

DELEGATED OFFICER REPORT

PROPOSAL	Rear dormer and ground floor rear extension (part retrospective)
LOCATION:	7 Western Road, Havant, PO9 1NJ
REFERENCE NO:	APP/25/00407
APPLICANT:	Mr Sean Conaghan
APPLICATION TYPE:	Householder planning permission
CONSULTATION EXPIRY DATE:	30/09/2025
APPLICATION EXPIRY DATE:	22/07/2025
WARD:	St Faiths
SUMMARY RECOMMENDATION:	Approve with conditions

1. Site Description

This application site comprises a two storey, terraced dwellinghouse located on the north side of Western Road. This property has a tiled, pitched roof with red brickwork to the elevations. To the front elevation has a projecting bay window and the building line projects at two storey height to the rear. The terrace in which this property is sited remains fairly uniform with regards to a lack significant additions. The area is also located within the Brockhampton Conservation Area.

2. Planning History

Is there any planning history relevant to the current application?

No

3. Proposal

Rear dormer and ground floor rear extension (part retrospective)

4. Policy Considerations

In accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004, this decision has been taken having regard to the policies and proposals in the National Planning Policy Framework, the Development Plan, and all other material planning considerations identified in the Planning Considerations section of the report.

Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16 (High Quality Design)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)
DM20 (Historic Assets)

Listed Building Grade: NA
Conservation Area: Brockhampton Conservation Area

5. Statutory and Non Statutory Consultations

Councillor Daniel Berwick No comments received
Councillor Gillian Harris No comments received
Councillor Phil Munday No comments received
Heritage Officer HBC <u>Original Comments</u> The application site is located on Western Road which is characterised by two-storey, terraced properties. The site is located within the Brockhampton Conservation Area. The site comprises a mid-terrace, two-storey dwelling constructed of brick with a clay tile roof. There is a projecting, two-storey, gable end section at the rear, which has a lower ridge height than the main roof. Legislation When assessing the proposal, the following legislation and policy context is taken in consideration. Planning (Listed Building and Conservation Areas) Act 1990 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a Conservation Area, to have special regard to the desirability of preserving or enhancing the character and appearance of that area. National Planning Policy Framework (revised December 2024) Chapter 16 of the NPPF relates to the Historic Environment including paragraphs 202-221. The following are most relevant: Para 212 states that: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the

weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’.

Para 214 states that: ‘Where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 208 requires this harm to be weighed against the public benefits of the proposed development Date – 9/7/2025 Officer – Rachael McMurray, Principal Heritage Officer Application – APP/25/00407 Site Address – 7 Western Road, Havant Proposal: Retrospective application for L shape rear flat roof dormer and ground floor side extension.

Para 215 states that: ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’. The building subject to this application is not listed, but is deemed to be a non-designated heritage asset (as set out in the introduction) and therefore the following paragraph is also relevant:

Para 216: ‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

Havant Borough Local Plan (Core Strategy 2011 and Allocations Plan 2014)

Policy CS11 – Protecting and Enhancing the Special Environment and Heritage of the Havant Borough Policy CS11 (4) states that planning permission will be granted for development which: ‘Protects and where appropriate enhances the borough’s statutory and non-statutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest’.

Policy CS16 – High Quality Design Policy CP16 (1a) 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: a) Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site’. b) Integrates with existing local landscape features, promotes wildlife and biodiversity and/or applies characteristics of the local area into the design of a scheme wherever possible to create variety and interest; 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; d) Is well connected to and integrates with the immediate local area and the wider area by linking to existing pedestrian and cycle routes and encouraging people to use public transport where possible; and e) The development does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.

Policy DM20 (Allocations Plan) - Historic Assets Policy DM20 states that; ‘Planning permission will be granted for development proposals that conserves

and enhances the historic assets of Havant. It also states that application which affect, or have the potential to affect, heritage assets are expected to provide a Heritage Statement that: 1. Describe the significance of the asset and its setting, using appropriate expertise and where necessary original survey, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal. 2. Sets out the impact of the development on the heritage assets and mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets.

Assessment

The application site is located within the Brockhampton CA, which was designated in 2005. The Conservation Area Appraisal and Management Document for this (Brockhampton Conservation Area Appraisal.pdf), advises that the conservation area has 4 no. character areas one of which includes the application site – ‘Staunton Road and Western Road’ which is described as follows:

‘Staunton Road is a late 19th century development of terraced houses, which extends north from the public house at the crossroads at West Street and Brockhampton Road. It was built in the 1890s, whereas Western Road which forms a ‘T’ junction at its mid-point’, was built slightly later in the early 1900s along similar styles. Other than a short row of modern houses at the southern end of the road, the houses are of a typical late Victorian, ‘turn-of-the-century’ character built with stock bricks, terraces on the back of pavement, pitched roofs, ground floor bay windows, many with quoins and stone surrounds to openings. Many properties have been ‘improved’, changing the original roof slates to concrete tiles and replacement windows, which have not always been entirely in character (although when the opportunity arise, such matters could easily be reversed if necessary). But, overall the form and character of the street presents a valuable historical example of that era’.

The proposal which has already been implemented, includes a ground floor side extension, which comprises a flat roof design. This is not highly visible within the wider context of the conservation area and could partially be undertaken under permitted development. It is considered that this element of the proposal does not result in harm to the Brockhampton Conservation Area. The current General Permitted development Order (GPDO) restricts the enlargement of a dwellinghouse consisting of an addition or alteration to its roof, for dwellings located within a designated conservation area. This is so the LPA can manage any development more carefully, in that it does not result in harm to the special character of the conservation area. The flat roof, L shape dormer, which has already been constructed, causes concern due to its massing and design. The section of dormer located on the main roof, sits below the ridge line. However, the section of dormer which sits on rear projecting section of roof, sits well above the ridge line.

The combination of the design and L shape of the dormer, results in a flat roof box which sits on top of the traditional pitched roof, appearing overly bulky, incongruous and out of character with the main house. Given its wider visibility from several points within the conservation area, this structure results in harm to the special character of Western Road, which is set out in the conservation area appraisal (quoted above). Furthermore, paragraph 5.5 of the Conservation Area Appraisal and Management Document states that *‘any alterations or extensions should be sympathetic to the original design and materials of the building’*. It is

considered that in the case of this development, the flat roof nature and scale of the dormer window, is wholly unsympathetic to the traditional and original character of the building. As para 215 NPPF (2024) – ‘*where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use*’. In the case of this proposal, it is considered that the dormer window extension results in less than substantial harm to the conservation area, as a designated heritage asset, with no obvious public benefits which outweigh the harm to the conservation area. In summary, it is considered that the proposal, for the reason explained above, would not meet the test set out in S72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("1990 Act"), nor the relevant policies in the NPPF and Local Plan.

Conclusion **OBJECTION**

Case officer comment: Further response received following amendments to proposed plans

UPDATED RESPONSE FOLLOWING SUBMISSION OF AMENDED PLANS ON 17/9/25

Following concerns raised in the original response from July 2025, amended plans have been submitted which seek to address the previous concerns raised. These are as follows:

- Reduction in dormer – the amended dormer has been reduced in size so that it would now only be situated on the roof elevation of the main roof slope and not create an ‘L’ shape by using the roof of the gable rear section.

The removal of this element has addressed the previous concern which related to the section of dormer on the gable rear section. The materials for the remaining section of dormer are considered to be acceptable in this location, as are the materials for the proposed GF extension.

Overall, based on the amended plans, it is now considered that the development would not result in harm to the Brockhampton Conservation Area and would meet the requirements of S72 of the Planning Act 1990, along with the relevant sections of the NPPF and adopted Local Plan.

Conclusion
NO OBJECTION

6. Publicity and Community Involvement

This application was publicised in accordance with the Council's Local Code of Corporate Governance and the Statement of Community Involvement.

Public comments - Number of representations received: 9

Case officer comment: Comments received have been noted.

Issues raised include:

- *Impact on light*
- *Impact on the Conservation Area*
- *Impact on the wider character of the area*
- *Impact on privacy*
- *Noise pollution*
- *Parking pressures*
- *Potential for use as an HMO*
- *Proposal can be seen from a wider vista*

Further case officer comment: Please note that concerns in relation to noise pollution can be dealt with under separate Environmental Health legislation.

Concerns in relation to any use as an HMO – this proposal does not request a change of use to a HMO. It is noted that a 4 bedroom HMO would not require planning permission. Other matters are addressed in Part 7 below.

Material planning considerations are addressed in Section 7.

7 Planning Considerations

- (i) Principle of development
- (ii) Impact on the character of the area
- (iii) Impact on the Conservation Area
- (iv) Impact on neighbour amenity
- (v) Parking

(i) Principle of development

7.1 The site is located in the built-up area where residential extensions are considered acceptable in principle.

7.2 In this case the site is also within a Conservation Area. The Council has a statutory duty under the Planning (Listed Buildings and Conservation areas) Act 1990 to properly assess the impact of development proposals on designated heritage assets. The designated heritage asset most significantly affected by the present proposals is the Brockhampton Conservation Area, both directly and its setting. The National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG) provide additional guidance on the interpretation. The current proposals primarily affect the St Faiths conservation area and its setting. Any decisions relating to conservation areas (including their setting) must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 (see in particular section 72) as well as satisfying the relevant policies within the National Planning Policy Framework and the Local Plan. In basic terms new development needs to be informed by the characteristics that contribute to the character of the conservation area and be designed to preserve or preferably enhance these qualities.

(ii) Impact on the character of the area

- 7.2 This proposal has been amended following its initial submission due to concerns raised relating to the mass and bulk of the 'L shaped ' dormer on the roof slope and the impact of the rear extension on neighbour amenity. These changes include the removal of the projecting element of the rear dormer and therefore the dormer proposed is no longer 'L shaped'. The other change relates to the proposed rear extension – this has been altered in its design and reduced in depth to 3 metres. It is noted that this is a part retrospective application whereby the dormer has already been partially constructed. The rear extension has not yet been constructed.
- 7.3 The proposed dormer would have dimensions of approximately 4.7 metres width by 2.4 metres height and would be constructed from roof tile to match the existing roof . It would have a flat roof and would allow for an enlarged loft bedroom also served by 3 rooflights to the front elevation.
- 7.4 The proposed rear extension would replace the existing ground floor projection and would not project further than existing on the eastern side. A new extension is proposed to the western rear element of the building and this would have a pitched roof with dimensions of approximately 3 metres depth by 2.2 metres height to the eaves and 3 metres at ridge level. Proposed materials comprise of brickwork to the extension (samples provided). This space would create an enlarged sitting room with windows to the side and rear.
- 7.5 The dormer in its revised form would be the first on this terrace. Whilst it would be ideal to retain the roofscape in its current form, it is not considered that the proposed dormer results in substantial harm to result in a refusal in this instance. There are many examples of dormers on surrounding properties located in the immediate area, with the locality itself being a relatively dense urban area. The roof would be set down below the ridge of the main roof and up from the eaves, with a gap retained to the neighbouring roof and therefore would sit within the roof slope without resulting in an overdevelopment of the roof space. Materials would be in keeping with the main roof, allowing for a generally subservient appearance. A planning condition is recommended to be imposed stipulating time frames for the removal of the unauthorised section of constructed dormer.

(iii) Impact on the Conservation Area

- 7.6 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a Conservation Area, to have special regard to the desirability of preserving or enhancing the character and appearance of that area.
- 7.7 Policy CS11 of the HBLP (Core Strategy) 2011 is relevant in the assessment of a development within a Conservation Area. Policy CS11 states that planning permission will be granted for development that *'Protects and where appropriate enhances the borough's statutory and non statutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest '*.
- 7.8 The property is located within the Brockhampton Conservation Area and therefore Havant's Heritage Team has been consulted on this application. The Heritage Officer initially objected to this proposal specifically in regard to the rear dormer, noting its wider visibility and specifically referencing paragraph 5.5 of the Conservation Area Appraisal and Management Document which states that *'any alterations or extensions should be sympathetic to the original design and materials of the building'* .

- 7.9 Following the amendments made by the applicant, Havant's Heritage Officer has since been reconsulted and has the following comments to make :

Following concerns raised in the original response from July 2025, amended plans have been submitted which seek to address the previous concerns raised. These are as follows:

- *Reduction in dormer – the amended dormer has been reduced in size so that it would now only be situated on the roof elevation of the main roof slope and not create an 'L' shape by using the roof of the gable rear section.*

The removal of this element has addressed the previous concern which related to the section of dormer on the gable rear section. The materials for the remaining section of dormer are considered to be acceptable in this location, as are the materials for the proposed GF extension.

Overall, based on the amended plans, it is now considered that the development would not result in harm to the Brockhampton Conservation Area and would meet the requirements of S72 of the Planning Act 1990, along with the relevant sections of the NPPF and adopted Local Plan.

- 7.10 This proposal is therefore not considered to result in harm to the character of the Brockhampton Conservation Area, meeting the requirements of Policy CS11 of the Havant Borough Local Plan and Section 72 of the National Planning Policy Framework.

(iv) Impact on neighbour amenity

- 7.11 To the west of the application site is No. 6 Western Road which is the adjoining property. The proposed rear extension has been reduced to 3 metres depth, with a roof pitched away and 2.2 metres high eaves height. It is noted that this would be sited adjacent with the shared boundary with No.6. The issue of overbearing and overshadowing impact on the rear and side windows of No. 6 has been raised with the applicant as, notably, it is understood that the rear ground floor window at No. 6 is the only window serving the lounge. The applicant has however raised their rights to permitted development as a 'fallback position' in this instance. Under the General Permitted Development Order, a single storey rear extension with a depth of 3 metres can be constructed in the Conservation Area without acquiring planning permission. This fallback position is a material consideration in relation to the proposed development. There are some limits to development within article 2(3) land which are stated below however this proposal meets this criteria (Part 1, Class A (A.2))

A.2 In the case of a dwellinghouse on article 2(3) land, development is not permitted by Class A if—

- (a) it would consist of or include the cladding of any part of the exterior of the dwellinghouse with stone, artificial stone, pebble dash, render, timber, plastic or tiles;*
- (b) the enlarged part of the dwellinghouse would extend beyond a wall forming a side elevation of the original dwellinghouse; or*
- (c) the enlarged part of the dwellinghouse would have more than a single storey and extend beyond the rear wall of the original dwellinghouse.*
- (d) any total enlargement (being the enlarged part together with any existing enlargement of the original dwellinghouse to which it will be joined) exceeds or would exceed the limits set out in sub-paragraphs (b) and (c).*

- 7.12 The window to the side elevation facing back towards No. 6 would also be relocated further towards the rear wall. It is considered that the views offered by this window would not be significantly different from those offered from the existing window.
- 7.13 To the east of the application site is No. 8 Western Road. The alterations to the rear would not result in any further projection beyond the rear of No. 8 and no harm has been identified to the amenity of this property.
- 7.14 To the rear of the site are No's. 22 and 23 Cross Way. The dormer would be separated from these properties by approximately 25 metres which meets the separation guidelines as stipulated in the Havant Borough Design Guide.
- 7.15 Consequently, it is considered that the proposal will not appear overbearing or lead to a loss of light, outlook or privacy and would have 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).

(v) Parking

- 7.16 This proposal would not result in an increase in the number of bedrooms as the plans show that the loft had already been converted into a bedroom served by rooflight windows.

8 Conclusions

- 8.1 This proposal would result in an alteration to the roofscape on the terrace in which it is sited as it would be the first dormer constructed within the terrace. Whilst this has been noted, the dormer proposed is deemed to appear subservient within the roof slope and is considered to meet the tests of Section 72 of the National Planning Policy Framework as well as Policies CS16 and CS11 of the Havant Borough Local Plan and Policy DM20 of the Havant Borough Allocations Plan. Likewise, the proposed rear extension is deemed to comply with the above policies. The proposals are also considered to have an acceptable impact on the character and appearance of the area and the residential amenities of adjoining residents.

9. RECOMMENDATION:

That the Development Manager be authorised to Approve with Conditions application APP/25/00407

Conditions:

1. The development must be begun not later than three years beginning with the date of this permission.
Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by 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 plan uploaded on the 18.09.2025
Proposed front elevation uploaded on the 18.09.2025
Existing and proposed loft floor plan uploaded on the 17.09.2025
Proposed floor plans (ground and first) uploaded on the 17.09.2025
Proposed rear elevation uploaded on the 17.09.2025
Proposed roof plan uploaded on the 17.09.2025
Proposed side elevation uploaded on the 17.09.2025
2126631-Maps and Plans-Location plan uploaded on the 27.08.2025
Heritage statement uploaded on the 27.08.2025
Materials schedule dated 2.10.2025

Reason: - To ensure provision of a satisfactory development.

3. Within 3 months of the date of this Planning Permission the dormer shall be altered to:

Remove the existing dormer beyond that hereby permitted and re-install the roof to its condition prior to the dormer's erection, and

The development shall be constructed in accordance with the plans granted under planning this permission.

Reason: In the interests of the character and appearance of the Brockhampton Conservation Area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework.

4. The external materials used shall be as indicated on the submitted forms and hereby approved plans 'Materials Schedule dated 2.10.2025' unless otherwise agreed by the Local Planning Authority.

Reason: In the interests of the amenities of the area and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework.

Informatives:

In accordance with paragraphs 38-50 of the NPPF Havant Borough Council (HBC) takes a positive and proactive approach and works with applicants/agents on development proposals in a manner focused on solutions by:

Offering a pre-application advice service, and
Updating you of any issues that may arise in the processing of your application and where possible suggesting solutions, and,

In this instance:

You were updated about issues after the initial site visit.