Planning Officer's Report – LDCA NOVEMBER 2026

APPLICATION	**2026/26** – Proposed Excavations and Extension to 'Joshies' Roadside Drop-In to provide a Bakery Area with the siting of 2x 20ft Containers with a Covered Area to Provide a Bar and Storage
PERMISSION SOUGHT	Full Permission
REGISTERED	25 February 2026
APPLICANT	Alan Joshua
PARCEL	HTH1344
LOCALITY	Half Tree Hollow
ZONE	Intermediate
CONSERVATION AREA	None
CURRENT USE	Takeaway/Café and vacant land
PUBLICITY	The application was advertised as follows: ▪ *The Independent* Newspaper on 13 March 2026. ▪ A site notice displayed in accordance with Regulations.
EXPIRY	27 March 2026
REPRESENTATIONS	One Received
DECISION ROUTE	~~Delegated~~ / **LDCA** / ~~EXCO~~

A. CONSULTATION FEEDBACK

1.	Sewage & Water Division	No Objection
2.	Energy Division	No Objection (Comment)
3.	Fire & Rescue	No Objection
4.	Roads Section	No Objection (Comment)
5.	Property Division	No Response
6.	Environmental Management	No Objection
7.	Environmental Health	No Response
8.	Agriculture & Natural Resources	No Response
9.	St Helena Police Services	No Response
10.	Aerodrome Safe Guarding	No Response
11.	Economic Development	No Objection
12.	National Trust	No Response
13.	Sure SA Ltd	No Objection

14. Heritage Society — No Objection
15. Maritime — Not Applicable

B. PLANNING OFFICER'S APPRAISAL

PLANNING HISTORY

Development Application No.	Development Description	Decision	Date Decision issued
2017/59	Erect a Building for purposes of a Hot Food Takeaway (Class A5)	Approve with conditions	6.9.2017
2017/59/MV1 (Minor Variation)	extend wooden decking along the north, south and western extremes of the takeaway building and the D Block retaining bank on the north and north-west boundary	Granted	16.10.2018
2017/59/MV2 (Minor Variation)	join Steps to the property in order to comply with the Fire and Safety Recommendations	Granted	22.08.2019
2025/45	Covered Area	Granted	11.08.2025

2017/59 Layout for the takeaway and Solomon's car park extension - (car park previously approved under Development Application 2017/17)



It should be noted that the 8-parking space car park extension and vehicle access from the main road (2017/17) has not been implemented and is no longer extant. This is the area where the applicant now requests to extend on.

The Planning Officer's report (2017/17) relating to parking for the new takeaway indicated *"Crown Estates (ENRD), Solomon & Company and Connect Saint Helena were all involved in these earlier discussions as it also encompassed the formation and eventual access to the new Car Park (8 parks) and one-way exit only into the Main Road (entrance at Cow Path), which was approved on the 6th of April 2017 on behalf of the HTH Supermarket (Application 2017/17). Solomon & Company agreed that customers to the proposed Takeaway can make use of their Car Parking Area as well."*

On the above basis of a new car park area and use of the existing neighbour's car park, no issues were raised regarding the provision of car parking for the takeaway use.

2025/45 Covered Area (approved elevation):

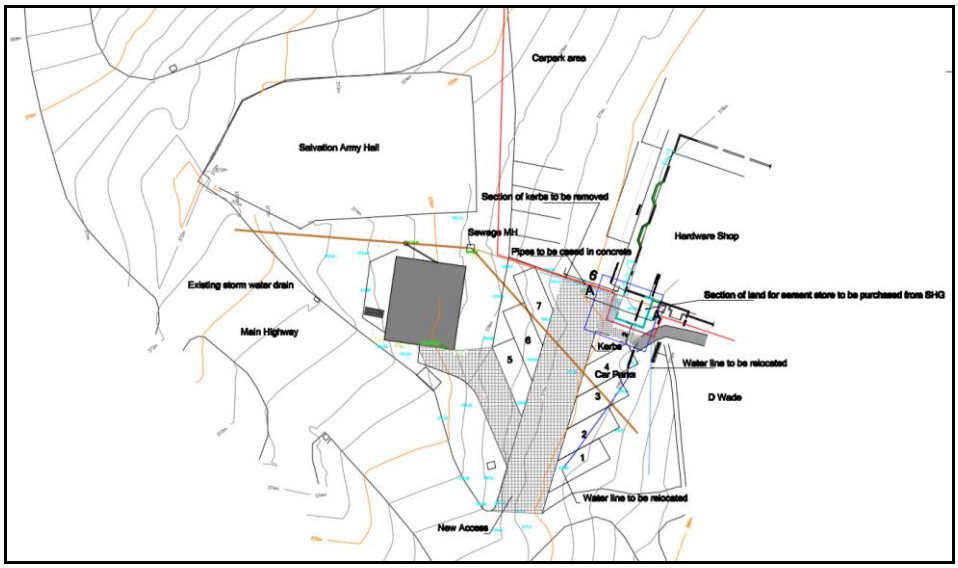


PROPOSED WEST ELEVATION

Relevant Adjoining Site Planning History:

2021/86 – Concrete store at Solomon's – approved

As part of the above application, the proposed (2017/17 – approved) car park was shown to be reduced to 7 spaces as per the following layout plan:



No issues were raised in relation to the amendment to the proposed new car park area.

Site Photographs show that the Cement Store has been implemented.

LOCALITY & ZONING

This development site is located at 'Joshies' Roadside Drop-In, near the Salvation Army Hall, Half Tree Hollow. The site is designated within the Intermediate Zone and has no conservation area restrictions.

Diagram 1: Location Plan



Site Description

The application site comprises the existing "Joshies" roadside café (a pre-fabricated building) which provides "sit in" dining as well as a takeaway service together with an area of undeveloped land to its south-east within the Half Tree Hollow District.

The property is situated within an established area (previously referred to as a "Development Node") of mixed commercial, community (Church, community centre and public toilets) including a car park with vehicle access from Cow Path (not within the applicant's ownership) which adjoins to the north of the café. The area is otherwise residential in character.

The café benefits from an existing timber deck to its west. The application site contains an existing pedestrian route from the main road on the south-east side of the property.

Land levels rise to the east/south-east.

Photo of the application site and surrounding area



Photo of the surrounding area



PROPOSED DEVELOPMENT

The proposal comprises two distinct elements: a proposed on-site bakery building bakery to the northwest elevation of the existing café on the current deck and a change of use of adjoining vacant land to site two 20-foot shipping containers and a covered area to the east/south-east of the existing café, to provide a bar and storage facilities. It is understood that the café currently has an alcohol licence.

The bar/storage facilities would replace the previously approved car park extension which would have provided a direct access and parking for use by the takeaway facility (albeit that consent for this is no longer extant).

The proposed development will involve site excavation works to the southeast of the existing building to accommodate the proposed covered area and containers. The application drawings indicate that a section of the proposed excavation on the northern side extends beyond the applicant's stated property boundary which is not within the applicant's control. While land ownership is not a planning matter and the works are shown within the development boundary (shown in blue on the site plan), if the neighbouring owner does not give permission, then a revision will be needed if plans are approved.

Diagram 2: Proposed Site Plan

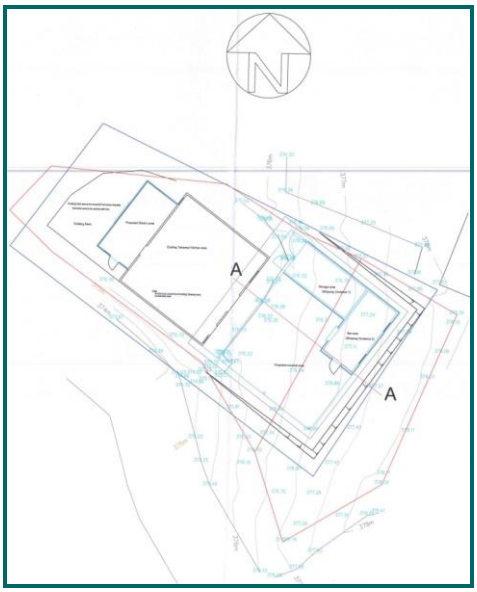


Diagram 3: Proposed Detailed Layout Plan

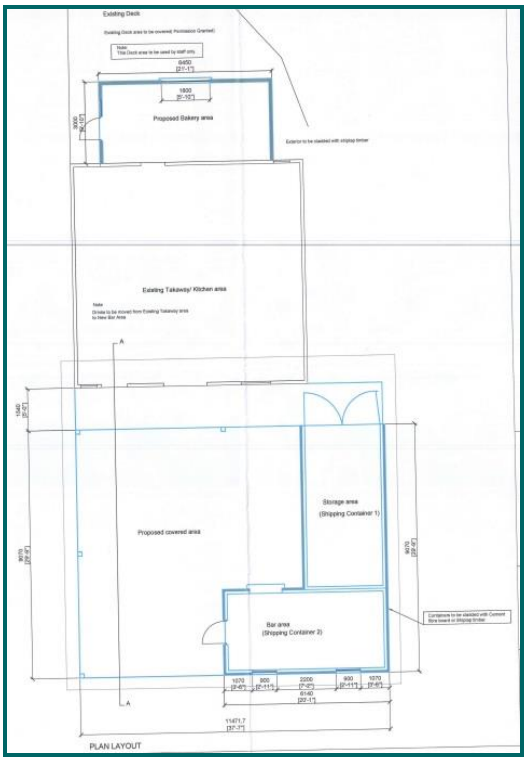


Diagram 4: Existing and Proposed Elevations

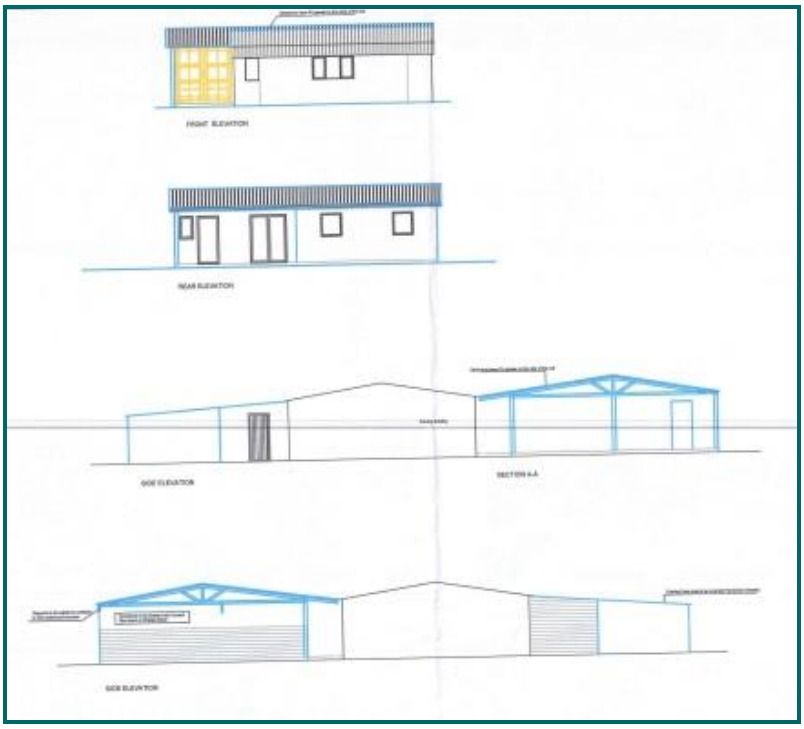
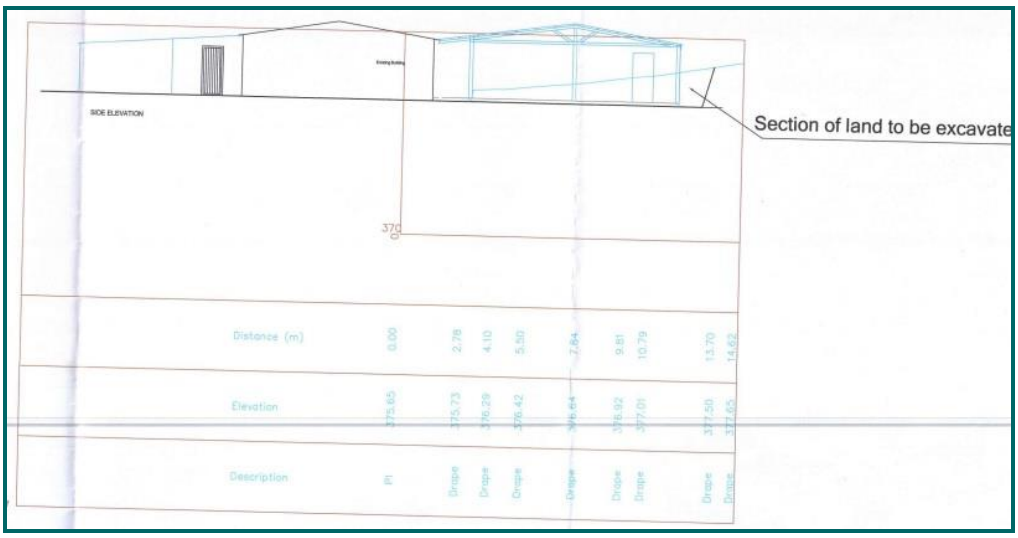


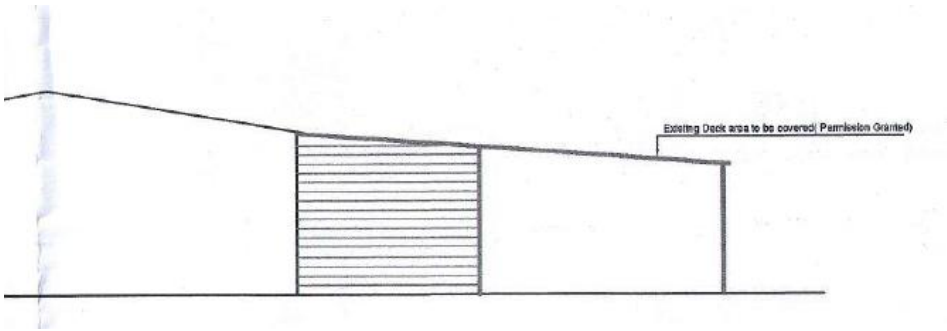
Diagram 5: Site Section showing area to be excavated



Bakery Extension Details:

The proposed extension will form an on-site bakery positioned on a section of the existing timber deck. The bakery extension will be 6.45m by 3m by a maximum height with a mono-pitch roof rising to just below eves level of the comprise a fabricated structural frame for walls with timber shiplap external cladding. A covered area (albeit in part previously approved 2025/45) will extend out to cover the remaining deck from the bakery building although the submitted plans indicate that this will be a “staff only” area.

Diagram 6: Bakery Elevation



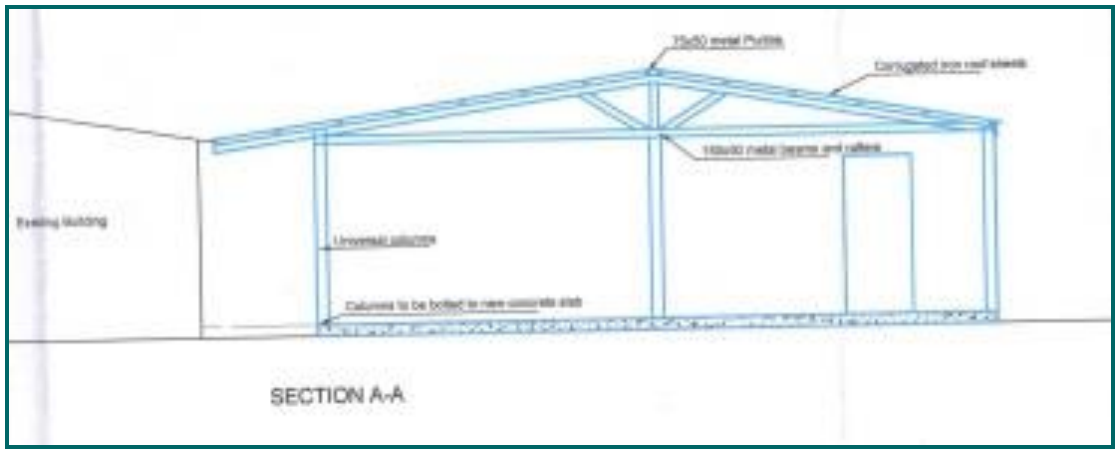
Proposed Storage/Bar/Covered Area Details:

The Two 20-foot shipping containers will be sited in an "L" shape on land adjacent to the existing Joshie's with a covered structure extending from the southeast elevation of the existing café. It will be used to provide a bar area and storage facilities associated, and in addition to, Joshie's café business.

The storage container will be positioned a minimum of 1.5m away from the Joshie's building with its doors opening onto an area slightly to the north of the existing Joshie's; it will have no other openings. The bar container will have its doors facing the main road with a serving hatch facing the current front entrance door to Joshie's with two windows in the south-facing elevation. Both Containers will be clad in cement fibreboard or shiplap timber.

The proposed covered structure will comprise of steel columns and a timber-framed apex roof structure with corrugated iron roof sheeting. It will extend a minimum of 5m from the doors of the bar and just over 9m in length, extending to cover the gap between the container area and the existing Joshie's building.

Diagram 7: Covered Area Section



STAKEHOLDER FEEDBACK & REPRESENTATIONS

There were no objections were received from Planning Stakeholders, however, comments were received as follows:

Energy (Connect) -

No objection - Electricity Department – Connect Saint Helena Ltd. Please confirm for any underground cables if carrying out any excavation work.

Roads Section -

I have no objections to this request as it is not hindering any roads site lines.

A response was received to public consultation. The representation raised five principal matters concerning the relationship between the proposed development and the adjoining Half Tree Hollow Shop and associated land.

The representation notes that the existing parking arrangement allows Joshie's customers to utilise the adjoining privately-owned car park, although the arrangement was stated to be under review at the time of the representation. It also identifies an existing pedestrian walkway approximately one metre wide alongside the shop and raises concerns regarding the effect of the proposed excavation on that route. The representation further questioned pedestrian safety around the excavation, the continued availability of the established footpath across the front of Joshie's, and the presence of a main sewer line adjacent to the car park.

[Officer comment: Consideration of the existing parking arrangement, pedestrian walkway, excavation, pedestrian access and sewerage infrastructure will be made in the assessment section below.]

LEGAL AND POLICY FRAMEWORK

The relevant policies of the Land Development Control Plan (LDCP 2012) that are applicable in the assessment of the proposed development are set out below:

- Intermediate Zone: Policies IZ1 (a, b, f, g and h), IZ.6
- Employment Premises: Policy EP1
- Social Infrastructure: Policy SI.12
- Water: Policy W.2, W.3
- Sewage, Storm and Drainage: Policies SD1 (b, c), SD3, SD4 and SD7
- Roads and Transport: Policies RT1, RT.7
- Policy on the Siting and Use of Containers (Appendix 6)

OFFICER'S ASSESSMENT

Principle of Development

The proposal has been assessed against the Intermediate Zone policies and the Employment Premises Policies of the LDCP (2012).

The development in part makes use of an established commercial site for the bakery element although it also introduces a new commercial use (Bar) onto an undeveloped location where ancillary storage is also proposed for the extended Joshie's complex.

Policy IZ1 states that development permission will be granted for social, cultural and employment development.

Policy EP1 states that *"development permission will be granted for business premises in locations sufficient to meet the development needs of the Island.*"

Policy SI12 states that "*development permission will be granted for new commercial development"* (subject to it providing public accessibility for people with disabilities).

It is considered that the proposal for a bakery, bar and outdoor covered space would be acceptable in principle.

Design and Appearance and impact on visual amenities

In relation to the bakery extension, the proposed timber shiplap cladding for the proposed bakery is compatible with the existing timber-deck character of the café and could be coloured cream to integrate better with the existing cream-coloured pre-fabricated building. It will provide a relatively lightweight addition to the north of the building.

In relation to the proposed containers, Appendix 6 of the LDCP "Policy on the Siting and Use of Containers" is relevant. This policy promotes the use of cladding and its being hidden wholly or partially by fencing or planting to reduce its impact from public viewpoints. The use of cladding (either cement fibre or timber) to the two containers at the back of the covered area is considered to visually integrate the containers with the existing café building's cream colouring, providing the same colour application is used. While not in line with the Policy's normal requirement for grey colouring, it is considered that cream would blend better here. The existing hedging to the back of the public highway is not within the application site, it does nonetheless provide a level of screening envisaged in the Policy.

The covered area extends over the containers and a minimum of 5 meters in front of them and extends towards the existing Joshie's building which will assist in integrating the extended complex into a more coherent overall appearance rather than if the containers were separate and isolated.

The existing prefabricated building was considered previously (2017/59 Officer Report) as *"<u>These type of buildings are NOT the most attractive of buildings</u> however since the building can be painted to any colour, it can be finished to match the colour scheme of the existing surrounding buildings (cream walls with red roof)".* The current proposal introduces containers but is similarly considered acceptable in terms of its general scale, form and materials and is not be considered any worse than the existing approved/established development within the established commercial setting, albeit very visible in public views from the main road.

The scale, form, materials and general appearance of the proposed bakery extension is considered to be reasonably related to the existing café and have an acceptable relationship with the existing building.

The proposal is considered, on balance, to accord with the relevant Policy IZ1 (a), (b), (f), (g) and (h), provided suitable colours are used to blend with the existing prefabricated building.

Access and Parking

The proposal expects to retain the existing access arrangements, with pedestrian access from the main road and vehicular access from the northeast/car park.

Parking provision -

The existing parking arrangement relies on a neighbouring occupier allowing Joshies' to use their adjacent car park. It is not guaranteed that this arrangement would continue. However, no new parking arrangements are proposed in relation to this proposed development.

The proposal would substantially increase the area and diversity of Joshie's offer with a 20 sq.m bakery extension and a "container" bar with a covered outdoor seating area of approximately 72 sq.m. While the existing deck is proposed to be removed from customer use, it is expected that there would be a significant increase in the number of customers at Joshie's extended complex and also that hours of use will also be extended. The introduction of a bakery, bar and additional commercial/storage space would increase customer activity.

Policy RT.7 states that "development will require the provision of off-road car parking spaces at the rate of… commercial development at the rate of one space per 30 sq.m of floor area." The extensions add to 92 sq.m (including the bakery and covered area) and therefore an additional 3/4 parking spaces are needed.

The original approval of the takeaway was to make use of a new vehicle access from the main road and a car park extension (of 8 spaces/later reduced to 7) and the existing parking area, albeit this parking area(s) lay outside the applicant's ownership at that time.

This proposal is mainly located on the previously approved vehicle access and 8-space car park which has not been implemented but would preclude it coming forward in future (if a new application were to be submitted).

There would be no parking provision within the applicant's control. There is therefore a concern that the proposal does not provide for its own expected parking requirements and, as such, that parking may take place on street. Given the close proximity of the junction and almost blind bend and curve to the main road, it is considered that this could result in reduced traffic flow.

Roads section have not raised any objections to the proposal, albeit that they have not made any specific comments relating to parking provision.

Previously the applicant provided a letter from the adjoining car park's owner that Joshie's customers could use their car park. Without such a provision, the proposal would fail to provide sufficient/suitable parking provision and will likely result in on-street parking causing likely congestion/disruption to traffic flow to the detriment of other road users including drivers and pedestrians.

It is considered that the proposal would not provide for its own parking needs (nor any other suitable arrangement has been presented). It is therefore considered that the proposal should refused on this basis as it would not comply with Policy RT.7 as currently submitted.

Pedestrian access -

Policy IZ.6 states that *"In considering any development proposal in the Intermediate Zone, there shall be a presumption in favour of identifying, protecting and promoting established footpaths; development which fails to do so will not normally be permitted."* The established pedestrian route is located close to the proposed excavations. It is considered that this route should protected. Suitable safety barriers should be provided so that the existing footpath is protected both during and after development. A suitable condition could be attached to any approval.

Impact on neighbour's amenities

While the café is located within a commercial/social area with the shops, public toilets, church and café on the western side of the main road, the surrounding area is mainly residential in nature.

The proposed development will increase the amount of commercial activity associated than is the case with the existing café. The introduction of a bakery, bar and additional storage is likely to increase activity on the site, particularly during periods when the takeaway/café and bar are operating which may be at different times.

No details of times for the bakery which may be in operation in the early morning or in relation to the proposed bar, which may be operating late into the evenings have been provided by the applicants.

The proposed bar, given its front would face towards the main road and the proposed covered area is open sided, it is highly likely that it would generate additional noise compared with the existing indoor café/takeaway with small external area, particularly from customers, music and evening activity.

It is considered that the bar use could be managed so that it does not result in an unacceptable impact on neighbouring properties.

It would therefore be necessary for the applicant to adopt reasonable noise-management measures, including:

- Avoiding amplified music externally
- Restricting noisy servicing and delivery activities to reasonable daytime hours; and
- Responding appropriately to any substantiated complaints regarding noise.

These matters can be addressed through appropriate conditions and/or management arrangements where considered necessary.

Excavation

The proposed 2m high excavation would be in accordance with Policy IZ.1 f) which requires that excavations are not generally in excess of 3m.

Existing Sewer Infrastructure

The presence of existing underground infrastructure is relevant to the proposed excavation. While the protection and engineering requirements for the sewer are not planning matters, the applicant should confirm the location of the sewer before excavation and ensure that any necessary permissions, protection measures or agreements with the relevant infrastructure owner are obtained.

Water

Suitable water management/collection measures should be provided on site in respect of rain/surface water and stormwater in line with LDCP Policies polcieis IZ 1 g) and SD1, and W.2. Suitable conditions will be attached to any approval.

Conclusion

The proposed extension to the existing "Joshies" roadside café represents, on balance, an appropriate form of development within the Intermediate Zone.

The proposed bakery, containers and covered area are considered acceptable in terms of their general design, scale, materials and relationship with the existing building. The development will support the continuing commercial use of the established roadside premises.

The concerns regarding pedestrian access and the existing footpath, excavation and sewer infrastructure are considered capable of being addressed through appropriate planning conditions.

However, in relation to parking, extending across an area which was previously to have provided parking for the use of Joshie's customers and otherwise relying on others to meet the parking needs of the proposed development (without any agreement in place) is contrary to Policy RT.7. It is likely to result in increased on-street parking to the detriment of other users of the public highway. It is however recognised that Roads section have raised no objections to the proposal and that, as a result, on balance, provided a suitable parking provision is made available, the proposal would be acceptable.