials and finishes shall be used in carrying out the development.

Reason: To ensure the appearance of the development is satisfactory and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 8 Prior to the commencement of works, a 1m² sample panel of flintwork shall be constructed for inspection and approval in writing by the Local Planning Authority.

Reason: The laying and coursing of flintwork is a craft skill requiring the engagement of suitable operatives to ensure an appropriate standard of finish on this key site within St Faiths Conservation Area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 9 No work shall start until window, door and manufacturers details of the proposed rooflights have been submitted and approved in writing by the local planning authority. The window details to comprise:-
a) a 1:20 plan, section and elevation shown in relation to the opening into which it is to be set,
b) full size glazing bar section,
b) the method of opening and external finishes.
All work shall be carried out in full accordance with such approval and be retained thereafter.
Reason: To ensure the detailing is appropriate to this key site within the St Faiths Conservation Area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 10 Details of the siting and design of any proposed external meter boxes/metal ducting/flues shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall thereafter be carried out in accordance with the approved details.
Reason: To protect the character and appearance of the conservation area having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 11 No development hereby permitted shall commence until a specification of the materials to be used for the surfacing of all open parts of the site (including the pedestrian right of way at the rear of the site) proposed to be hardsurfaced has been submitted to and approved in writing by the Local Planning Authority. The development hereby permitted shall not be occupied until the implementation of all such hardsurfacing has been completed in full accordance with that specification.
Reason: In the interests of the amenities of the locality and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 12 The development hereby permitted shall not commence until plans and particulars specifying the provision to be made for external lighting of the same has been submitted to and approved in writing by the Local Planning Authority. There shall be no external lighting on the site other than as thereby approved.
Reason: To safeguard the amenities of the locality and in the interests of traffic safety and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 13 The development shall not be brought into use until the secure cycle parking as shown on approved Site Plan Drawing Number 14/34/P01 Revision A has been provided within the curtilage of the site and thereafter all of those spaces kept available for such purposes.
Reason: In the interests of highway safety and having due regard to policy DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 14 The development hereby permitted shall be carried out in accordance with the following approved plans:

Marketing Information letter - received on 30/5/14
Design and Access Statement - received on 30/5/14
Heritage Statement - received on 30/5/14
Location Plan - Drwg No. 14/34/L01
Block Plan - Drwg No. 14/34/B01
Site Plan - Drwg No. 14/34/P01 Revision A
Elevations - Dwg No. 14/34/P03 Revision D
External works - Drwg No. 14/33/P05
Floor plans - Drwg No. 14/34/P02 Revision G

Reason: - To ensure provision of a satisfactory development.