
Site Address:	Newtown House Hotel, Manor Road, Hayling Island, PO11 0QR		
Proposal:	Erection of 3No. 2bed dwellings with associated landscaping and car parking. Erection of bin and cycles store.		
Application No:	APP/14/00692	Expiry Date:	24/09/2014
Applicant:	Mr K Boothroyde	Team:	Team 2
Agent:	Mr G Ash	Case Officer:	Tina Pickup
	Graham Ash Architects Ltd		
Ward:	Hayling West		

Recommendation: **GRANT PERMISSION**

1 Site Description

- 1.1 The site is located on the east side of Manor Road in Hayling Island and includes the Newtown House Hotel and its grounds. The hotel is a two/three storey red brick building from C19 with gable fronts and feature bay - it is a Grade II Listed Building. The building has had numerous extensions and alterations and includes detached leisure buildings, which are not part of the listing. Access to the site is via a one-way system with the entrance being at the southern end of the site; a single width drive serves parking spaces against the southern and eastern boundaries, and provides a loop round the edge of the site to the exit at the northern end of the site. The site is flat and level.
- 1.2 A high evergreen hedge extends from the north-west corner of the hotel building and extends westwards to the boundary with Manor Road. This provides a visual barrier and separation to the remainder of the site to the north which is currently an opened grassed area. A mobile home for staff use has 'temporarily' been placed on this open land. A mature sycamore tree is located close to the northern boundary, set back within the site - the existing drive curves around the base of the tree to protect its root protection area.
- 1.3 The frontage of this northern part of the site is marked from Manor Road by a 2m high brick wall with curved coping stone. After the hedge, in front of the hotel buildings themselves, the frontage boundary changes to a low white painted wall with mature shrubs behind. The site is surrounded on all sides by residential properties and immediately abutting the northern boundary is the private drive called Sycamore Drive serving residential properties located to the north east of the site.

2 Planning History

This site has been subject to many applications for alterations and additions, the most relevant to this current application is:

09/52209/035

Modifications to grounds to create new parking spaces and extension to road layout to create one way road system, including new access to Manor Road. Permitted - 06/10/09

3 Proposal

This application seeks planning permission for the erection of a terrace of 3 dwellings in the grounds of the hotel, to be located within the open grassed area to the north of the hotel building, adjacent the exit drive. The 3 dwellings have been designed to reflect the

character of the Listed Building and the terrace includes a central gable. The eaves would be set lower than the hotel with the use of flat roofed dormers; the ridge would match that of the hotel and the end gables would have half hips.

The terrace would be sited between 7m and 6m back from the front boundary wall and 1m from the northern most facade of the hotel buildings. The central house would have its front door on the west elevation whilst the two end dwellings would have their entrances on the two side elevations. The garden depths vary from 7.2m to 6.8m and include a flat roofed cycle store/shed constructed against the boundary wall. The existing frontage boundary wall (which is 2.1m high) would be extended round, after a gap for pedestrian access, at a low level creating a 'front garden' effect for plot 1, before increasing to 2.2m high to provide secure rear boundary to the rear gardens. Six car parking spaces are provided at the rear of the dwellings, adjacent the service area to the hotel.

4 Policy Considerations

National Policies

NPPF

Core Strategies 2011 forming part of the HBLDF

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS14	(Efficient Use of Resources)
CS16	(High Quality Design)
CS17	(Concentration and Distribution of Development within the Urban Areas)
CS20	(Transport and Access Strategy)
CS21	(Developer Requirements)
CS5	(Tourism)
CS9	(Housing)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)

Havant Borough Local Plan (Allocations), adopted July 2014

AL1 - Presumption in Favour of Sustainable Development

DM20 - Historic Assets

DM24 - Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development

and The Borough Design Guide SPD, Dec 2011
and Residential Parking and Cycle SPD, 2010

Listed Building Grade: II

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Crime Prevention -Minor Apps - none received

Arboriculturalist - No arb objections to this proposal. Please condition a Tree protection Plan - standard condition J10.

Development Engineer - no highway objection providing the one way system through the hotel grounds are used for vehicular access to the new properties. Suggest a condition that requires all vehicular access to the three proposed properties to be by means of the one-way system agreed under planning permission 09/52209/035. Also require the entrance signs to be modified to clarify no entry in the northern drive. Condition also required that each house has two parking spaces and cycle facilities

Conservation Officer- satisfied the scale, mass and design of the new building will complement the existing hotel building. If executed in high quality materials it should positively enhance the street frontage I am satisfied it will not compromise the setting of the listed hotel. I advise the boundaries dividing the rear gardens from the remaining hotel grounds should be in brick rather than close boarded fence. Quality of materials and execution will be crucial to the final outcome. Given the sensitive location immediately adjacent to the listed building, if permission is to be granted I wish to see the imposition of conditions covering the following matters:-

1. Submission of samples of all external materials to the lpa for approval in writing.
2. Full details of all new windows and doors shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of work. The windows and doors shall be installed in full accordance with the approved details.
Reason: The proposed building is located immediately adjacent to a listed building (Newton House Hotel) where particular care in the choice of materials and detailing is necessary to ensure a satisfactory appearance,
3. 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 minimise the impact on the visual appearance of the dwellings.

Environmental Health Manager, Community Group - I would ask that the following condition(s) be imposed on any consent granted.

Condition 1: Noise from construction works

No works or ancillary operations associated with the construction of the development which is audible at the site boundary or at such other place as may be agreed with the Local Planning Authority, shall take place on any Sunday or Bank / Public Holiday, nor on any other day except between the following times

Monday to Friday: 8.00 – 18.00

Saturday: 8:00 – 13.00

Unless in association with an emergency or with the prior written approval of the Local Planning Authority.**Reason:** To protect the occupants of nearby residential properties from noise and vibration nuisance.

Condition 2: Dust suppression method / s to be used at the proposed site

The commencement of the development shall not take place until a programme for the suppression of dust during the construction of the development has been submitted to and approved in writing by the Local Planning Authority. The measures approved shall be employed throughout the period of construction unless any variation has been approved by the Local Planning Authority.**Reason:** In the interests of residential amenity.

Condition 3: Measures to attenuate noise levels within the dwellings.

No development shall take place until details of measures to attenuate the levels of noise within the dwellings from traffic on Manor Road, Hayling Island, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details **Reason:** In the interest of protecting the amenities of the occupants of the residential premises, from noise and / or vibration.

Condition 4: No floodlighting or other form of external lighting scheme shall be installed unless it has been approved by the Local Planning Authority. Such details shall include, Location, height, type and direction of light sources and intensity of illumination. Any lighting scheme agreed in writing by the Local Planning Authority shall not thereafter be altered without prior consent other than for routine maintenance, which does not change its details. **Reason:** To protect the occupants of nearby properties from light disturbance / pollution.

Waste Services Manager - no waste concerns as provision made

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: 29

Number of site notices: At least one site notice exists - check the number.

Statutory advertisement: 08/08/2014

Number of representations received: 5

Summary: 4 letters of objection (2 from same address): 2 storey height will overlook affecting privacy & outlook; traffic impact; loss of open space, countryside & habitats; further noise & light; will lose sunlight & daylight; as hotel site any investment should improve hotel facilities supporting tourism, not provide low cost housing; future residents will be tempted to use exit endangering pedestrians, vehicles & residents; one way system regularly abused & traffic flow not enforced - should be an acoustic barrier system; boundary fencing & screening conditions on previous applications - but not implemented; two storey development will remove feeling of spaciousness; further parking and vehicle use with associated congestion & pollution; houses will affect appearance & layout of Listed Building - currently sits in spacious well proportioned grounds; one-way system was introduced to prevent service/delivery vehicles parking on main road outside & to enable them access to a service yard - but parking for these houses will restrict this service area; trees been felled;

1 letter of no objection - notes that lovely old building was in a sorry state before current owner took over & made improvements

Comment: Most of these issues are discussed below:

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) Effect on the Setting of the Listed Building
- (iii) Design and Impact on street scene
- (iv) Effect on the Residential Amenity
- (v) Highway Implications
- (vi) Impact on Trees
- (vii) CIL Liability and SDMP

(i) Principle of development

- 7.2 The site lies within the defined urban area of Hayling Island where the principle of development is acceptable. The NPPF assumes a presumption in favour of sustainable development, encouraging effective use of land, unless material considerations indicate otherwise.

(ii) Effect on the setting of the Listed Building

7.3 The Conservation Officer has been consulted and noted that the proposed development of three houses within the grounds of the listed building does not include any demolition work. The front wall to the main road, and that to the side, dividing the land from the front garden of the hotel is being retained unaltered. As such listed building consent is not required for the work. Listed building consent is only required for works directly affecting the listed building, physical works of alterations, additions and demolition work. The impact of the development on the setting of the listed building is a material consideration under the planning application and should wholly be dealt with under that legislation. Application APP/14/00710/LIS should therefore be WITHDRAWN as it is not appropriate for determination.

- 7.4 With respect to the impact of the development on the setting of the listed building the Conservation Officer is satisfied that the scale, mass and design of the proposed dwellings will compliment the existing hotel building. Provided high quality materials are used (can be conditioned to submit samples) then he is of the view that the development could positively enhance the street frontage and would not compromise the setting of the listed building. Amended plans have been submitted revising the boundary treatment providing a traditional brick wall as requested by the Conservation Officer. Appropriate conditions are proposed.

(iii) Design and Impact on street scene

- 7.5 The proposed dwellings would be sited forward of the hotel but approximately in line with the dwellings to the north. In street scene terms this is considered appropriate as the mass of the development would be visually related to the dwellings to the north and those opposite, on the west side of Manor Road, rather than the actual hotel. The dividing wall and hedge immediately north of the hotel building provides a visual separation and point where the character changes. Whilst the siting would result in the loss of a currently open piece of grassed land in the hotel grounds, this grassed area is not actively used for any purpose - it is too removed/isolated from the hotel rooms to be of any use by guests who would use the landscaped gardens provided by the 'courtyard' garden behind the main hotel. Furthermore the existing 2.1m high brick wall on the Manor Road frontage already provides a screen to this grassed area so from the public domain the openness of the site is less apparent. The provision of 3 terraced dwellings behind this existing boundary wall will not be overly dominant in the street scene.
- 7.6 The proposed design is also of a high quality and reflects the 'arts and crafts' movement. A central gable and use of detailing such as brick arches over windows, lead porches and dormers, timber fascia boards, use of plain tiles with half round ridge tiles etc all make the proposed dwellings sympathetic to the character of the listed building and wider locality. A street elevation has been provided which demonstrates that the proposal will not dominate the listed building - the ridge line will match and the general proportions and rhythm of the proposal matches that of the listed building. It is considered that the proposed terrace of dwellings will cause no detrimental harm to the visual appearance of the street scene.
- 7.7 In terms of layout each of the dwellings are proposed with garden depths shorter than the 10m minimum recommended by the Borough Design Guide. Plots 1 & 3 would have a

garden depth of 7.2m; and plot 2 a depth of 6.8m. Garden widths would be 4.3m with Plot 1 having the larger corner garden width of a maximum of 5.7m. Whilst these garden depths and areas are smaller than the normally accepted minimum regard must be had to the fact that the applicant intends potential purchasers to be persons seeking smaller accommodation who may wish to use the facilities offered by the hotel. On this basis future occupiers could also use the more extensive grounds and landscaped gardens of the hotel. The properties are only 2 bedrooms and are not likely to attract families. Given the fact that future occupiers would have the benefit of the hotel grounds, then in this instance a reduction in garden depths is considered appropriate.

(iv) Effect on the Residential Amenity

7.8 Whilst some of the letters of objection allege the proposal would result in overshadowing and a loss of outlook and privacy, the siting of the proposed dwellings complies with the recommended separation distances in the Borough Design Guide. The nearest dwelling to the north (Briar Bank) is across the private Sycamore Drive and would be some 15m from the nearest facade of the proposal. There are also a line of mature trees immediately to the south of Briar Bank which provide screening and separation from the application site. Directly opposite the site, No 9 Gilbert Mead is orientated with its side elevation facing Manor Road and this facade would be 22m from the front facade of the proposed terrace. This is in excess of the recommended minimum of 20m and given the orientation it is unlikely to result in any overshadowing or loss of light to neighbouring residents.

7.9 In terms of outlook, the dwellings, at two stories, will be visible above the existing boundary wall. However both nearest properties do not directly face the site - they are both side on to the site. It is not considered that the presence of the proposed terrace will detrimentally affect any primary outlook from any neighbouring dwelling.

(v) Highway Implications

7.10 In 2009 planning permission was granted (09/52209/035 refers) to create a one-way system around the perimeter of the site, with entry taken at the southern corner, and exit at the northern corner. That permission has been implemented and the one-way system in use. Therefore the proposed dwellings would be sited adjacent to the exit drive. The proposed 6 car parking spaces to serve the 3 dwellings are provided as a small car parking court to the rear of the gardens. This is therefore set some 30m back from the existing exit point onto Manor Road. Neighbours have commented that the one-way system is often breached and that future residents may be tempted to take a short cut to their parking area rather than driving all the way round the one-way system, which would cause a conflict with exiting vehicles.

7.11 This issue has been discussed with the Highway Engineer and various possible solutions to prevent vehicles wrongly using the exit considered. The use of a physical barrier of some sort, eg. a rising barrier that is only activated on exiting, or collapsible plates set in the ground, placed at the junction with Manor Road would ensure all vehicles to the site use the correct route. However both a rising barrier and collapsible plates are noisy when in use. Since the hotel, by its very nature, would have late night functions, weddings etc, then vehicle movements from the site could be into the early hours of the morning. Any barrier or plates would need to be sited immediately adjacent the future occupiers of the new dwellings as well as be close to Briar Bank and 9 Gilbert Mead. The constant use of the exit and barrier or driving over plates, would cause noise likely to be very disturbing to these adjacent residents. It is considered the harm to quiet residential amenity from any physical barrier outweighs the highway safety improvement from such an installation.

7.12 The applicant has confirmed that it is their intention to access the 3 new dwellings from the existing private one-way system and would accept a condition to this effect.

Furthermore they suggest a more visible 'No Entry' sign be provided on the egress to Manor Road and painted on the road surface just inside the site. Improved signage would help to direct traffic, especially visitors to the hotel who are unfamiliar with the area, to the correct route. Occupiers of the new dwellings would be purchasing the properties in the full knowledge of the correct route and would have to be accepting of this in their decision to live there. Any internal breaches of the route would be a matter for the hotel to enforce. From a highway safety point of view the proposed access route to the dwellings from the adopted highway, using the private one-way system, on which this application must be determined, is acceptable.

7.13 Each property is provided with 2 car parking spaces which meets the adopted standards for 2 bedroom properties. A shed is also provided in each garden area which would provide adequate secure cycle storage.

(vi) Impact on Trees

7.14 The site has some significant trees that are covered by Tree Protection Order Nos 1079 and 1853. The nearest affected tree is a sycamore (TPO 1079) but the rear elevation of the closest dwelling would be sited over 20m from the trunk of the tree. The arboricultural officer raises no objection and suggests a tree protection condition securing protective fencing during construction works.

(vii) CIL Liability and SDMP

The CIL rates to be applied to development are set out in the Havant Borough Community Infrastructure Levy Charging Schedule, which was adopted by the council on the 20th February 2013. This followed two public consultation exercises and an Examination into the Charging Schedule by an independent Examiner. The Examiners Report concluded that the Havant Borough Council Community Infrastructure Levy (CIL) Charging Schedule provided an appropriate basis for the collection of the levy in the borough. The levy is charged at £100 per square metre on new floorspace (measured as gross internal area) for sites in Hayling Island.

It is considered that there is a CIL liability for this site. The agent has completed the CIL planning form and confirmed that the net additional gross internal floor space will be 241 sqm and as such this will require a CIL payment of £24,100. The applicant has been advised of this sum accordingly and returned the Assumption of Liability Notice.

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 in regard 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 set at £172 per dwelling to the Solent Disturbance Mitigation Project. For the 3 dwellings, plus admin and monitoring fee, the appropriate payment of £561.80 has been paid and the relevant form has been completed by the applicant.

8 Conclusion

8.1 The proposed scheme for 3 dwellings within the grounds of the listed Newtown House Hotel, is considered to represent an acceptable development, providing 3 additional dwellings within the urban area without causing due harm to either the setting of the Listed Building or other material considerations. The proposal is therefore considered to accord with the relevant Local Plan and Allocation Plan policies and the guidance set out in the Borough Design Guide SPD and the NPPF. The application is therefore recommended for permission.

9 RECOMMENDATION:

That the Executive Head of Planning and Built Environment be authorised to **GRANT PERMISSION** for application APP/14/00692

(A)

(B) 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 development hereby permitted shall be carried out in accordance with the following approved plans:

Block/Location Plan Drawing No 13:087:01
Existing Site Plan Drawing No 13:087:02
Proposed Site Plan Drawing No 13:087:03 Rev A
Plans & Elevations Drawing No 13:087:04
Lean to Shed Plans & Elevations Drawing No 13:087:05 Rev A

Reason: - To ensure provision of a satisfactory development.

- 3 The three dwellings hereby permitted shall only take vehicular access via the private one-way system operated on the site of Newtown House Hotel, approved under planning permission 09/52209/035. No direct access shall be taken to the dwellings from the exit drive located immediately north of Plot 1.

Reason: In the interests of highway safety and having due regard to policies CS16 and CS20 of the Havant Borough Core Strategy 2011

- 4 No development hereby permitted shall commence until details of the proposed signage for the exit has been submitted to and agreed in writing with the Local Planning Authority. Such details shall include size, wording, colour and positioning of 'No Entry' signage for adjacent the egress onto Manor Road; 'No Entry' painting on the egress drive surface; and directional signage to the entrance. Once agreed the signage markings shall be erected and painted prior to the first occupation of any dwelling hereby permitted and thereafter retained and maintained in good condition at all times.

Reason: In the interests of highway safety and having due regard to policies CS16 and CS20 of the Havant Borough Core Strategy 2011

- 5 Construction of the building(s) hereby permitted shall not commence until a specification of the types and colours of all external roofing and external facing materials, including the provision of sample panels of the external facing

materials and colour of mortar to be used for the construction of the same, has been submitted to and approved in writing by the Local Planning Authority. Thereafter only such approved materials and finishes shall be used in carrying out the development.

Reason: In the interests of the amenities of the locality and having due regard to policies CS11.4, CS16 and DM9 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 6 Construction of the dwellings hereby permitted shall not commence until full details of:

1/ all new windows and doors
2/ the siting and design of any proposed external meter boxes/metal ducting/flues

have been submitted to and approved in writing by the Local Planning Authority. The windows and doors and other external fixtures shall then be installed in full accordance with the approved details.

Reason: Having due regard to the site's location adjacent a Grade II Listed Building where particular care in the choice of materials and finishes and detailing is necessary to ensure a satisfactory appearance, in accordance with policies CS11.4, and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 7 The development shall not be brought into use until a minimum of 2 parking spaces have been provided for each dwelling. None of the dwellings hereby permitted shall be occupied until space for the loading, unloading and parking of vehicles has been provided within the site, surfaced and marked out in accordance with the approved details. Such areas shall thereafter be retained and used solely for those 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.

- 8 Notwithstanding the provisions of any Town and Country Planning General Permitted Development Order, no extension, building or structure permitted by Part 1, Classes A, B, D, E, G and H of the 1995 Order, as amended, shall be erected within the curtilage of any of the dwellinghouses hereby permitted without the prior written approval of the Local Planning Authority.

Reason: To enable the Local Planning Authority to maintain control of such additions in the interests of the character and appearance of the development and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 together with the National Planning Policy Framework.

- 9 The development hereby permitted shall not be commenced until an Interim Certificate of Compliance with the Code for Sustainable Homes has been submitted to and approved in writing by the Local Planning Authority. The Certificate shall demonstrate that the development will attain a minimum standard of Level 3 in accordance with the Code. The development shall be carried out only in accordance with the details the subject of the Certificate.

Reason: To ensure that the development is carried out in accordance with Policy CS14 of the Havant Borough Local Plan (Core Strategy) 2011 and the

- 10 No development including site clearance shall commence on the site until the sycamore tree to the north-east of the hereby permitted dwellings, the subject of TPO No 1079, has been protected by fencing sited along the northern verge of the private drive. Such fencing shall conform to the following specification in accordance with BS5837 2005:

Minimum 2.4 metres high, comprising a vertical and horizontal framework of scaffolding, well braced to resist impacts, supporting a minimum of 20mm exterior grade ply.

Such fencing shall be maintained throughout the course of the works on the site, during which period no access, placement of materials, fuels or chemicals, soil or other materials shall take place inside the fenced off area.

Reason: To ensure that trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability throughout the construction period in the interests of amenity and having due regard to policies CS11.4 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 details of measures to attenuate the levels of noise within the dwellings from traffic on Manor Road has been submitted to and approved in writing by the Local Planning Authority.

Those dwellings shall not be brought into use until the implementation of all works forming part of such approved noise protection scheme has been completed in full accordance with all detailed components of such scheme.

Reason: To safeguard the amenities of occupiers in those dwellings and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM18 of the Havant Borough Publication Local Plan (Allocations) and the National Planning Policy Framework 2012

- 12 Demolition, clearance, excavation, road or construction works shall take place only between the hours of 0800 and 1800 hours on Mondays to Fridays; 0800 and 1300 on Saturdays and not at all on Sundays and all recognised public holidays.

Reason: To protect the amenity of adjoining residents and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 13 No floodlighting or other form of external lighting scheme shall be installed unless it has been approved by the Local Planning Authority. Such details shall include, location, height, type and direction of light sources and intensity of illumination. Any lighting scheme agreed in writing by the Local Planning Authority shall not thereafter be altered without prior consent other than for routine maintenance, which does not change its details.

Reason: To protect the occupiers of nearby properties from light disturbance/ pollution, having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.