REF. NO. O/16/79578

PLANNING APPLICATION REPORT

DESCRIPTION/ ADDRESS	-	Outline: Construction of 1no. 3 bed two storey dwelling with associated amenity space, car parking & access off Stoke Common Road (matters for consideration: access & scale). Land adjacent Foresters Arms, 1 Stoke Common Road, Bishopstoke, Eastleigh, SO50 6DW

SITE VISIT DATE – 02/02/2017

ARE PLANS ACCURATE? – Basic but sufficient given the nature of the application.

HAVE ALL NECESSARY NEIGHBOURS BEEN CONSULTED? - Yes

THE SITE AND ITS SURROUNDINGS

DESCRIPTION OF APPLICATION	As above, to construct a dwelling on what was the car park of the former public house.
SITE AREA	Approx. 240 sqm.
RESIDENTIAL DEVELOPMENT DENSITY (NET)	Approx. 41 dwellings per hectare.
TOPOGRAPHY	The site slopes down in a northerly direction along Church Road and consists of three levels: the main building; a former terrace area behind; and a lower level beer garden which will be where the proposed detached garage is to be constructed.
TREES	There are a number of trees along the eastern boundary with the neighbouring Stoke Common Road properties and some smaller trees as part of the rear northern boundary with the adjacent public footpath.
BOUNDARY TREATMENT	Open directly onto the Stoke Common Road frontage, with the flank wall forming the boundary with Church Road to the west. The rear and eastern boundaries are marked by a brick wall, fencing and hedging.
SITE CHARACTERISTICS	The former public house probably dates from around 1900 and sits on a prominent corner plot at the junction of Church Road and Stoke Common Road. The building has been extended to the side and rear at ground floor level, the newest of which probably in the 1960s. To the side is a parking area accessed from Stoke Common Road and to the rear is what was the beer garden.
CHARACTER OF LOCALITY	The surrounding area is predominantly residential in nature and made up of a mixture of two storey terraced cottages of a similar age to the former pub, later 1920s/30s semi-detached dwellings and sizable detached dwellings dating from the 1970s and 80s. Being on the northern edge of Bishopstoke the area has a semi-rural feel.

RELEVANT PLANNING HISTORY

REFERENCE	DESCRIPTION	DECISION
F/16/79008	Change of use from public house (A4) to residential dwelling (C3), demolition of existing side & rear additions & front porch & construction of detached double garage with roof accommodation to rear.	Approved Oct 2016
F/15/76967	Construction of 3no. four bedroom terrace dwellings, detached garage block with ancillary parking & amenity space following demolition of existing public house.	Refused Oct 2016
F/07/61476	Retrospective erection of single storey smoking shelter.	Approved Dec 2007
Z/05291/002/00	Alterations and extension to public bar.	Approved Apr 1980
Z/05291/001/00	Change of use from garden to car park.	Approved Oct 1976
Z/12357/001/00	Use of land for car parking for 5 vehicles adjoining.	Refused Jan 1976
EAB0747900000	Alterations to existing toilet block.	Approved May 1972
Z/05291/000/00	The addition of a porch.	Approved Nov 1957
EAB0008100000	Alterations.	Approved Feb 1949

REPRESENTATIONS RECEIVED

SOURCE	SUMMARY OF CONTENT
Valentine – 2a Stoke Common Road	Object: “The proposed development will be in the garden of 1 Stoke Common Road which will infill the space between No.1 and No.3, resulting in a narrow property which has minimal separation between the adjacent properties. This development will not be in keeping with the other Stoke Common Roads properties close to the proposed location. The existing mature properties are relatively large/wide and have good separation between them making the area feel open and spacious, this is contrary to what is being proposed.”

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
Head of Transportation & Engineering	“No objection in principle to this outline application. The access utilises an existing vehicle access formerly serving a higher level of usage as a public house car park without known incident, and parking of 2 vehicles as required for a 3- bed dwelling is afforded, along with a turning head (which is tight but potentially workable due to the curved edgings) that is welcomed to enable forward gear access and egress. There is also a side path which will enable the storage of refuse bins to

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
	the rear, and also provide passage for gardening and cycle storage. In regard to cycle storage, a shed should be provided unless a garage measuring no less than 3.0 x 6.0m (internally) forms part of the final layout."
Bishopstoke Parish Council	Object: "The Planning Committee felt that this additional development on the plot would hamper lines of sight for traffic entering and leaving the site, as well as for those exiting Stoke Common Road. Parking was considered to be insufficient for the number of dwellings now proposed on site. The Committee also objected on grounds of overdevelopment."

POLICY CONTEXT

DESIGNATION APPLICABLE TO SITE
Within Built-up Area Boundary Within Established Residential Area

DEVELOPMENT PLAN SAVED POLICIES, EMERGING LOCAL PLAN POLICIES AND SPD'S

Eastleigh Borough Local Plan Review (2001-2011), saved Policies 25.NC, 28.ES, 34.ES, 59.BE & 104.T

Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014, (the Submitted Local Plan) comprising:

- Revised Pre-submission Eastleigh Borough Local Plan 2011 - 2029, published February 2014; and
- Schedule of Proposed Minor Changes, submitted to the Secretary of State in July 2014' Policies DM1, DM2, DM9, DM24, DM25 & DM29

Supplementary Planning Document: Quality Places
Supplementary Planning Document: Character Area Appraisals – Bishopstoke, Fair Oak and Horton Heath (BIFOHH 2)
Supplementary Planning Document: Residential Parking Standards
Supplementary Planning Document: Environmentally Sustainable Development

NATIONAL PLANNING POLICY GUIDANCE

The National Planning Policy Framework (NPPF) supports and encourages sustainable development which is considered to have three roles, economic, social and environmental. Paragraph 8 of the NPPF states that "These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions."

The National Planning Policy Framework (NPPF) states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Para 14 sets out a general presumption in favour of sustainable development and states that development proposals which accord with the development plan should be approved without delay. Where the development plan is absent, silent, or relevant policies are out-of-date planning permission should be granted unless the adverse impacts of the development would outweigh the

NATIONAL PLANNING POLICY GUIDANCE

benefits; or specific policies in the Framework indicate development should be restricted (paragraph 14). Local plan policies that do not accord with the NPPF are now deemed to be "out-of-date". The NPPF requires that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. In other words the closer the policies in the plan accord to the policies in the Framework, the greater the weight that may be given.

Paragraph 14 of the NPPF sets out the "presumption in favour of sustainable development" in both plan-making and decision-taking.

Paragraph 17 sets out twelve core principles that underpin the planning system, one of which is that planning should "always seek to secure high quality design and good standard of amenity for all existing and future occupants of land and buildings".

Paragraph 49 states that, "Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites."

POLICY COMMENTARY

The above policies and guidance combine to form the criteria against which this application will be assessed with particular regard to the principle of that proposed, the matters to be considered (access & scale), the residential amenity of existing neighbours and future occupiers of the proposed development, parking and highway matters, environmental sustainability, as well as nature conservation.

COMMENT ON CONSULTATION RESPONSES

See below.

COMMENT ON REPRESENTATIONS RECEIVED

See below.

PLANNING OBLIGATION/CONSIDERATIONS

The changes to the National Planning Practice Guidance (NPPG) which increases the threshold for when tariff based planning obligations can be required by new development have been re-established. This means that developments of ten units or less (and which have a maximum combined floor space of no more than 1000 square metres) will be exempt from the need to provide tariff based planning obligations or affordable housing. The proposed development in this instance falls within this threshold and as such no planning obligations can be requested.

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

In this case policy issues for consideration include:

Principle – The application site lies within the urban edge where the basic principle of development is considered to be acceptable, with any formal planning approval being based upon the exact nature, design and impact of that proposed being considered appropriate and in accordance with the relevant Local Plan policies and Supplementary Planning Documents. The most relevant policy in this case is saved Policy 59.BE of the Local Plan which requires development to take full and proper account of the context of the site including the character and appearance of the locality and be appropriate in mass, scale, materials, layout, design and siting. It also requires a high standard of landscape design, a satisfactory means of access and layout for vehicles, cyclists and pedestrians, to make provision for refuse and cycle storage and avoid unduly impacting on neighbouring uses through overlooking, loss of light, loss of outlook, and noise and fumes. Also of relevance is Policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, which essentially reiterates the above requirements.

Matters for Consideration (Access & Scale) – This is an outline planning application to establish the principle of whether a dwelling on this site would be acceptable. It has been requested that access and scale be the only matters for consideration at this stage, siting, appearance and landscaping to be left until the reserved matters stage.

Looking firstly at access, the intension is to utilise the original car park access and dropped kerb onto Stoke Common Road. Given that this is a long standing access point and one which used to deal with a much larger level of traffic movement when the public house was in use, it is not considered that there would be any objection to this access being retained to serve that proposed.

With regards to scale, the indicatively shown dwelling footprint would appear to be appropriate for the site available and given the general character of surrounding development. Equally, the proposed two storey scale would again be appropriate given the vast majority of surrounding development is also two storey in height.

In general terms therefore, the proposed access position and two storey scale is considered to be appropriate. However, much will depend on the siting of the dwelling and its final appearance which will need careful consideration at the reserved matters stage.

Residential Amenity – Until the exact siting of any dwelling and its design are known, it is not possible to fully consider its impact upon the residential amenity of existing neighbouring properties. Notwithstanding this, there are a couple of obvious issues which will need to be addressed in order to protect the amenity of occupiers of the former Foresters Arms in terms of privacy and outlook.

Consent has recently been granted to convert the former public house into a single dwelling. The approved plans for this application show that a first floor south-east facing window is to serve a bedroom and would be the only window which serves this room. If it were to remain in this position, then it is likely that any new dwelling on the former car park would adversely impact the outlook and potentially privacy to this bedroom. As such, the window will need to be moved to the pub's north-east rear elevation. Given that the former pub is still within the ownership of the applicant, this could be undertaken via a Grampian style condition.

The siting of the proposed dwelling will also be of importance. As currently shown on the indicative site layout plan, it is set some distance back from the rear elevation of the pub and would have an unacceptable impact upon the outlook from the rear of the building. The footprint of the dwelling would therefore need to be set further forward so as to prevent any adverse or unacceptable impact, which could in turn mean that the frontage parking arrangement may have to be reconsidered. However, the siting of the dwelling is a reserved matter and can be more fully assessed at that stage in the process.

With regards to other neighbouring dwellings, the only other property likely to be noticeably impacted

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

would be No.3 Stoke Common Road. However, this dwelling is sufficiently separated from the site boundary and any new dwelling to ensure that any potential impact should be minimal. Although this would of course have to be assessed in more detail at the reserved matters stage.

Based on that known at this stage, it is considered that with proper consideration of the final design and position of the dwelling, together with alterations to the former pub, that there is reasonable scope for a dwelling on this plot without having any adverse or unacceptable impact upon the amenity of existing neighbours. Equally, the plot is of a sufficient size to ensure that the Council's minimum internal and external space requirements can be met.

Parking & Highway Issues – As has been set out in the Head of Transportation and Engineering's consultation response, there is no concern with regards to using the existing site access to serve the dwelling proposed. However, this is the only parking currently available to serve the former public house and replacement parking will need to be provided if this outline application is approved.

As part of the planning approval to convert the pub into a dwelling, consent was also granted for a new access and parking area to the rear of the site via Church Road. Provided this new parking area is constructed and available for use before construction work begins on the new dwelling, then the issue of sufficient parking for both can be addressed. Again, given that the former pub is still within the applicant's control, a Grampian style condition can be applied to ensure that this parking for the former pub is provided before work begins on the proposed dwelling.

Concern has again been raised with regard to the difficulties in exiting the Stoke Common Road onto Church Road due to poor sightlines and traffic speed. While these concerns are noted, it would be hard to argue in planning terms that the addition of one further dwelling would have any unacceptable impact upon traffic movements or highway safety, particularly given the level of movements associated with former use of the pub. It is accepted that this is a poor junction but ultimately Church Road has a 30mph speed limit and notwithstanding the relatively recent increase does not deal with substantial levels of traffic. It would therefore be unreasonable to refuse this application on highway grounds when the issue would be better dealt with by other means, such as preventing Church Road from being used as a rat run.

Environmental Sustainability – The Council's 'Environmentally Sustainable Development' SPD requires all new dwellings to meet a minimum of code level 4 of the Code for Sustainable Homes together with a number of other mandatory requirements on water and energy conservation. However, the code has now been revoked with the intension that these requirements will be assessed by Building Regulations. Notwithstanding this, it is Council policy that any new dwellings must meet the equivalent of Code Level 4 with regards to water and energy conservation. This would be secured via a planning condition.

Nature Conservation – The proposal is not considered to result in a likely significant impact on a European Protected site (SPA, SAC or Ramsar). HRA (Habitat Regulations Assessment) screening was not required for this development as it falls outside the designated zone of impact.

The site falls outside the 5.6km buffer zone for the Solent SPA meaning that a contribution is not required to mitigate any increased recreational pressure resulting from the development.

OTHER MATERIAL CONSIDERATIONS

Reference needs to be made to the submitted Eastleigh Borough Local plan 2011-2029 July 2014. However, very little weight can be given to these policies as, although the Submission Local Plan has not been formally withdrawn, the Council has confirmed that it has decided to prepare a new local plan which will cover the period up to 2036. With regard to this application, the new policies essentially echo those of the current plan and are not considered to affect the recommendation put forward.

CONCLUSIONS

Based on that which can be considered at this stage, and with suitable conditions, it is considered that to construct a modest two storey dwelling on the former public house car park, accessed via the existing access onto Stoke Common Road, is acceptable and as such the application is recommended for outline consent.