
Site Address:	2A Emsworth Road, Havant, PO9 2SR		
Proposal:	Conversion and extension of existing garage to create 1No. one bed bungalow.		
Application No:	APP/13/00854	Expiry Date:	30/10/2013
Applicant:	Mr Kennedy	Team:	Team 1
Agent:	Mr Pike	Case Officer:	Aaron Wright
	Pike Planning		
Ward:	St Faiths		

Recommendation: **REFUSE PERMISSION**

1 Site Description

The site comprises of a large detached dwelling and gardens located on the south side of Emsworth Road, a main road linking Emsworth and Havant. The dwelling is set back from the road with car parking in front and a garage alongside to the east. Emsworth Road is mixed in character, it is mainly residential with large houses intermingled with small and larger blocks of flats. The application site is the garage and part of the rear garden and driveway.

The site is adjacent to the Lymbourn Road Conservation Area which runs along the western and part southern boundary. The property to the west (The Rectory) is a Grade 2 Listed Building.

2 Planning History

APP/13/00333

Two storey rear extension. Permission 03/06/13.

09/57621/004

Outline application for the erection of a single storey dwelling with parking and cycle store, utilising existing access to Emsworth Road. Refused 27/07/09. Dismissed at appeal.

07/57621/003

1No. detached 4 bed dwelling situated in the rear garden of 2A Emsworth Road, Havant with shared access from Emsworth Road. Refused 07/01/08

3 Proposal

The application proposes to extend the garage to the rear to create a small, single bedroom dwelling (approx. 54sqm). The extension would have a multi-pitched hipped roof that would ensure a compatible scale in relation to the existing garage roof that would be retained. The design and external appearance would match that of the existing garage and dwelling at No.2A. External brickwork and render would comprise the external elevations. The roof would be pitched and clad in plain tiles to match the roof on the existing garage. The existing front garage door would be replaced with an entrance door and window. The garden would be approximately 5.5m in width and 17m in length. Two car parking spaces would be provided adjacent to the front of the new dwelling.

4 Policy Considerations

National Policies

Core Strategies 2011 forming part of the HBLDF

CS16 (High Quality Design)

DM13 (Car and Cycle Parking on Residential Development)

Local Plan (Allocations) Publication

DM20 (Historic Assets)

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

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Development Engineer

The proposal is acceptable subject to the provision of the turning shown on the submitted plan and the provision of one parking space for the new property and the provision of access to the three parking for the existing property.

Crime Prevention Officer

It appears that the proposed dwelling has no external access to the rear garden. Such an arrangement may cause quality of life issues. The cycle store is located within the rear garden, I do wonder how practical it is to routinely take a cycle through the dwelling.

Building Control Officer

No comment.

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: 23

Number of site notices: 0

Statutory advertisement: Not applicable.

Number of representations received: 1 letter of representation has been received raising the following points:

- a) No objection.
- b) A planning condition should be imposed to ensure that the side shared wall is kept in good repair.
- c) The existing garage wall is in a bad state of repair and is an eyesore.

7 **Planning Considerations**

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 character and appearance of the area and adjacent Conservation Area
- (iii) Effect on the setting of the adjacent existing Listed Building
- (iv) Effect on neighbouring properties
- (v) Highway implications/parking
- (vi) Emerging policy DM24 of the Local Plan (Allocations)

(i) Principle of development

The site is located within the urban area and forms part of the curtilage of the existing dwelling. In principle residential development is acceptable within the built up area subject to the impact on the character and appearance of the area and other Development Control criteria. In this case matters requiring particular consideration include the nature and impact of the proposal and the adjacent Conservation Area and Listed Building.

(ii) Effect on the character and appearance of the area and adjacent Conservation Area

Character and appearance of the area

The application site is within the curtilage of 2A Emsworth Road, which lies at the eastern end of a group of substantial dwellings, (detached and semi-detached) sited to both sides of the junction of Emsworth Road with Lymbourn Road. This application seeks to covert and extend the existing detached garage to create a 1No. one bed bungalow. The proposed development would result in a detached one-bed bungalow sited within a very small narrow plot.

The National Planning Policy Framework states in paragraph 64 that “permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions”.

Policy CS16 of the Core Strategy states that:

“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:

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

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

- 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 Council adopted the Havant Borough Council Borough Design Guide Supplementary Planning Document in December 2011. The aim of the document (SPD) is to provide detailed information that supplements Policy CS16 of the Havant Borough Core Strategy, to raise the standard of design across the Borough and set out what the Council expects developers to deliver in terms of the design of new developments and how the distinctive character and qualities of the Borough should be respectfully improved and enhanced through development. In paragraph 4.47 it states that:

"It is crucial that the design of new places is undertaken with a sound understanding of the local pattern of development. This understanding should inform the design of a proposal and reflect local character and distinctiveness, whilst allowing innovative design..... The layout of development should reflect the layout and pattern of development in the neighbouring area, looking to adjoining properties first".

The Inspector in dismissing the appeal for a new dwelling in the rear garden of No.2A (planning reference 09/57621/004) concluded that "2A Emsworth lies at the eastern end of a group of substantial dwellings, (detached and semi-detached) sited to both sides of the junction of Emsworth Road with Lymbourn Road. To the east side of No.2A is a large development of flats in a number of two and three storey blocks at Whiteladies Close. That development is separated from No.2A by a substantial hedgerow and wall along the common boundary such that there is little intervisibility between the two areas. Although No.2A is more modern in design and form than the group of dwellings to its west and is sited outside, but adjacent to the Conservation Area, 2a Emsworth Road relates significantly to that group rather than the development at Whiteladies Close which is more densely developed and has a more intensive quality".

The application site is significantly smaller than the surrounding residential plots. The plot is 17m in length but only 5.5m in width. The site area is approximately 0.03hectares in size, and is only of this size due to a large area of the front driveway being included within the red line. This driveway would be shared with the existing property (No.2A). No.2A currently has a plot size of 0.11hectares and the neighbouring property to the west has a plot size of 0.16hectares. It is considered that the proposed development would reduce the size of the garden of No.2A and create a very small new curtilage which would be out of context with the spacious form of development of the adjacent group of dwellings to the west, out of keeping with the

prevailing
form of development in the immediate area.

The external appearance of the development (conversion of the existing garage to a dwelling) is also considered to be contrived and at odds with the general form of development in the area. The proposed dwelling would be single storey in height, where as the properties in Emsworth Road are all two-storey in nature. The front elevation of the garage would be altered with the removal of the garage door and insertion of an entrance door and window. As such from Emsworth Road, it is unclear as to whether its a separate dwelling or an outbuilding ancillary to the existing dwelling. The proposed dwelling would be highly visible from within the streetscene due to the position of the main access point. The substantial front boundary hedge would not screen the development from Emsworth Road. and there would be a substantial area of vehicular parking space which would have to accommodate cars for both the existing and proposed dwellings. This would be visually intrusive and the development is therefore considered to be contrived and would detract from the character of the area.

Furthermore, there is no side access into the rear garden to allow access to the cycle store. This would mean that bicycles would have to be brought through the dwelling to allow for use. This is a poor design approach and further reiterates that the development is contrived in nature.

It is concluded that the proposed development is contrary to Policy CS16 of the Core Strategy, The Design Guide Supplementary Planning Document, and National Planning Policy Framework, 2012.

Impact on the adjacent Conservation Area

No.2A Emsworth Road is adjacent to the Lymbourn Road Conservation Area which runs along the western and part southern boundary. The Inspector in dismissing the appeal for a new dwelling in the rear garden of No.2A (09/57621/004) concluded that the present spacious quality of the rear garden of the No.2A contributes to the character and appearance of the Conservation Area. There may also be intense pressure to introduce new boundary fencing to define the front curtilage, which would re-inforce the cramped character of the development.

Although this application is for the conversion and extension of the existing dwelling to create a dwelling, rather than for a new dwelling to the rear, it would result in clear change to the existing rear garden of No.2A. Additional boundary fencing would be erected to clearly define the boundaries between No.2A and the new dwelling and bin and cycle storage would have to be provided. This clearly results in a less spacious quality to the existing rear garden that contributes to the character and appearance of the Conservation Area. Furthermore, the

proposed development would reduce the size of the garden of No.2A which would be out of context with the spacious form of development of the adjacent group of dwellings to the west in conflict with policy CS16 of the Core Strategy and policy DM20 of the Local Plan (Allocations) Publication.

(iii) Effect on the setting of the adjacent existing Listed Building

The Rectory is to the west of the application site and is a Grade 2 Listed Building. It is considered that the setting of The Rectory (No.2) is partly influenced by the properties surrounding it. In particular the application site with its deep rear garden forms part of the character of this setting. However, it is considered that this application is different to the previously refused applications on the site as the new dwelling would be to the side of No.2A rather than to the rear. As such the conversion in itself would not significantly harm the setting of the listed building.

(iv) Effect on neighbouring properties

Whilst there would undoubtedly be an additional impact on the surrounding neighbours, it is considered that if permission were to be recommended then conditions could be imposed to limit any impact to an acceptable level. Boundary screening is useful in this regard as would be the single storey nature of the development preventing overlooking. It would be necessary to strengthen the boundary treatment adjacent to the proposed dwelling as requested by the owner of 19 White Ladies Close. The main impact is considered likely to be the level of activity including vehicle movements into this site. There is adequate parking on-site and given that the proposal is for a 1-bed dwelling, it would be unlikely to result in a significant increase in noise and disturbance to neighbouring properties.

(v) Highway implications/parking

The block plan indicates two car parking spaces in a tandem arrangement in the existing driveway. There would also be three retained spaces for the main dwelling at 2A Emsworth Road. There is sufficient maneuvering space for all vehicles to leave the application site in a forward gear. The Council's Development Engineer has raised no objection to the proposal.

(vi) Emerging policy DM24 of the Local Plan (Allocations)

The Council has recently published the Local Plan (Allocations) Publication. Draft policy DM24 seeks to mitigate impacts of new residential development on designated

habitats (SPAs). This augments the existing policy CS11 (11). Currently, further work is needed to ascertain a fair and proportionate approach to mitigation, including the impact of small residential developments and although provisions are not currently in place for measures to be undertaken or contributions to be made for development of the scale proposed here, this is likely to change in the future as further work is undertaken and the emerging policy acquires greater weight.

8 Conclusion

The proposal is a contrived form of development in that it does not reflect the appearance, layout and general pattern of development in the immediate area. It would result in a less spacious quality to the existing rear garden of No.2A that currently contributes to the character and appearance of the Conservation Area. Furthermore, the proposed plot size of the new dwelling would be out of context with the spacious form of development of the adjacent group of dwellings to the west. The development conflicts with policy CS16 of the Core Strategy and policy DM20 of the Local Plan (Allocations) Publication, The Design Guide Supplementary Planning Document, and National Planning Policy Framework, 2012. It is recommended that planning permission is refused.

9 RECOMMENDATION:

That the Executive Head of Planning and Built Environment be authorised to **REFUSE PERMISSION** for application APP/13/00854 for the following reasons:

- 1 The proposed development by reason of its appearance, layout and form results in a cramped and contrived form of development which is at odds with the established and spacious development pattern of the area which would significantly and adversely affect the character of the locality. It would result in a less spacious quality compared to the existing dwelling and gardens of No.2A and other dwellings in the vicinity that currently contribute to the character and appearance of the adjacent Lymbourn Road Conservation Area. The development is therefore contrary to the Havant Borough Council Borough Design Guide Supplementary Planning Document, December 2011, policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Local Plan (Allocations) Publication and National Planning Policy Framework, March 2012.