

OFFICER REPORT FOR COMMITTEE

DATE: 13/07/2022

**P/21/1545/FP
MR S WOODHAMS**

**WARSASH
AGENT: MR DEREK LINDSAY**

PART SINGLE AND TWO STOREY FRONT AND REAR EXTENSIONS.

1 CLOCKTOWER BUILDINGS, 2 SHORE ROAD, WARSASH, SO31 9GQ

Report By

Lucy Knight – direct dial 01329 824579

1.0 Introduction

- 1.1 This application is reported to the planning committee for decision due to receiving in excess of 5 third party objections to the application as originally submitted.
- 1.2 The application has since been amended however previous representations expressing objection have not been withdrawn.
- 1.3 The plans as originally submitted included single storey extensions extending the full width of the property on the eastern and western elevations. These extensions extended over both original archway details of the clocktower with flat roofs and were considered to be detrimental to the character of the building and did not comply with national or local planning policy.
- 1.4 The amended plans reduce the width of the single storey extensions significantly allowing for the original arch details to be retained.

2.0 Site Description

- 2.1 This application relates to the Clocktower Building in Warsash which has existing prior approval granted for use as a residential property and is locally listed. The existing property includes all three floors of the clocktower building. The upper parts of the clock tower are a landmark feature in Warsash.
- 2.2 The proposed extensions are limited to the ground floor and first floor levels. The eastern side of the building is publicly visible from Shore Road whereas the western side is not publicly accessible and faces onto a rear service court for the site and the commercial units that front onto Shore Road.

3.0 Description of Proposal

- 3.1 The proposal is for single storey extensions to the east and west of the property and a first floor extension on the western elevation to increase the living space within the property.

4.0 Policies

- 4.1 The following guidance and policies apply to this application:

National Planning Policy Framework (NPPF) Planning Practice Guidance (PPG)

Adopted Fareham Borough Core Strategy

CS5: Transport Strategy and Infrastructure

CS17: High Quality Design

Adopted Development Sites and Policies

DSP5: Protecting and Enhancing the Historic Environment

Fareham Local Plan 2037

TIN2: Highway Safety and Road Network

D1: High Quality Design and Place Making

HE5: Locally Listed Buildings and Non-designated Heritage Assets

Other Documents:

Fareham Borough Design Guidance: Supplementary Planning Document (excluding Welborne) December 2015

Residential Car Parking Standards 2009

5.0 Relevant Planning History

- 5.1 The following planning history is relevant:

P/19/1136/PC Part 3, Class O Change of Use: Office (B1) Use to Residential (C3)

**Prior Approval
Granted** 04/12/2019

6.0 Representations

- 6.1 In the first round of consultation regarding the originally submitted application, seventeen letters of objection were received from 15 different households during the initial 21-day period for comment which raise the following concerns:

- Disruption during the build to residents and businesses
- The integrity of the Clocktower will be ruined
- Loss of character

- Poor design
- Should not be converted into a residential property
- Insufficient parking provision
- Loss of light to neighbouring properties
- Out of character with the area
- Impact upon the drainage system
- Concern of intrusive building works on the existing clocktower building
- Access for future repair works to the buildings will be reduced
- Historical conveyance documents state no buildings in front of the clocktower

6.2 A further consultation period was carried out following the receipt of amended plans as described above at the start of this report. During this second round of consultation four letters of objection were submitted stating that the previous objections still stand which are:

- Detrimental to the architecture of the building
- Oppressive impact upon the character of the village
- No need and no benefit for a larger dwelling
- Impact during construction works
- No capacity in existing drainage system
- Impact upon neighbouring optician

7.0 Consultations

INTERNAL

Conservation Planner (Comments on original plans):

7.1 The proposed extensions and treatment of the ground floor plan-form (in particular the proposed infill of the archway) is considered detrimental when balanced against the identified significance of the Clocktower and the contribution this makes to the character and appearance of the surrounding area.

7.2 In summary the proposed works to the Clocktower are considered to result in harm to the conservation of the non-designated heritage asset and therefore do not satisfy Policy 203 of the NPPF or FBC Policy DSP5 and associated legislation.

Conservation Planner (Comments on amended plans):

7.3 The building itself is the clocktower for the former Warsash Estate, is locally listed and is considered to be a non-designated heritage asset for its

architectural and historic interest. It is a distinctive local landmark and is located in a very prominent location within the streetscape. Therefore, any works to the clocktower itself will need to be sympathetic both to the locally listed building and its setting.

- 7.4 Looking at the amended drawings, it is currently proposed to make changes to both the entrance (*western*) and the eastern elevations. Although it is only a relatively small amount, these changes will encroach slightly onto the main elevations of the tower, losing some of the current symmetry and creating a visual imbalance with the existing arches, which are a distinctive architectural feature of the tower. These proposed elements should be reduced so that the maximum extent of the changes are the existing corners of the clocktower. This will reduce the visual impact of the development on the historic elevations of the tower which are very visually prominent in the streetscape.
- 7.5 It is also noted that the portrait window at first floor level in the eastern elevation has been replaced with a plain U-PVC window. This window significantly detracts from the architectural and historic interest of the building.

8.0 *Planning Considerations*

- 8.1 The following matters represent the key material planning considerations which need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Impact upon the character and appearance of the area;
- b) Impact upon a locally listed building;
- c) Impact upon neighbouring properties;
- d) Parking;
- e) Other matters

- a) Impact upon the character and appearance of the area
- 8.2 Policy CS17 of the Local Plan Part 1: Core Strategy and Policy D1 of the emerging Fareham Local Plan 2037 state that proposals should respect the key characteristics of the area.
- 8.3 The proposals, as now amended, are considered to be modest in size. The single storey extension and first floor extension to the western side will largely be visible only from within the parking area serving the buildings and not from within the main street scene of Shore Road or Brook Lane.
- 8.4 The single storey extension to the eastern side is largely replacing an existing extension with a similar design of a mono-pitch roof, but with a slightly larger floor area. This element will be visible from within both Shore Road and Brook Lane; however, it is considered to respect the key characteristics of the area, due to its modest size and pitched roof which is similar in design to the existing extension. Furthermore, this part of the proposal is almost tucked

back from the street scene between the three storey clock tower and the adjacent car sales showroom and forecourt. As such the visual impact of the proposed extension on the Shore Road street scene is relatively minor.

- 8.5 The external materials are proposed to match the existing property.
- 8.6 The proposals are therefore, considered to respect the key characteristics of the area and comply with Policy CS17 and Policy D1.

b) Impact upon a locally listed building

- 8.7 Policy DSP5 of the Local Plan Part 2: Development Sites and Policies states:

“...non-designated heritage assets are an irreplaceable resource that will be conserved in a manner appropriate to their significance, to be enjoyed for their contribution to the quality of life of this and future generations. The wider social, cultural, economic and environmental benefits of their conservation will also be taken into account in decision making.

Development affecting all heritage assets should have regard to relevant guidance, including (but not limited to) the Design Supplementary Planning Document.

Proposals that provide viable future uses for heritage assets, that are consistent with their conservation, will be supported.

Regarding locally listed buildings, or non-designated heritage assets, the policy seeks to avoid development that will

“...unacceptably harm their Architectural and historic interest, and/or setting taking account of their significance”.

- 8.8 The National Planning Policy Framework, at para 203, sets out that:
“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”.

- 8.9 Policy HE5 of the emerging Fareham Local Plan 2037 states:

Non-designated heritage assets recorded on the Council's list will be protected from development that would unacceptably harm their architectural and historic interest, and/or setting taking account of their significance.

Development proposals which would affect the significance of a non-designated heritage asset, including any contribution made by its setting,

must include the following, in a manner proportionate to the asset's significance:

- a) A description and assessment of the significance of the asset, including its setting, to determine its architectural, historical or archaeological interest; and*
- b) A description of the impact of the proposed works on the significance and special character of the asset; and*
- c) Justification for the works, especially if these would harm the significance of the asset or its setting, so that the harm can be weighed against public benefits.*

Where development would demonstrably harm the significance and/or setting of a non-designated heritage asset, consent will be refused unless it can be demonstrated that this harm is outweighed by public benefits.

The Council will consider whether spot-listing is warranted, as appropriate.

- 8.10 Clocktower Building is locally listed for its architectural detail and historic relationship with the former Warsash Estate to which the associated buildings have now been demolished, except for the tower. This tower is a Warsash landmark originally constructed by the owner of Warsash House to strike ships time, with a copper weather vane designed as a sailing ship summoned on top.
- 8.11 Although not nationally listed as a heritage asset, the tower associated with Clocktower Buildings is significant to Warsash's maritime history and makes an important contribution to the character and appearance of the area as a locally listed building.
- 8.12 The value of Clocktower Buildings is mostly found in the tower itself, regardless of its current setting which includes more modern structures. It retains its suggested presence and original design intent albeit the carriage arch is now infilled on the Shore Road elevation at ground floor. The original function of the structure as a formal entrance however continues to present the built forms original design intent and architectural detail.
- 8.13 The proposed extensions and treatment of the ground floor plan-form as originally submitted (in particular the proposed infill of the above noted archway) was considered detrimental when balanced against the identified significance of the Clocktower and the contribution this makes to the character and appearance of the surrounding area.
- 8.14 The first set of amended plans significantly reduced the size, width and depth of the extension relative to the archway and replicated the simple mono-pitch design of the existing building on the site.
- 8.15 The Conservation Planner has stated that these revisions are an improvement on the original submission as it is no longer proposed to infill the arches on the main elevations. However, further minor changes have been secured

through further revised plans to reduce the depth of the single storey extensions even more to ensure that they do not encroach upon the tower part of the building or the edges of the arches.

- 8.16 These amended plans have been received to address this concern and the proposals as further amended are now considered to be acceptable and comply with Policy DSP5, emerging Policy HE5 and the NPPF.
- 8.17 It is noted that the Conservation Planner also expresses concerns regarding the u-PVC windows that have been inserted at first floor level. However, the amended plans show these replacement windows will be changed to a design which is not dissimilar to the previous timber windows.

c) Impact upon neighbouring properties

- 8.18 Policy DSP3 of the Local Plan Part 2: Development Sites and Policies states:

Development proposals should ensure that there will be no unacceptable adverse impact upon living conditions on the site or neighbouring development, by way of the loss of sunlight, daylight, outlook and/or privacy.

- 8.19 The neighbouring property to the north, 20 Shore Road is a storage building. The neighbour to the south of the application property is an optician.
- 8.20 There are no neighbouring residential properties which will be unacceptably adversely impacted by the proposals by way of a loss of light, outlook and/ or privacy.
- 8.21 The optician to the south of the site raised concerns during the initial consultation period due to a loss of light into the building.
- 8.22 The amended plans result in the proposals being set away from the opticians and therefore, is no longer considered to result in an unacceptable loss of light to this neighbouring property.
- 8.23 The proposals as amended are therefore, considered to comply with Policy DSP3 of the Local Plan.

d) Parking

- 8.24 The property was granted prior approval under Class O of the Town and Country Planning (General Permitted Development) (England) Order 2015 in 2019. This allowed for the property to be converted from offices into residential under permitted development rights.
- 8.25 Therefore, the property has an existing permission as a 2 bedroom property. The proposal aims to provide 3 bedrooms within the property.

- 8.26 Fareham's Residential Car & Cycle Parking Standards SPD states that 2 or 3 bedroom properties should provide two off road parking spaces.
- 8.27 A site plan has been submitted with the application showing that two off road spaces can be provided at the property.
- 8.28 The proposals are therefore, considered to comply with the Parking Standards SPD.

e) Other matters

- 8.29 A number of the representations received stated that they had concerns regarding the disruption during the build in terms of noise and access to parking areas. It would be unreasonable for the Council to refuse a planning application of this size on this basis. The disruption caused is an inevitable part of the building process and would be temporary. Planning conditions limiting the time of work would not be considered reasonable for a project of this size and scale, however, if an unacceptable level of noise is experienced this can be considered by the department of Environmental Health.
- 8.30 There were comments received which raised a concern relating to the building being converted into a residential property. As set out above, the property was granted prior approval for the conversion of offices to residential in 2019 and has an existing permission to be a residential property.
- 8.31 Concerns were raised about additional pressure on the existing drainage system which it is suggested already has issues. The agent has confirmed that the application proposes to connect to the existing mains drainage for the property. In this case the property already has prior approval for a residential use and the addition of one bedroom is not considered to significantly increase the drainage requirement for the property such that further information in relation to drainage would be required at the planning stage. The confirmation that the proposal will connect to the mains network is adequate for planning consideration purposes. Detailed connection and capacity may be looked at further at a building regulations stage through discussion with the statutory undertaker for that service.
- 8.32 There is concern from neighbours that intrusive building works could have an impact upon the clocktower in terms of disrupting its foundations. This is something which would be assessed as a part of the building regulation process.
- 8.33 One resident raised concerns relating to reducing access for future repairs to the Clocktower buildings. This would be a civil matter between the parties

and is not a material planning consideration.

- 8.34 An owner of the neighbouring properties on Shore Road has stated that historical conveyancing documents may state that no buildings are to be placed in front of clock tower area. No further detail has been provided on this, and in any event a historic covenant on a conveyance document is not a limitation to the grant of a planning permission. There is nothing within the planning history which states any conditions relating to the areas in which the extensions are proposed.

Conclusions

- 8.35 In summary, the proposals as amended are not considered to result in an unacceptable adverse impact upon the neighbouring properties or the character and appearance of the area and are not considered to unacceptably harm the architectural historic interest of the locally listed building.
- 8.36 The proposals, as amended, are considered to comply with Local Plan Policy, the NPPF and Section 66 of The Planning (Listed Building and Conservation Areas) Act 1990.

9. Recommendation

- 9.1 GRANT PLANNING PERMISSION, subject to the following Conditions:

1. The development shall begin before the expiration of a period of three years from the date of the decision notice.

REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development shall be carried out in accordance with the following approved documents:

- a. Drawing No: SD-2153-00 – E – Site and Location Plan
- b. Drawing No: SD-2153-01 – E – Proposed Plans and Elevations
- c. Drawing No: SD-2153-02 – A – Existing Plans and Elevations

REASON: To avoid any doubt over what has been permitted.

3. No development hereby permitted shall proceed beyond damp proof course level until details including samples of all proposed external facing materials have been submitted to and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.

REASON: To secure the satisfactory appearance of the development.

4. Notwithstanding the provisions of Part 1 and Class A of Part 2 of the Town and Country Planning (General Permitted Development Order) 2015 (as amended) (or any Order revoking and re-enacting that Order with or without modification), no development shall be constructed within the curtilage of the dwelling house unless first agreed in writing with the Local Planning Authority following the submission of a planning application.

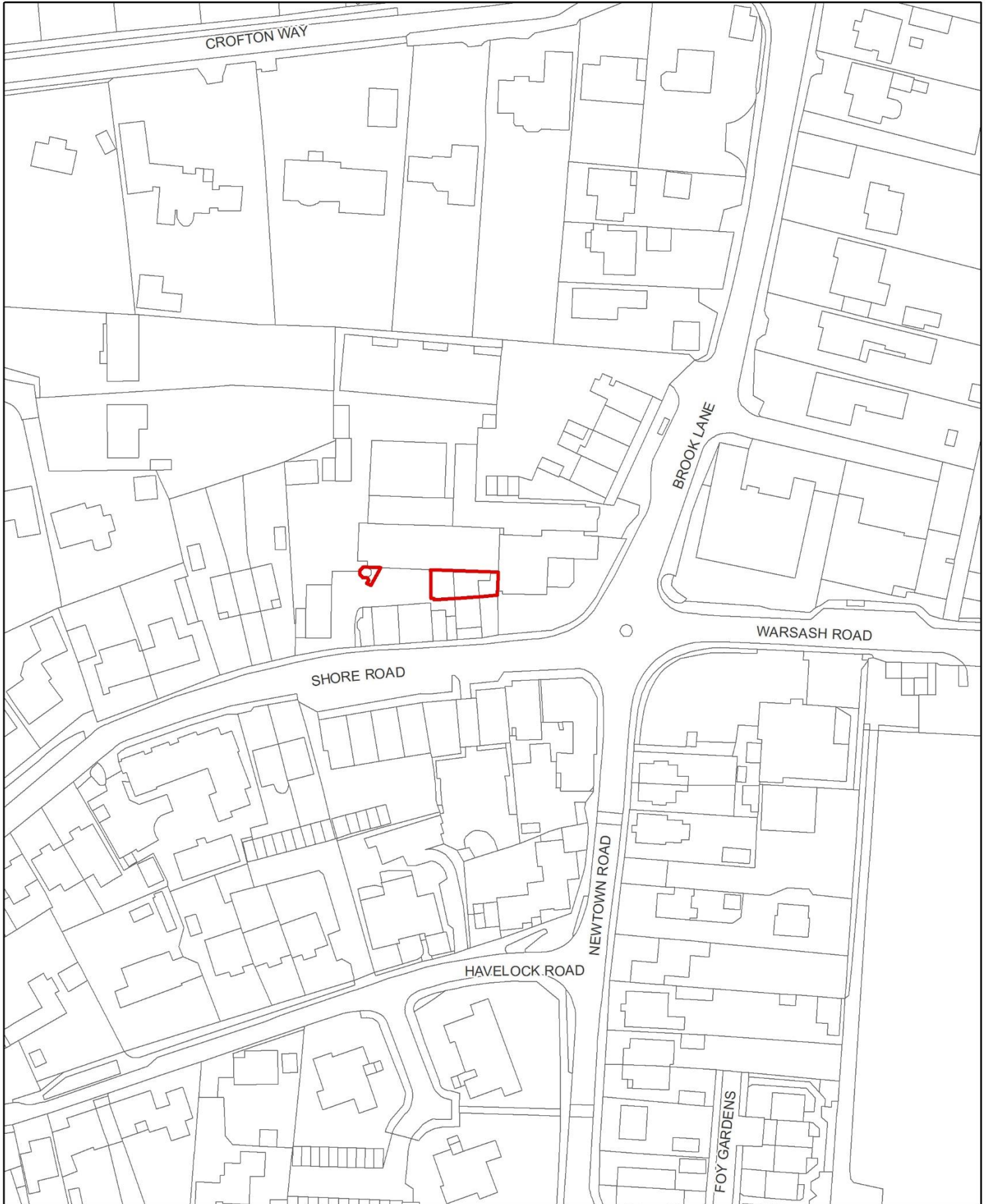
REASON: To protect the character and appearance of the locality and in the interest of the character and appearance of the locally listed building.

10 *Background Papers*

Application documents and all consultation responses and representations received as listed on the Council's website under the application reference

FAREHAM

BOROUGH COUNCIL



1 Clocktower Buildings
2 Shore Road, Warsash
Scale 1:1,250



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